

Swedesurvey Projects in Russia and Ukraine

**Land registration systems and
land information management**

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**Department for Central and
Eastern Europe**

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Sida Evaluation 98/24

**Department for Central and
Eastern Europe**

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EXECUTIVE SUMMARY

In June 1998, Sida commissioned an evaluation of land registration systems and land information management projects undertaken by Swedesurvey AB and the State Committee for Land Resources and the Main Administration for Geodesy, Cartography and Cadastre in Russia and Ukraine respectively.

Sweden has supported activities related to the land reform process in Russia and Ukraine since 1991. This initiative is part of Sweden's co-operation with Central and Eastern Europe. The overall objective has been to support the transformation towards democracy and a market economy.

Both Ukraine and Russia have been facing the challenge of transforming from a central, command economy to a market economy based on real property. To achieve this goal both countries have initiated a privatization process to transfer real property from the State into the hands of individual citizens and private enterprise.

Most of the support to Russia and Ukraine has been in the form of transfer of Swedish know-how and expertise. So far approximately MSEK 54 have been allocated to projects in Russia and MSEK 9 to projects in Ukraine. The projects have been mainly concentrated on the development of land registration systems and land information management.

Swedesurvey AB has been contracted by Sida to deliver education and training in land registration systems and land information management, valuation and taxation, and system development. In addition, Sweden has also provided a small amount of technology to support the various project.

WaterMark Industries Inc. of Fredericton, New Brunswick, Canada, conducted the evaluation. The team consisted of Ivan Ford and Susan Nichols, land administration specialists and Jaap Zevenbergen, legal specialist. The WaterMark team assessed the project agreements and reports, held discussions with project personnel (Sida, Swedesurvey, and Russia/Ukraine) and then carried out field visits at the projects sites.

The evaluation was commissioned by Sida to evaluate the relevance, effects, impact, cost effectiveness and sustainability of the Swedish support to date provided by Swedesurvey in activities related to the land reform process in Russia and Ukraine, and to review the needs for and relevance of possible further support. The key factors identified and analyzed during the evaluation process were:

- overall state of economic development, privatization, and development of land and housing markets;
- programs related to the allocation, adjudication, and registration of property rights;
- programs related to land use planning and rural development;
- legislation and legal mandates as they relate to property;
- organisational structure and inter-ministry relationships;
- relations to other projects (e.g., LARIS, TACIS);
- sustainability of systems and programs implemented; and
- financing, including the role of property taxation.

The WaterMark evaluation assessed the following projects in Ukraine:

- UKR0021 A Cadastral and Land Registration Project in Ukraine.
- Öst-1995-0741 Development of A Cadastral and Land Information System – Phase II

The Team then proceeded to Russia and conducted assessments of the following projects:

- Öst-1995-0719 Leningrad
- Öst-1995-0731 Valuation Organization
- Öst-1995-0846 Co-ordination
- Öst-1995-0784 School Novgorod
- Öst-1995-0699 Novgorod 3
- Öst-1995-0334 Murmansk 2
- Öst-1995-0393 Pskov 2
- Öst-1995-0011 Kaliningrad 2
- Öst-1997-0128 St. Petersburg Valuation
- Öst-1997-0117 St. Petersburg 2

In each case the interviews were with persons overseeing, working on, or being impacted by the projects.

Over the past several years many foreign governments and international funding institutions have supported a multitude of land administration projects in Ukraine and Russia. The focus of most of the projects has been on the registration of rights and interests in real property or on mapping. A common objective of the donors has been to assist the development of western style real estate markets, and thus economic growth, in the two countries. Another underlying objective has been the promotion of democracy and political stability through land privatization.

Land registration, which provides security of tenure for landholders during the privatization and subsequent land market development, is seen as essential to both objectives. As the projects were developed, there was a growing recognition that land registration programs needed to include some level of surveying and mapping. In both Russia and Ukraine land administrators also saw the opportunities to use the systems developed to support other activities such as valuation, planning, and land management.

Thus, there have been many projects and a wide variety of objectives and results. Some proposed programs and projects, such as the World Bank agricultural project in Ukraine have been stalled due to the lack of legislation.

The Sida Projects have focused on the transfer of cadastral and land information system knowledge and expertise. This is being done through education and training in organizational reform, information management, and modern technology. Swedesurvey has approached the transfer of knowledge and expertise by providing Russian and Ukrainian administrators and technical experts with:

- study tours of the land registry offices, the taxation agency, property formation departments, and the surveying and mapping agency in Sweden,
- special interest seminars in districts where projects are being implemented,

- assistance in establishing a land administration teaching program at the Novgorod school, and
- hands-on training for technical experts in areas such as surveying, mapping, and computer programming.

This approach has worked well. Currently there is a broad base of knowledge, particularly within the land resource committees, in the regions of Ukraine and Russia where cadastral and land registration projects have been conducted. This base can now be used to expand the knowledge to other land and property related agencies in the countries.

In future, the four main objectives for implementing a system should be considered. The appropriate objective(s) need to be identified and should be clearly defined in order to ensure that resources are used effectively:

- provision of security for private rights to real property units,
- control of land use,
- effective property valuation and taxation,
- development of a multi-purpose land information system.

All of these objectives form part of a total land administration system, but some may be given priority in the short term. In the first case a minimal amount of data is required. In the second, a broader range of data is needed. Property valuation also draws on a larger range of data, but the effectiveness and efficiency is subject to the law of diminishing returns (i.e., 80% of the benefits – revenues – are generated by 20% of the data). A land information system could contain any information related to land. The issue in the projects must be to establish short-term priorities given the limited technical, human, and financial resources available.

In summary, the Sida projects have made a significant contribution to the introduction of modern land administration approaches in Northwest Russia and central Ukraine. The projects have contributed to the creation of a knowledgeable group of people at both the senior administrative level and at the technical level within the agencies involved in the projects. Future Sida projects should follow essentially the same implementation process with more emphasis on the provision of technology and the establishment of training centres at the local level in the recipient countries. This report contains a section of recommendations for future Sida involvement in land administration and land information system development in Russia and Ukraine.

1 PROJECT BACKGROUND

The Swedish International Development Agency, Sida, issued a Request-for-Proposals in late May 1998, that requested proposals to perform an **Evaluation of Swedesurvey projects in Russia and Ukraine (Sida registration number 1998-02253)**. The Terms of Reference (TOR) requested an assessment of some 12 projects that had been conducted by Swedesurvey, using funding from Sida. (The complete Terms of Reference for the project are included in Appendix A).

WaterMark submitted a proposal that included an assessment of the existing project paperwork, discussions with project personnel (Swedesurvey, Sida and Russian / Ukraine) and then a field visit to the actual projects sites; WaterMark Industries was awarded the project.

This report summarizes the findings of WaterMark's investigations and offers recommendations for the future.

2 METHODOLOGY

On contract award, WaterMark requested and received a number of documents related to the 12 projects that Sida requested to be assessed. WaterMark reviewed the documentation to evaluate the past, present, and future land administration issues in Russia and Ukraine, which have an impact on Sida funded initiatives. Among the key factors identified and analysed were:

- overall state of economic development, privatisation, and development of land and housing markets;
- programs related to the allocation, adjudication, and registration of rights;
- programs related to land use planning and rural development;
- legislation and legal mandates as they relate to property;
- organisational structure and inter-ministry relationships;
- relations to other projects (e.g., LARIS, TACIS); and
- financing, including the role of property taxation.

The documentation review assisted WaterMark in the identification of those personnel who were integral to the projects being assessed. WaterMark then contacted those individuals to determine schedules and time commitments and then revised the originally proposed project schedule. A copy of the detailed interview schedule is included in Appendix B.

The WaterMark team then visited Swedesurvey in Gävle and reviewed additional project documentation relating to the following:

- initial contracts and amendments outlining objectives, terms of reference, and budgets and any subsequent amendments to the contracts;
- quarterly and annual reports from Swedesurvey to Sida, including budget and methodological changes;
- project work plans;
- consultancy reports;
- final reports and expenditures, if the project was completed

Meetings were conducted with the Sida task manager, Mr. Jan Johansson, to ensure that the proposed work plan met with Sida's objectives. After some adjustments to the schedule and scope, Sida accepted the plan.

The WaterMark evaluation team then left for Ukraine to complete assessments of the following projects:

- UKR0021 A Cadastral and Land Registration Project in Ukraine.
- Öst-1995-0741 Development of A Cadastral and Land Information System – Phase II

The Team then proceeded to Russia and conducted assessments of the following projects:

- Öst-1995-0719 Leningrad
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- Öst-1997-0117 St. Petersburg 2

In each case the interviews were with persons overseeing, working on, or being impacted by the projects. Detailed interview notes from each of the project visits are included in Appendix C.

This report was then prepared by WaterMark, in the performance of this contract and submitted to Russian and Ukrainian officials, Swedesurvey and Sida for review and approval.

3 FINDINGS

A list of the projects, their operating dates, values and a summary of the WaterMark team's comments are included in Figure 2 at the end of Section 3. Detailed commentary of the field visit findings is presented in the following sections.

3.1 Current Situation

3.1.1 Status of Land Reform

In both Russia and Ukraine, for political reasons, the legislation to allow for the sale of agricultural land is stalled at the federal level. However, in Russia the legislation is being addressed independently by many regions of the Country (e.g., Saratov). In several of the regions visited, farmers have taken their land out of the collectives. In Kaliningrad Oblast for example, approximately one third of independent farmers have made a successful business out of farming, another third have been unsuccessful because they lack money for investment, and the remainder have been unsuccessful because the farm sizes are too small to be practical. The laws that would support a land market and financing have not been passed and in the current political environment, substantial changes in policy can be expected. However, there are some efforts at the oblast level to develop local laws and procedures as a temporary measure.

In Ukraine, the sale of agricultural land is barely on the political agenda. Agricultural land in Ukraine is still largely held collectively by large farming enterprises despite a transaction into the private sector through share certificates. Since 1991 almost all kolkhozes and sovkhozes in Ukraine have been transferred to private enterprise through the allocation of share certificates called "pai". Approximately 6 million pais have been issued to rural inhabitants. (Kiev Post, July 10, 1998).

The privatization of residential and commercial property is legal in both Russia and Ukraine. This includes dachas. Almost all of the residential land in the rural areas has been privatized. The biggest real estate sector in both countries is in flats (apartments), and the second is in the sale of dachas. More than 60 percent of residential flats have been privatized. The information about privately owned buildings, including flats and dachas, is contained in the inventory held at the Bureau of Technical Inventory.

In some cases the state has retained ownership of the land but has issued leases, sometimes for up to 50 years, in order to provide security for investors. There is more leasing activity in Russia than in Ukraine. Leasing is still very limited in Ukraine. According to SovEcon Ltd, an independent research organization specialising in agricultural and trade in the former Soviet Union, as of January 1998, less than 1.5 percent of the farmland in Ukraine is under lease.

3.1.2 Status of Land Administration

3.1.2.1 Establishment of Land Administration Systems

There is an attempt at the Federal Government level to standardize the contents, structure and business processes of land administration systems in both Russia and Ukraine. In Russia the Federal Cadastre Centre (FCC), now part of the Ministry of Land Policy, Construction, Housing, and Utilities, has developed a set of standard contents for the parcel information component of the cadastral system and has distributed them to all of the Subjects of the Russian Federation. In most cases the Federations are using these as minimum content standards and are building databases with substantially more information content than is necessary to sustain only land registration. As a result, a variety of land administration systems are in the various stages of development and implementation in Russia. These systems are intended to serve broader purposes such as land use planning, valuation and taxation, and privatization of real property.

The registration of rights in Russia is under the Ministry of Justice. The Ministry of Justice does not have representation at the local level. Currently the Ministry is appointing Registrars for each oblast (approximately 21 have been appointed). There is some question as to whether registrars will be appointed at the local level, or whether the registration will have to be completed by the oblast registrar. The FCC is working with the Ministry of Justice to ensure that the local administrative units work together (and perhaps share offices and systems) to minimize overhead costs in implementing the registration of rights system. A high degree of co-operation was evident at the local level in most regions (especially in Murmansk, Kaliningrad, and Novgorod).

In Ukraine, it has been decided that real property registration is a National issue and that all policies, the legal framework and standards relating technology, procedures, and education will be established at the National Government level. Not only are there no laws to support a land administration system, there has been a long-standing political debate over which agency should have authority for registration of rights, cadastral systems, or land administration in general. This debate has recently been coming to some conclusions with the proposed division of responsibilities among the various national ministries.

3.1.2.2 Relationships Among Government Agencies and Between Levels of Government

In both Ukraine and Russia, several key agencies are responsible for parts of the land administration system. These have included at the federal level:

- the State Committee for Land Resources (SCLR), responsible for recording information on land parcels for land valuation and potentially for registration of rights,
- the Bureau of Technical Inventory (BTI), responsible for building inventories and valuation of buildings;
- the State Committee for Urban Development and Architecture (SCUDA), responsible for architectural and city plans,
- Ministry of Justice, now responsible for the registration of rights in both Russia and Ukraine,
- State Property Fund, responsible for privatization of enterprises,

- The State Mapping Agencies (Main Administration for Geodesy, Cartography, and Cadastre (MAGCC) in Ukraine and ROSCartographia in Russia).

In Russia, the newly formed Ministry of Land Policy, Construction, Housing, and Utilities (See Figure 1) will be responsible for the administration of all real property, surveying, and mapping matters, except for the registration of rights. During the visit of the WaterMark evaluation team there was much uncertainty as to how the new Ministry would affect operations at the local level, but there was general agreement that the transformation should help to promote co-operation among the various parties.

In Russia, relationships between the various levels of government appear to be good at the present time. At the project meetings in Moscow the federal representatives spoke highly of the efforts being made in the regions and districts. The FCC Regional Director for the Northwest Region travelled from St. Petersburg to Moscow to attend the meetings at the FCC. No district representatives attended the meetings at FCC. This is mainly because site visits were scheduled to the districts that have Sida funded projects and also because of the cost associated with travel and accommodations. However, a representative of the FCC travelled to St. Petersburg to attend meetings with the City of St. Petersburg and the Leningrad District Project site at Volkov.

In Ukraine, the relationship between the various levels of government is good. The WaterMark team held meetings with officials of all three levels of government and there was evidence of good will and co-operation in all cases. The exception is the strained relationship between the State Committee for Land Resources and the other organizations responsible for various aspects of real property administration. However, these relations appear to be improving. At the federal level the Main Administration for Geodesy, Cartography, and Cadastre has been nurturing the relationship and has made good progress recently.

In Ukraine, representatives of the MAGCC visited the region and district sites with the WaterMark evaluation team and it was obvious that there was a good working relationship. There has been continual communications between various levels of the agency and with other agencies. Everyone appeared to be knowledgeable about the latest project activities.

In the Russian regions and districts, the major criticism of the federal government was that the state has not been able to provide enough funds to support registration activities. However, both regional and district representatives expressed an understanding of the difficult financial circumstances of the FCC which affect the level of regional support.

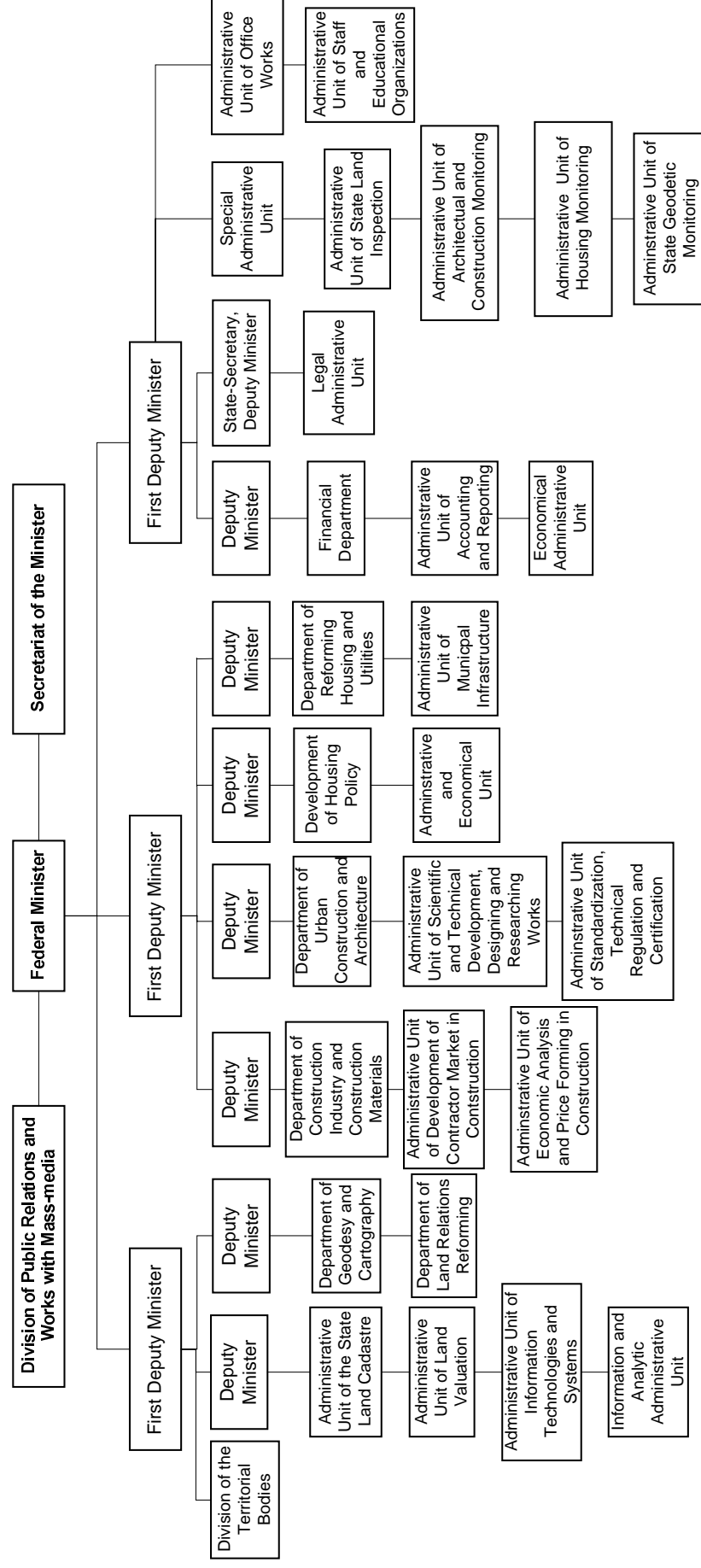
Some districts expressed concern that the FCC does not solicit enough local input into the development of cadastral system software. However, the FCC is increasingly recognizing the importance of local initiatives. Thus, the concept of a unified national cadastral system has been modified to a set of national policies and standards, allowing for local variations in actual system configuration.

In both Ukraine and Russia, the operational aspects of real property administration, including land registration, take place at the regional or local level. The policy making will continue to take place at the federal level. In the absence of clear policies some oblasts and rayons are forging ahead with their own system initiatives.

Figure 1 – Organization Chart Ministry of Land Policy, Construction, Housing, and Utilities

Appendix to the Order of Minzemstray of Russia No. 10 of June 29, 1998

The Ministry of the Russian Federation for
Land Policy, Construction, Housing and
Utilities



3.1.2.3 Access to Registry and Cadastral Data

Registry and cadastral data are, in theory, readily available to all users in both Ukraine and Russia. The City of St. Petersburg, for example, has established a special department to sell real property information. The agencies responsible are charging fees for the information, which are necessary to support the systems financially, but which in the future may have the effect of limiting access.

In Russia, the State Committee for Land Resources (SCLR) is willing to provide the digital cadastral data to legitimate users for a fee, but many of the potential users are unable to use it for several reasons such as:

- lack of technology,
- lack of trained staff familiar with digital data,
- lack of funds to cover the reproduction cost, and
- limited amounts of data having been collected to date.

Only the landowner, purchaser, and their legal representatives can gain access to the land ownership data. It was pointed out on several occasions that it is not possible to have open access to land ownership information because of the “criminal aspect”. There is a fear that open access would allow the information to “fall into the wrong hands” and it could be used to exploit landowners and take their property.

3.1.3 Legal Situation

Issues dealing with real estate registration and cadastre are highly influenced by legal aspects. Most important is the special legislation in force in this regard. But also other laws and regulations influence how real estate registration and cadastre operate and function. In general it can be said that good, coherent legislation is a prerequisite for a well functioning system, although just making the right law is not enough to get that going. There is still no Mortgage legislation in Ukraine.

We have limited our analysis to the studying some of the key legislation dealing with real estate registration and cadastre in the Russian Federation and Ukraine. Unfortunately this study is not based in detailed knowledge of other, related laws and regulations in these countries. It is based on the more general knowledge of such laws in several countries in transition and of one other CIS country in particular. Any remarks and comments should be viewed in the context of being general observations that should be studied should a specific mission focusing on the legal aspects be decided on.

The status of the following legislation, as we understand it, is as follows:

- The Land Code has been revised but has not been passed in Russia or Ukraine.
- The Cadastral Law has passed in Russia but not in Ukraine.
- The Mortgage Law was passed in July in Russia. There is still no Mortgage legislation in Ukraine.

3.1.3.1 Some Key Issues of Real Estate Registration and Cadastre Laws

In general it could be said that legislation (laws and regulations) dealing with real estate registration and cadastre laws should have the following basic elements very clearly indicated:

1. good co-ordination between the juridical and technical side (real estate registration versus cadastre; sometimes even treated in one law), especially with regard to the role of the cadastral (or other inventory) number in the real estate register (book);
2. good co-ordination with other legislation related to ownership, use, and transfer of real estate rights (especially, the Civil Code, Condominium Law, and Mortgage Law);
3. a clear basis for the organizational structure (e.g., dividing tasks between local registration offices and the central office; clearly defining the role and responsibilities of the registrars; identifying important relations and information exchange with other agencies);
4. the consequences of (not) registering;
5. the moment the rights will be established/transferred (e.g. also at exactly what stage in the registration process);
6. the order between competing claims/applications;
7. the registration office responsible for registering particular types of property;
8. the powers of the Registrar and the liability of the government, the staff, and the Registrar for different types of errors;
9. the parties who can or cannot have access to specific parts of the registered information;
10. the requirements for paying or not paying fees;
11. the basis for the fee structure, how it is set and how it is used;
12. the types of media permitted as legal evidence and as backup copies;
13. the legal status of rights existing before the enactment of the (new) law or regulations;
14. the procedure (usually phased) for introduction of the law or regulations because such systems cannot usually be implemented nation-wide all at once.

The following legislation was reviewed for the Russian Federation:

- Russian Federation Federal Law ‘On the State Registration of Rights to Immovables and Real Estate Transactions’ dated June 17, 1997, articles 1 through 33 (all);
- Federal Law on State Land Cadastre, articles 1 and 2 (small part).

The following was legislation was reviewed for Ukraine:

- Draft Law of Ukraine on State Registration of Rights in Real Estate, dated September 15, 1997 and contained in the materials of the National Workshop of October 7, 1997, articles 1 through 44 (all). The draft was prepared by the Ministry of Justice together with other ministries and institutions, and under consideration of the Supreme Rada committees in the Fall of 1997.

3.1.3.2 Russian Federation

The law ‘On the State Registration of Rights to Immovables and Real Estate Transactions’ is quite condensed and only reads 33 articles. Nevertheless it deals with most topics listed above.

1. The law deals solely with the legal side, although it makes clear references to the identification of the real estate, and refers to other laws in that respect (dealing with land cadastre and other real estate inventories). Nevertheless a term as ‘cadastral number’ is being defined in this law once again, as it is in the Federal Law on State Land Cadastre. In principal there should only be one definition to which the other law could refer.

Real estate registration and cadastre/inventory should be very closely co-ordinated, as is reflected to some extent in this law. Different situations exist in different countries, but it is our opinion that this is most ideally accomplished by treating all of it in one law and performing the tasks through one organisation. This is clearly not the case here.

The law nevertheless gives a prominent position to the ‘cadastral number’ and even has procedures for cases where such a number is not (yet) available from the responsible authority.

2. The law deals solely with registration of real estate rights as such, and refers to other existing laws for other civil law procedures (like transactions, mortgages, and condominiums). References to these laws are made at several places in the law. Since the other laws were not studied as such, it has not been verified that this law fits in with the rest of the civil law system, but the signals from several provisions are positive.

3. The law gives the basis for setting up the offices. A central office (at the federal level) will be set up to co-ordinate and prepare certain normative documents. The actual registration will be performed by regional offices, which will be set up by the regional governments. It is their responsibility to establish the size of the areas for which an office is responsible, and they can delegate the setting up of the offices to local authorities. The offices are independent state bodies called ‘institutions of justice’. Registrars, who are appointed by the central office, head these offices. The registrar has to be a lawyer or have registration experience and pass a special exam.

The law contains provisions regarding the exchange of data with the cadastre/inventories in both directions. It is a good idea that the offices are not a part of the judiciary (court system) and that their territories can be set separate from these. We appreciate that the exchange of data with the cadastre/inventories has received attention, although we would prefer a system in which the same office would perform the legal and technical activities.

4. The law at prima facie suggests a system of ‘registration of title’. Registration is mandatory, but called ‘a legal act of recognition and confirmation’ of the legal effects set out in the Civil Code. The so-called ‘curtain principle’ is not used, because in case of discrepancies between the ‘title register’ and the right establishing document (deed), the latter takes precedence (Article 12, Paragraph 8).

Apparently any lease of real estate should be registered. In general it is better to limit this to leases that are longer than a set period (which differs between jurisdictions, and used to be in the range of at least 10 years, but nowadays -with computerised registers- tends to be around 3 years). The trouble and costs of registration should be compared to the advantage of having them registered in the right time period.

5. The law sets this moment at the time of entering in the ‘title register’, which would usually be about one month after the application has been lodged (could even be two months in case of verification of documents). This creates a kind of legal vacuum in the period between application and final entering. Many jurisdictions solve this by having the effect of the law be retrospective, to the time of application. Such a system is usually accompanied by detailed regulations for the keeping of an application register.

6. Usually the application register is also used for the determination of the order between claims/applications that are lodged shortly after each other. In this law, a similar effect seems to be created by the ‘registration number’ mentioned in Article 12, Paragraph 7, which says that such a number is assigned at the moment of ‘acceptance of documents submitted for state registration’. It seems that these numbers coincide with the keeping of the so-called ‘Record Book of documents’. The law does specify that the registration shall be carried out in the sequence established in the procedure for acceptance of documents (Article 16, Paragraph 7).

7. The law clearly specifies this. Only the rule with regard to government held land is not clear at prima facie. In our opinion, there should not be a difference in the procedures for government or private land, because land can move from one category to the other.

8. The law says that the offices are responsible for doing their work right (and quick), both with regard to entering and providing information (Article 31). The law gives neither a guarantee for the contents of the register, nor an indemnity rule for owners losing rights due to the protection of persons relying on the register. Only in article 11, Paragraph 3 relating to fees some reference is made to ‘state guarantee’.

9. The law is clear with regard to access to the information. The ‘title register’ is open for anyone, but one has to make a written application and identify oneself. The office has to give the requested information within five days then (Article 7). The law, however, also makes it possible for the office to refuse the application for information, without specifying the grounds on which such a refusal was given (one can appeal the refusal in court). The right holder has the right to see the names of persons who have looked at the information. The more detailed information in the right establishing documents is, in general, not open for everyone’s inspection.

In this way the law has found a good balance between the need for openness regarding real estate rights and the need for privacy protection of individuals.

10. Information will usually be provided at a fee according to the law. The number of cases where the information will have to be supplied free of charge, might make it difficult for the offices to run on a cost-recovery basis, since virtually all government agencies have free access. On the other hand the information the offices need from other government agencies is not automatically free (Article 8, Paragraph 3).

11. The law says little about the amount of the fees, except that they are set by the different regional authorities. This creates a risk in respect to the real openness of the register. The law does specify that the fees are used only to finance registration-related purposes and do not embody a hidden tax. The amount going to the federal body is limited to 5% by the law.

12. The law recognises the use of computerised registers, but only in addition to paper, which takes precedence in case of discrepancies (Article 12, Paragraph 8).

13. The law pays attention to existing rights and existing registers at several places. It is unclear how protection of these are co-ordinated at the moment rights are established and registered under this (new) law.

14. The law does indicate that the regional authorities will have to set up offices within their region (or let the larger cities do this themselves). The time period for this is only two-and-a-half years, and it is not clear what the situation is in areas without an office after the enactment of the law. In general, there is little attention for adjudication (compare note 13), especially where the systematic approach is not treated. Due to the close relation to the identification of the object and the registration of rights thereto, it could be such that provisions are more clearly found in the laws dealing with the land cadastre and other real estate inventories. It could of course also be that such rights are very limited or already registered in recognised local or regional registers.

3.1.3.3 *Ukraine*

The Draft Law of Ukraine on State Registration of Rights in Real Estate is reasonably condensed and reads 44 articles. It deals with many of the topics listed before and also contains several rather detailed operational regulations.

1. The draft deals mainly with the legal side, although it makes references to the identification of the real estate. The term ‘identification (cadastral) number’ is used, but defined solely with reference to this draft. Reference is made to the fact that real estate objects should be determined in ‘the state system of geographical co-ordinates’ and on plans and maps that are authenticated by the authorised bodies. No further reference is made regarding these bodies. Reference is made to the difference between index maps and registration plans in Article 22, Paragraph 5.

Real estate registration and cadastre/inventory should be very closely co-ordinated. Different situations exist in different countries, but it is our opinion that this is most ideally accomplished by treating all of it in one law and performing the tasks through one organisation. The situation in the draft is quite different and not extremely clear in this regard. The concept of a real estate unit comprising of more than one real estate object and owned by the same owner is expressed in Article 1, but not used much later on. The legal consultant does not like this concept.

2. The draft deals mainly with registration of real estate rights as such, but makes no specific references to other existing laws dealing with civil law procedures (like transactions, mortgages, and condominiums). Some provisions seem to amend the procedures described in other laws (e.g. Article 9, Paragraph 2). Since the other laws were not studied as such, it has not been verified that this draft fits in with the rest of the civil law system.

3. The draft gives the basis for setting up the offices. A central agency (at national level) will be set up subordinated to the Ministry of Justice to co-ordinate and prepare certain normative documents. Local offices will perform the actual registration. The offices are legal entities called 'bodies for state registration'. The heads of the offices and their registrars have to be lawyers and citizens of the Ukraine. The heads of offices are appointed by the central agency. The draft does not regulate the exchange of data with other agencies involved in cadastre and/or real estate inventory. We like the concept that the offices are not a part of the judiciary (court system), while still giving the Ministry of Justice and lawyers a prominent position.

4. The draft at prima facie suggests a system of 'registration of title'. Registration is mandatory, but called 'a legal act of recognition and confirmation by the State'. Even when the ownership right has not been registered yet, the draft prescribes registration of certain limited rights to the object in a separate book (Article 10, Paragraph 11). There is a seven day period to apply for registration after the fact has arisen (the documents have been completed). Apparently any lease of real estate should be registered. In general it is better to limit this to leases that are longer than a set period (which differs between jurisdictions, and used to be in the range of at least 10 years, but nowadays -with computerised registers- tends to be around 3 years). The trouble and costs of registration should be compared to the advantage of having them registered in setting the right time period.

5. The draft is not specific in this regard. The right apparently exists based on other legislation, but registration will recognise and confirm this by the State. After registration the right is also guaranteed by the State (Article 4). The period after emergence of the right, but before completion of registration, seems to have some kind of a legal vacuum. This period will usually be over one month (and can even be longer).

6. The draft has a clearly spelled out system of logging applications in the Book of Applications. Entries are made in the order of receipt of applications.

7. The draft clearly specifies this, even for objects that fall in more than one registration area (Article 2, Paragraph 3).

8. The draft foresees a Compensation Fund (Article 5), which will reimburse damages resulting from registration. In Article 4 it is said that the State guarantees the registered rights, and that the registration body guarantees the validity, accuracy and reliability of entries and documents in its files.

9. The draft is rather short on the access to information. The information is limited to the owner and other right holders or people having their consent. It is mentioned that State institutions receive such information for free, implying they have access as well. We are of the opinion that such a restrictive level of access will not be beneficial to Ukrainian real estate market. We recommend a more balanced approach in which at least object based questions relating to the information in the 'title register' would be open to anybody willing to pay the fee.

10. The draft indicates that the few people allowed to access the information will do so at the payment of the relevant fee, whereas State institutions shall receive information within their jurisdiction free of charge (Article 30).

11. The draft says that fees shall be charged at state rates, which can be differentiated (Article 40). 20% of the fees is reserved for the Compensation Fund, whereas the rest goes to the respective budget. It is unclear if this is the budget for the registration body or the general local authority. The latter would make it a hidden tax.

12. The draft recognises the use of computerised registers, but only together with paper ('on paper and electronic media') (Article 2, Paragraph 5). The draft does not specify which one takes precedence in case of discrepancies.

13. The draft pays attention to the difference between 'initial' and 'further' registration. Reference is also made with regard to the registration of limited rights on objects to which ownership has not yet been registered. Article 2, Paragraph 4 forbids this in the register, but Article 10, Paragraph 11 makes this mandatory in a separate book. All rights established earlier must be (re) registered within two years (Article 6, Paragraph 2). The bodies must ensure good publicity of this fact.

14. The draft lets the central Agency set up the registration bodies in the administrative-territorial units. Apparently the law assumes a very short time for this, since there is no provision for the situation in areas without a registration body after the draft has become law. In general, the 'initial' registration is very shortly described. Maybe this is treated in other legislation, like the laws dealing with the -closely related- identification of the object. It could of course, that such rights are very scarce or already registered in local registers.

3.1.3.4 Concluding remarks

Russian Federation

The legal review, based on a limited study, concludes that the law looks quite workable. Missing is a clear procedure for logging the order of the applications (application book) and, connected to that, a retrospective effect of an entry to the moment the application was lodged. Also missing is a clear choice with regard to the indefeasibility of the register and the indemnity of people who experience damage in relation to that ('state guarantee'). However, the concept of not introducing a full state guarantee at this time in development of the Russian real estate market is a good approach.

Also missing is a detailed procedure for systematic adjudication of existing rights into the new registration system, but the existing situation and the contents of other laws could cause this.

Ukraine

The legal review, based on a limited study, concludes that the draft law looks reasonably workable. There is reason for concern about the lack of any co-ordinating mechanisms with the cadastre and real-estate inventory institutions, especially in respect to the fact that identification (cadastral) numbers, index maps and plans are mentioned several times in the draft.

Missing is a clear provision on the exact legal effect of (not) registering a legal fact that is legally correct according to the rest of the appropriate legislation. In general, the relations to other civil law rules are unclear.

The concept of full State guarantee may not be the most recommendable way to achieve trust in the system at this time in the development of the Ukrainian real estate market.

The extremely limited openness of the registers is of concern.

Also missing is a more detailed procedure for systematic adjudication during initial registration, but the existing situation or the contents of other laws could cause this.

3.1.4 Financial Conditions

The financial situation in Russia is such that there are minimal funds available for financing land administration programs. For example, last year the FCC received only 14% of its approved annual budget from the government. Many of the local districts have been creative in funding their land administration projects but as the overall economy declines it may be more difficult to produce revenue. Some of these initiatives include fees for services and information, land leasing, and in the case of Novgorod City 30% of real estate taxes collected has been used to buy computers. The FCC is exploring ways to overcome this limitation, including possibilities for future joint ventures between oblast administrations and private investors to finance system development.

The state of public finances is such that the Government of Russia was largely unable to fulfil its commitment under the Agreements signed with Swedesurvey over the last two years and consequently the projects were often late starting and could not be implemented according to plan. The recent fall of the value of the Russian rouble will continue to limit the financial support available from the federal government.

According to media reports Ukraine will not escape the financial woes of Russia. Since Russia accounts for about one quarter Ukraine's exports there is a widening trade deficit and according to a report in "The Economist, September 5 – 11, 1998, "a crash of the Hryvnya is unavoidable". Given these predictions it is unlikely that Ukraine will be able to provide the level of funding support necessary to implement cadastral and land registrations systems.

3.1.5 Transfer of Knowledge and Technical Skills

In both Russia and Ukraine there is a knowledgeable and highly competent administrative and technical staff in the districts where Sida funded land administration projects have been ongoing for the past several years. These individuals are capable of providing project management and doing technical training with only minimal assistance from foreign specialists. Districts have good support from the cadre of experts at the oblast and federal level. Knowledge still has to be gained in specialized areas such as valuation using market comparison methods and in the registration of condominiums.

In other districts where projects have recently started (e.g., Leningrad Oblast and Pskov) there is still a need for formal project management training, some reinforcement of the ideas and concepts of registration systems, training in valuation and taxation, and data collection.

3.1.6 The Novgorod School Project

Many people interviewed in Sweden, Moscow, in Novgorod, and in other oblasts had concerns over the sustainability of the Novgorod Training Centre. The School is well set up and has equipment to support training in cadastral surveying, land registration, and GIS. Software and hardware upgrades are scheduled for this year. The main problem is that the school is not being used to full capacity.

The reasons for this are not the lack of demand to attend courses but rather the financing. Neither the FCC nor the oblast administrations can afford to finance students and courses, especially when transportation costs are high. There is uncertainty as to how the three permanent teaching staff plus the two bookkeepers will be paid. Although the school is offering courses this September, its resources are not being used to full capacity and the intention of providing on-going training to all of the Northwestern oblasts is not being realized.

There is a need for a full evaluation of the school at this point. This evaluation should investigate the following:

- Potential sources of financing, including marketing of courses to a wider audience,
- Alternative delivery systems such as distance education and supporting training programs in the oblasts,
- Requirements for curriculum development, especially in areas such as project management, financing, business development, etc.,
- Development of additional lecture materials for students that could be used in Novgorod or on courses in other oblasts,
- Relationships with other institutions such as the Technical University, other Universities and training centres in Russia, and institutions in Sweden.

Figure 2 – Summary Table of Reviewed Projects

Project	Date		Value (SEK)	Comments
	Started	Completed		
Ukraine Phase I	05/95	05/96	3 927 000	<ul style="list-style-type: none"> • Project was late starting; preparation time was longer than expected. • Kiev Geomatica did higher level geodetic work. • Good interest shown by other agencies. • Initial interest by land-owners was low. • Met project objectives by end of project.
Ukraine Phase II	03/97	06/98	5 395 000	<ul style="list-style-type: none"> • Excellent example of multi agency cooperation. • Awareness in local community was good. • Lots of interest by property owners. • Project succeeded in creating a broad level of knowledge of land administration issues. • Technical staff is well trained and ready to train new people. • Next phase should concentrate on data models, data structure, higher level technical issues. Local administration ready to handle the registration.
Leningrad (Volkov Raton)	05/98	Ongoing	1 533 000	<ul style="list-style-type: none"> • Project late starting because of budget problems at the Oblast level. • The accomplishments of the project to date are positive indications that the project will succeed in attaining the objectives. • The mapping component gets most attention. • Inadequate training at the district level (only 2 weeks). More practical training required.
Valuation org	01/97	12/97	1 528 000	<ul style="list-style-type: none"> • A book on valuation methods for mass valuation has been prepared. • Several courses have been delivered. • The development of a valuation model is ongoing. • Legislation supporting valuation, assessment is being prepared.
Co-ordination	04/97	01/98	3 895 000	<ul style="list-style-type: none"> • A Project Managers seminar was conducted in Novgorod to share project experiences. • Most of the activity is associated with education and training. • Concentration on building capacity of experts to understand issues and manage process in central agencies. • Hard to measure the results of this project.
School Novgorod	10/95	Ongoing	3 376 000	<ul style="list-style-type: none"> • Good basic setup for training both in terms of technology and facilities. • Problems due to lack of funding. • Have a library with basic materials. In need of more lecture materials. • Difficult for students from other oblasts to attend the school because of travel and accommodations costs.
Novgorod 3	02/96	06/97	4 561 000	<ul style="list-style-type: none"> • Outstanding example of cooperation between agencies responsible for land administration. • Tremendous awareness of the benefits of an orderly land administration system with secure property rights. • Have had a longstanding relationship with Sweden (since 1991?).
Murmansk 2	05/96	11/97	2 264 000	<ul style="list-style-type: none"> • Senior administrative people are extremely knowledgeable about land administration processes and the need for registration of rights and interests. • Good management practices demonstrated at the Regional level. • Very impressive technical accomplishments. • The City of Murmansk system and approach is a good model for use in other northwest Russia districts.

07/21/99

Project	Date		Value (SEK)	Comments
	Started	Completed		
Pskov 2	06/96	06/98	2 571 000	<ul style="list-style-type: none"> • Very slow getting started. • All 3 sites visited are using independent registration software. • Appears to be little coordination (except for computer hardware /systems support) between project sites. • Lack of staff appears to lead to inefficient use of technology such as digitizers, total stations, etc. Not much evidence of use based on productivity over the duration of the project (and especially since the project completion).
Kaliningrad 2			2 764 000	<ul style="list-style-type: none"> • Very strong leadership for land registration at both the Regional and District level. • 90% of the staff at both levels are female. • Lots of mapping but the attribute portion of the system is lacking. Some problems with the registration software provided by FCG in Moscow so developed own prototype. Only exist in prototype format at the present time.
St. Petersburg val			310 000	<ul style="list-style-type: none"> • Project not yet started. Final agreement presented to St. Petersburg in July, 1998 and expected to commence work in August, 98.
St. Petersburg 2			2 590 000	<ul style="list-style-type: none"> • Operational land registration in place. • Good appreciation of the requirements for land records and the stability they can provide in the land market. • Recommended that Sida be more flexible in their terms of the contribution agreements. Things are changing so rapidly in Russia that there is a need to allow for quick changes in the contribution agreements. The agreements are standard and may be geared for less developed countries.

4 ASSESSMENT OF SIDA PROJECTS

The Sida Projects have focused on the transfer of cadastral and land information system knowledge and expertise. This is being done through education and training in organizational reform, information management, and modern technology. Swedesurvey has approached the transfer of knowledge and expertise by providing Russian and Ukrainian administrators and technical experts with:

- study tours of the land registry offices, the taxation agency, property formation departments, and the surveying and mapping agency in Sweden,
- special interest seminars in districts where projects are being implemented,
- assistance in establishing a land administration teaching program at the Novgorod school, and
- hands-on training for technical experts in areas such as surveying, mapping, and computer programming.

This approach has worked well. Currently there is a broad base of knowledge, particularly within the land resource committees, in the regions of the countries where cadastral and land registration projects have been conducted. This base can now be used to expand the knowledge to other land and property related agencies in the countries.

4.1 Production Potential Reached and Capabilities

In general the production potential reached and the capabilities of the recipient organizations vary widely. Some of the factors that influence the production capabilities include:

- *The length of time the particular district has been involved in a cadastral or land registration program.* Some districts, such as in Bila Tserkva, Kaliningrad and Novgorod Oblasts and the City of St. Petersburg, have been involved in cadastral activities and land registration for several years. Others, such as Leningrad Oblast, have barely started. It usually takes a long time for the stakeholders to accept new ideas and concepts and then acquire the knowledge and technology to implement them.
- *Commitment of the oblast leadership and local authorities to the program.* The leadership of the district must understand the need for change and be committed to it in order to create an environment to enhance production capability. In almost all cases the district leaders for the Sida Projects have been very committed. Exceptions appear to be Leningrad Oblast, and until recently Pskov Oblast, where the proposed project has been greatly delayed. In certain instances, for example in Murmansk, Bila Tserkva, Kaliningrad and Novgorod City, the leaders have gone beyond reasonable expectations to ensure that the projects are successful, well co-ordinated with local government objectives, and sustainable when foreign support is no longer available.
- *Access to funds.* Access to funds is necessary for purchasing equipment and supplies and for paying staff and rent. The major difficulty associated with building capacity is the lack of predictable and sufficient budget. Some sites have been very creative in raising funds to support their program. For example, in Novgorod City a percentage of property taxes are used to fund and maintain computer systems. These systems are shared in order to serve several municipal functions.

Other sites have relied heavily on government and donor country funding. Because of federal cutbacks and other financial difficulties, the central government has not been able to provide the funding needed to support the projects. Therefore, some districts have:

- old computing technology with limited capability to run software,
- demonstration versions of software packages which limits the functionality of the software,
- limited input and output capability (e.g., no digitizers, no plotters, old data collection technology).

The Novgorod School project has been especially hard hit by its dependence on federal funding.

- *Access to technology.* Implementation of modern solutions for cadastral and land information management requires access to technology. In many cases the recipient agencies do not have the funds to purchase the technology required to efficiently implement the proposed solutions. The Sida projects are limited to 20% of the budget being spent on acquisition of technology. Solutions to these problems have included purchasing equipment locally and more recently to acquiring technology through the LARIS project.
- *Access to skilled staff.* To date the number of staff members trained to perform certain functions has been small and this may be a concern over the next few years, as system performance actually relies on 1 or 2 skilled persons. Personnel with good computer skills are in demand by other organizations such as banks. As a result some staff members are leaving government agencies for better opportunities and higher salaries. The trained surveyors may also become increasingly attractive to private sector firms. The Novgorod Training Centre was established specifically to train personnel for land administration activities. However, many of the project managers in other oblasts expressed the concern that they could not find the funds to pay for travel and accommodations to send people to the Novgorod.
- *Level of skills of staff prior to involvement in projects.* Some districts had access to staff members that already had exposure to computers and other technology, as well as advanced education, prior to participation in the Sida Projects. These people held an advantage over those that had no previous exposure and consequently reached a higher production capability more quickly. These people were also capable of transferring skills to others within their divisions, which results in more depth of expertise within the organization.

4.2 Level of Competence in Relation to Current Needs

The level of competence is fairly high in most areas where cadastral and land information systems activities have been ongoing. This can be attributed to the level of education of personnel, the knowledge gained on study tours and in courses, and to the dedication of the staff (many work well beyond an 8 hour day). Where projects are relatively new (e.g., Leningrad Oblast), more training will still be needed.

The main problem with competence is that there is a broad capacity in all of the projects but very little depth. As discussed above, the current production capacity of the system is often closely tied to two or three key personnel. At many sites there is just one person with a crucial set of skills, especially in computer mapping technology. If that person should leave, a critical part of the operations would be shut down until someone else could be trained to take on the responsibility. This has the potential to contribute to delays in any system implementation program.

The lack of management capacity at the district level is a major concern. At the Oblast level, the current management is doing an outstanding job but there is little evidence of training for succession. As with the technical staff, it must be understood that qualified human resources as well as financial resources are in short supply. For the most part the organizations recognize the problem but have minimal control over this situation and are doing the best they can to cope with it. Competence in specific topics, such as market-based valuation techniques, also needs to be built up to meet evolving requirements.

Several senior officials pointed out the need for the establishment of local training centres rather than central facilities (Kaliningrad, Murmansk). This would make it easier for staff members to receive training while performing their daily duties. It would also eliminate the cost of travel and accommodations associated with attending training sessions at a central facility. Furthermore, it would easily provide accessible opportunities for continuing professional development and upgrading of staff skills.

A related issue is the fact that there is still some confusion in the oblast and rayon administration about the actual goals of the systems being developed. This is reflected in the various terminology (cadastre, land registration, real property registration, land information system, land administration) used in the Sida/Russian and Sida/Ukraine agreements. One result is that human and technical resources may not be used most effectively. For example, many offices are still collecting and storing information unnecessary for only the registration of rights and parcels. Information used to determine the “production value” is collected rather than the “market value” of land. Cadastral maps usually have detailed information on utilities and other features unrelated to property rights. Collecting, storing, and keeping this information up to date may be a burden on the human and technical resources available for registration activities. On the other hand, this broader information may be appropriate if a multipurpose land information system is being developed.

In future, the four main objectives for implementing a system should be considered. The appropriate objective(s) need to be identified and should be clearly defined in order to ensure that resources are used effectively:

- provision of security for private rights to real property units,
- control of land use,
- effective property valuation and taxation,
- development of a multi-purpose land information system.

All of these objectives form part of a total land administration system, but some may be given priority in the short term. In the first case, a minimal amount of data is required. In the second, a broader range of data is needed. Property valuation also draws on a larger range of data, but the effectiveness and efficiency is subject to the law of diminishing returns (i.e., 80% of the benefits – revenues – are generated by 20% of the data). A land information system could contain any information related to land. The issue in the projects must be to establish short-term priorities given the limited technical, human, and financial resources available.

4.3 Hardware and Software

The hardware and software installations at the project sites visited are typical of any operation that relies on high technology for its functionality. There are hardware and software capabilities that range from inadequate to excessive for the functions being carried out. Any excessive capacity (for example, in Gdov Rayon) could be rapidly turned into good use with a change in priorities, an increase in activities, or improved skills. At most district sites the technology was either adequate (e.g., Stararosa Rayon and St. Petersburg) or barely adequate (e.g., Chernyakhovsk Rayon). Any increase in activity would quickly place a major strain on the computing capabilities at these latter sites.

Since computer hardware and software are virtually obsolete by the time they leave the manufacturer, it is very difficult to maintain currency even if there were unlimited funds available. The current lack of funds in Russia and Ukraine make it especially difficult to keep up to date. The concerns most often expressed by the people interviewed at the project sites were associated with hardware and software. People raised issues such as:

- waiting too long to get computers and peripherals,
- not enough computers,
- not enough memory (RAM and hard drive),
- processors too slow,
- screens too small for graphics related work,
- no CD ROM nor tape drives (streamers),
- lack of software or out-of-date software,
- software and manuals are not in local languages,
- no support for software,
- too few software license keys,
- no Russian help documents or screens, and
- software incompatibilities.

Much of the hardware and software was purchased when the projects commenced 3 to 4 years ago. At that time the technology was state-of-the-art technology and was virtually the best available technology to meet the requirements of the projects. Since that time, hardware has evolved through several generations, software has advanced through several releases, and data collection technology is capable of collecting more data by orders of magnitude. Expectations of systems by users have increased proportionally. Hence, there is a need to upgrade the technical capacity. To date, the lack of financial resources has prohibited most organizations from upgrading.

4.3.1 Hardware

On most project sites the hardware was adequate for the level of activity presently taking place. However, other sites were trying to work with inadequate technology. For example, one site (Pushkinhill Rayon) was operating with two 486 (66MHz) based processor. It is difficult to run applications software on this technology today. Several sites are operating with 486 machines. Most machines observed were Pentiums (P-75 to P-166). Some P-200 machines with 120 megabytes of RAM were observed. These were at a site that has recently acquired new equipment and has commenced implementation of a project. That explains why the level of technology is higher at that site.

4.3.2 Software

The software was often inappropriate and there were many instances of incompatibility between software packages, or versions of the same package. For example, the Swedish system AutoKa was often cited as having certain incompatibilities with MapInfo. The combination of MapInfo and AutoKa was found at almost every project site.

Software to perform graphic operations on the data, with the exception of the problems between AutoKa and MapInfo, appears to be functioning very well. Swedesurvey expects to have a solution to the AutoKa/MapInfo problem by the end of this summer. The Ukrainian and Russian technical staff are very competent and comfortable with the operations of the graphics software. There were many examples of maps produced for applications such as property mapping, zoning, municipal boundaries, and infrastructure.

However, software to handle attribute information about land parcels was less evident. Only a few sites had functioning software to allow for the searching of information such as ownership rights, interests, how rights are held, kind of tenancy, or the existence of servitudes. Many sites were developing their own versions of software to provide that information. For example, under the Pskov 2 Project, three different software programs at 3 different project sites, were being developed to provide land parcel information.

Programmers at the FCC in Russia are also developing registration packages to be used as a standard package for registration offices in the regions. Figure 3 is a list of 30 land registration related software packages that are in various stages of development and implementation in Russia. Other systems are in use across the country.

In Ukraine, a software package called UA2000 is being developed to combine the digital maps with the various registers. This product has been under development since the commencement of the initial Sida project in Ukraine. The UA200 system is implemented in the BilaTserkva District and provides a good basic registration system. Other functionality such as the capability to manage the fiscal cadastre is planned for the system.

Figure 3 – List of Land Registration Software Packages

#	City	Product	Area of use
1	Novosibirsk	GeoCad	Management of cadaster maps; management of semantic databases in State Automated System of Land Cadaster (SAS LC)
2	Taganrog	Object Land	Universal GIS for SAS LC
3	Saransk	MapMaker	Graphic land records
4	Moscow	Alis Registration MapInfo	Management of cadaster maps
5	Moscow	Novaya Zemlya	Land inventory
6	Taganrog	ZeTa	Urban land inventory
7	Ufa	Albeya	Management of cadaster maps
8	Ufa	Albeya- Issue of state titles	Preparation of state titles
9	Moscow	PHOTOMOD	Digital photogrammetric processing of stereo images
10	Moscow	Versiya-2	Land inventory
11	Omsk	MAP-RV	Processing of (DDZ) data for inventory purposes
12	Novosibirsk	Software for valuation of agricultural land	Valuation of agricultural land
13	Novosibirsk	Geopolis-98	Development and management of cadaster databases at rayon and municipal levels
14	Moscow	GeoDraw/Geograph/ Geoconstructor	Management of cadaster maps
15	Barnaul	APM for the specialist of land cadaster and monitoring	Registration of quantity and quality of land at the level of the subject of Russian Federation in State Automated System of land cadaster (SAS LC)
16	Barnaul	APM for the specialist of Raion Land Committee	Registration of quantity and quality of land in State Automated System of Land Cadaster (SAS LC)
17	Moscow	AS “Registr”	Implementation of State registration of real property right
18	Moscow	Processing of GPS data for leveling and amalgamation of GPS network	Use in SAS LC
19	St. Petersburg	AS “Cadastr”	Implementation of State Land Cadaster on a municipal level
20	Cheliabinsk	Nedra-Geo	Cadaster maps management in SAS LC
21	Moscow	PLANETA	Registration of real property in SAS LC
22	Novosibirsk	SCAUT	Management of cadaster maps in SAS LC
23	Omsk	Cartographic maps generation	Graphical representation of quantitative and qualitative properties of objects on cartographic schemes
25	Omsk	KAD-ZEM	Registration of land parcels
26	St. Petersburg	ZEMEL’NI CADASTR (LAND CADASTER)	Formation of real property objects and registration of property rights
27	Moscow	MetaX	Cadaster registration of land parcels
28	Ekaterinburg Moscow	Kadastrovi Offis (Cadaster Office)	Cadaster registration of land parcels
29	Moscow	Zemel’ni cadastr (Land Cadaster)	Implementation of cadaster databases in land inventory
30	Moscow	MapEDIT	Vectorization of graphical data in the creation of digital electronic maps

4.3.3 Interplay Between Financing, Law Making, Mapping and Cadastral Organizations

Interplay between the financing, the law making, the mapping, and the cadastral organizations is increasing as the awareness of the need to share data increases. There is a direct correlation between the length of time that land administration projects have been ongoing and the amount of interaction between the counterpart organizations. For example, there is noticeably more interaction in districts such as Bila Tserkva and Uzin in Ukraine and in Kaliningrad, Murmansk, and Novgorod in Russia, where projects have been ongoing for several years, than in areas where projects have been introduced more recently.

There is an effort, particularly by Swedesurvey during the implementation of projects, to inform all the organizations responsible for real property administration of the value of sharing information. The organizations are realizing that duplication in data collection, storage, and maintenance is costly and that there are economic benefits associated with co-operating and agreeing to share data. At several project sites, representatives of the various organizations expressed the need for interaction with their counterparts that also have land administration responsibilities.

Besides the issue of data sharing, other factors are creating an awareness of the interdependence of financing, law, and land administration. As the land administration systems develop, managers are addressing the following in an interdisciplinary context:

- creative ways to finance system development and government activities in general;
- institutional and management issues such as data security, data ownership, and liability,
- the emerging priority on land valuation and taxation at the national and local levels, and
- the need for interim solutions at the oblast and rayon levels which cannot wait for consensus on national laws and priorities.

This interplay was especially evident in the oblast, city, and rayon administrations where laws and regulations are being adopted to enable land administration staff to provide the services necessary for land reform and economic development. And increasingly, the realization that systems must be financially self-sufficient, has placed a new economic value on information and services. There is a danger that in the effort to become self-financing, land administration agencies may charge fees that discourage the growth of land and property markets. The agencies could also create monopolies that discourage growth of the private sector in, for example, surveys and mapping.

4.3.4 Current Uses of the Land Information System

Land information systems in both Ukraine and Russia currently have limited use since they are still in their infancy and the number of real estate transactions is small. There has also been little time to populate the databases and to create an awareness of the potential use of the systems. The recent economic circumstances have greatly restricted the resources that various levels of government can direct to completion of a truly multipurpose land information system. Officials appreciate the need for land information systems and have good intentions of fully supporting their development. For example, in Kaliningrad and Novgorod there is direct

support from the oblast administration and the city mayors because they recognize the importance of the property markets. However, in many cases, social needs such as education and health must be given priority when funding is scarce.

Since there is presently only a very small land market, there is minimal demand on systems to support land transactions. There is an active market for flats and dachas, but information about buildings (property) has not yet been integrated into the land information systems. Under the new organizational structure in Russia there will be an integration of the land and building registries and this should lead to increased use of the systems.

The digital databases to support uses such as valuation, taxation, assessment, land use planning, and zoning are still incomplete, both in terms of coverage and types of information. Therefore, the systems being developed in the projects can potentially, but not currently, adequately support these applications.

5 FOREIGN FUNDED LAND ADMINISTRATION PROJECTS

Over the past several years many foreign governments and international funding institutions have supported a multitude of land administration projects in Ukraine and Russia. The focus of most of the projects has been on the registration of rights and interests in real property or on mapping. A common objective of the donors has been to assist the development of western style real estate markets, and thus economic growth, in the two countries. Another underlying objective has been the promotion of democracy and political stability through land privatization.

Land registration, which provides security of tenure for landholders during the privatization and subsequent land market development, is seen as essential to both objectives. As projects developed, there was a growing recognition that land registration programs needed to include some level of surveying and mapping. In both Russia and Ukraine, land administrators also saw the opportunities to use the systems developed, to support other activities such as valuation, planning, and land management.

Thus, there have been many projects and a wide variety of objectives and results. Some proposed programs and projects, such as the World Bank agricultural project in Ukraine have been stalled due to the lack of legislation. In this section, the status of the World Bank LARIS project, as well as other smaller projects, will be reviewed in terms of their relationships with Sida funded initiatives.

5.1 World Bank LARIS Project

The LARIS project (approximately 80 million USD over 5+ years) is currently in its fourth year. Only approximately 25% of the full LARIS budget has been expended to date, and most of the remaining budget is allocated to hardware and software acquisition.

LARIS is under the administration of GOSKOMZEM (and now the new Ministry for Land Policy), that had the jurisdiction for land registration under a 1993 Presidential Decree. The original plan for LARIS was to establish land registration capability in 5 oblasts. GOSKOMZEM asked Sida and other bilateral donors to support projects in other oblasts. The most recent plans for the LARIS budget include spreading the acquisition of technology beyond the primary oblasts. This means that the oblasts in North-western Russia, which had been primarily supported through Sida, will have LARIS funding for hardware and software.

This inflow of technology is occurring at a critical time, for the following reasons:

- Most of the oblasts in North-western Russia now have experience in land registration and administration through the Sida funded projects.
- The oblast administrations are anxious to replicate the systems that have been established in pilot rayons to all other rayons.
- The FCC wants the next Sida agreement to expand the knowledge transfer into new areas (such as valuation, management, and self-financing) rather than to replicate experience already gained in the previous projects.
- Neither Sida nor the FCC can provide the amount of funding to supply the technology required to complete the systems in the oblasts.

- Currently the Novgorod School is not a feasible option for many oblasts that need personnel trained. In the short term, having additional equipment in the oblasts through LARIS may help to solve the problem.

Therefore, the LARIS project should have a positive benefit for the North-western Region and should complement what Swedish aid has supported and plans to support in the future.

As LARIS progresses from an emphasis on registration of rights to potential applications of the systems developed, there will also be increased efforts in providing training and manuals for valuation. Sida supported projects in this area should be co-ordinated with any LARIS initiatives in valuation.

5.2 Technical Assistance for the Commonwealth of Independent States (TACIS)

In Ukraine, the TACIS project takes a broad approach to the establishment of an appropriate legal, institutional and technical framework for supporting the implementation of a Real Property and Title Registration (RPTR) system. The TACIS project and the Sida projects are complementary to each other. Many of the same individuals representing the same organizations provide the general direction for both initiatives.

The TACIS project has established pilot registration offices in 3 rayons; Zgurovka (Kiev Oblast), Jovkva (Lviv Oblast) and Pershotrayneviy (Donetsk Oblast). TACIS has also established training centres in Kiev and in Lviv.

The comprehensive training emphasis is on training trainers both at the teacher and government official level.

For the next phase of the projects Ukraine wishes to focus on data management issues such as:

- Field data capture methods (including preparation of user manuals)
- Software development
- Integration of data from several sources
- New methodologies such as orthophotos, satellite imagery, etc.

The TACIS project is jointly funded and implemented by the following 3 Organizations from 3 countries:

Swedesurvey – Sweden; concentrating on legislation and valuation

Agrer – Belgium; concentrating on agriculture

Kampsax – Denmark, concentrating on photogrammetry and geodesy

In Russia, the new TACIS program will establish three training and consultancy centres in Samara, Rostov, and Omsk oblasts. There will be courses on cadastral systems, land registration, valuation, and market development, including land leasing. It is expected that these centres will serve private industry as well as government.

5.3 Other Projects

No detailed information was gathered on the many other projects throughout Russia and Ukraine because their impact was not seen as critical to the Swedish assistance. No related bilateral aid projects were identified during the site visits and interviews. In Novgorod, St. Petersburg, and Pskov there had been USAID projects but largely with the Bureau of Technical Inventory and/or the State Property Committee (GKI). These projects are now completed and have had little long-term impact. USAID also ran real property, real estate management, and property valuation courses in St. Petersburg in 1994-95.

There are projects funded by Canada, Germany, Switzerland, Denmark, and possibly others in both Russia and Ukraine. The Canadian projects focussed on land registration and mapping but both are now complete. Switzerland has provided mapping equipment and Germany has supported development of the private sector cadastral surveying, amongst other activities. Within the new Ministry of Land Policy, any related projects should be well co-ordinated with the Swedish assistance.

The Canadian project and the first phase of the Swedish project in Ukraine ran concurrently. There was regular communication between the Swedish and Canadian project managers and efforts were made to ensure that the deliverables of both projects were of mutual benefit to Ukraine. The Main Administration for Geodesy, Cartography and Cadastre (MAGCC) was the Ukrainian agency responsible for the administration of both projects. Since the same recipient country agency was responsible for the projects, it was easier to co-ordinate the projects and co-operate on the deliverables.

6 LESSONS LEARNED

The lessons that have been learned from the Swedish supported cadastral and land registration activities that have taken place in Russia and Ukraine to date are valuable for the planning of future activities. The lessons fall into several categories:

- Important Role of Study Tours
- Commitment from Counterparts
- Project Management Skills
- Support from Project Advisors
- Knowledge Transfer also Needs Technology
- Accommodating Change over the Project Lifespan
- Need for Depth in Capacity Building
- Interaction of Foreign Funded Projects and Programs
- Working in a Legal Vacuum
- Continuity in Project Co-ordination and Support
- Clear Terms of Reference
- Importance of Project Scheduling and Reporting
- Strengths
- Weaknesses

Each of these will be addressed under the following topics.

6.1 Important Role of Study Tours

Study tours have proven to be a major benefit to the participants. The tours gave them an opportunity to see operating systems in other jurisdictions, to view modern office set-ups, and to better understand the potential role of land administration in society. Without exception, from politicians to technicians, everyone who was interviewed claimed that the study visits to Sweden changed their whole attitude and approach towards land administration. The opportunity to view a system in operation could never be replaced by training seminars or even by multimedia presentations. Members of the regional and local governments were included in some of the tours and now these people understand the benefits of the project and can ensure that the systems are sustainable.

In addition, the opportunity to participate in study tours was critical to the development of GOSKOMZEM in Russia, and later the Ministry of Land Policy, as an organization. The new Minister and other leaders federally and locally were among the first to visit Sweden in the early 1990s. It is claimed that this gave them an advantage in understanding the potential role of land registration and cadastral systems. Seeing institutional, organizational, and economic changes that were taking place in land administration agencies in Sweden during the 1990s also enabled these leaders to reshape their own organizations to be more effective.

6.2 Commitment from Counterparts

When selecting counterparts to implement land administration systems it is imperative that there is a commitment to the project and that the counterpart project leader has a stake in the project. There is also a need for clear demonstration of real support from the leadership at the regional level.

The counterparts should have the ability to provide the resources agreed upon in the project agreement. Otherwise the project agreement should reflect resource constraints. The starting dates for many of the Sida projects were often delayed by several months because the recipient country counterpart could not provide the necessary resources to undertake the project.

6.3 Project Management Skills

Strong project management is important to ensure that the project is implemented on schedule and within the budget. Experience has shown that project management skills are often lacking within the counterpart agencies. This indicates a need for project management training prior to the commencement of the projects.

6.4 Support from Project Advisors

The Swedesurvey approach to project implementation appears to work well in Ukraine and Russia. However, those interviewed at several project sites expressed the opinion that the Swedesurvey Project Advisor should be on site for a greater period of time during the project implementation. Some would prefer that the advisor be on site full time. There are sometimes delays in the projects because of the lack of direct contact with advisor. Although the advisor is nearly always available by telephone or by Internet access, it is generally easier to discuss and solve problems face to face.

6.5 Knowledge Transfer also Needs Technology

The Sida approach to funding the development and implementation of land administration systems is to provide only a small amount of technology and concentrate the project funding resources into transfer of knowledge. Sida provides just enough technology to demonstrate the technological aspects of the system while the recipient country is responsible for providing the technology to create an operational facility. This approach has generally worked well in Russia and Ukraine. Currently there is a good base of knowledge throughout the regions that have been introduced to and have gained experience in cadastral and land registration systems.

However, due to the difficult financial situation presently existing in Russia and Ukraine it is almost impossible to equip the cadastral offices at the project sites. The current situation is that there are trained people who are prepared to implement the system but are constrained by the lack of adequate technology. There is a danger that by the time they receive the necessary tools to implement the system they will need to be retrained. It has been proven that if people do not apply newly acquired technical skills within 3 months of receiving training they will not retain more than 60% of the knowledge.

6.6 Accommodating Change over the Project Lifespan

In countries like Russia and Ukraine, where change is happening rapidly, system requirements, institutional constraints, and resources can change significantly. As these countries attempt to settle on an appropriate model for democratic and economic reform, the legislation, financial resources, and organizational arrangements are creating demands on the project teams and the systems being developed. Therefore, there is a need to allow for a degree of flexibility within the project.

For example, the economic situation in Russia changes daily and it becomes increasingly difficult for the Russian counterparts to fulfil their commitment to provide such things as technology, transportation within the country, or accommodations for the Swedish advisors. It would be better to review the terms of the agreements periodically rather than to allow on-going projects to be abandoned or to lapse temporarily. It is nearly impossible to resurrect a project later and restore the initial momentum.

6.7 Need for Depth in Capacity Building

Recipient agencies are facing severe financial constraints. It is difficult to upgrade technology, to maintain up-to-date databases and to pay staff salaries. This may make it difficult for organizations to retain highly trained staff and top management in a competitive environment. Often the effective operation of the systems depends upon these key people.

Therefore, it is important to build depth as well as breadth in capacity. This might be accomplished in a number of ways, including training more people at each site in more than one task, supporting long term education institutions as a potential source of new staff, or ensuring a succession strategy is in place.

6.8 Interaction of Foreign Funded Projects and Programs

Too often there is not enough interaction between different foreign funded projects which have the same goals and objectives. Sometimes there even appears to be competition between the organizations within which the projects are being implemented. It would be beneficial to all involved if there were more co-operation and less duplication of effort.

6.9 Working in a Legal Vacuum

It is generally easier to create and pass legislation at the regional and local levels than at the national level, simply because the interests are less diversified and there are fewer people involved. This was demonstrated in Russia and Ukraine when legislation touched the sensitive issue of land.

But the lack of national or definitive legislation should not prevent a land administration project from going forward. The Swedish projects have shown the benefits of building knowledge and capacity even in a legal vacuum. In the short term, regulations and standards (that may have to be modified later) can provide at least some support for system development. At the same time these systems help to demonstrate how legislative solutions might be drafted.

6.10 Continuity in Project Co-ordination and Support

The success of a project often depends on personal relationships and commitment that develop over time. Disruption of good working relationships through staff replacement on either the donor or recipient side should be avoided when possible.

When there are many projects involved, as in the case of Sida's assistance in Russia, it is also important to ensure that there is strong and continuous overall co-ordination. This includes ensuring that the various Swedish project advisors and Russian project managers have opportunities to share information among the projects on more than a casual basis.

6.11 Clear Terms of Reference

One of the difficulties in evaluating these projects has been the inconsistent use of terminology (e.g., land registration, cadastre, land administration, land information system, land management) in the project agreements and subsequent reports. It is recognized that three languages are involved (Russian/Ukrainian; English; Swedish) and that terms, especially for new concepts, are difficult to translate. However, better attempts should be made to ensure that the objectives and scope of the projects are clear to both parties.

An argument could also be made that the lack of clarity provides flexibility for the projects to evolve. It would be better, however, to recognize changes in the project and amend the terms of reference periodically to ensure all parties understand what the objectives are.

6.12 Importance of Project Scheduling and Reporting

An important aspect of project management is identifying results, scheduling tasks to achieve these results, and systematic progress reporting. Even if nothing has occurred since the last report, it is important to report that there has been no activity. Project scheduling and reporting helps the recipient managers understand what is critical, what should have priority, and what needs to be done, and by whom, in order to remedy problems. Progress reports are an official record of the project that should be required by Sida for all projects. In this evaluation, projects that had clear consistent reporting were usually much more focussed and likely to succeed.

6.13 Strengths of the Programmes

There is awareness of land registration systems and their benefits at the senior government official (the decision-makers) level throughout Russia and Ukraine. These officials are committed to implementing land administration systems and will make great efforts to find resources to implement and maintain the systems.

There is strong technical expertise within the organizations and the experts are eager to learn new applications for their technical skills.

6.14 Weaknesses of the Programmes

There is a shortage of technical and human resources to implement the systems. Because of the current economic conditions this is not likely to change in the near term.

There is a need for technical training to expand the base of technical skills in order to sustain the work that has already been done and to expand the registration activities throughout the whole of the districts.

7 RECOMMENDATIONS FOR FUTURE SUPPORT FROM SIDA

The following recommendations are directed to Sida and focus specifically on future support to Russia and Ukraine in land administration.

Legal Framework

1. ***It is recommended that the lack of national or definitive legislation should not prevent a land administration project from going forward. In the short term, regulations and standards (that may have to be modified later) can provide at least some support for system development. At the same time these systems help to demonstrate how legislative solutions might be drafted.***
2. ***It is recommended that a more balanced approach in which at least object based questions relating to the information in the 'title register' would be open to anybody willing to pay the fee.***

The legal framework is a national problem beyond the scope of the assistance the foreign donor projects. The projects serve as testbeds and examples while legislation is developed. The WaterMark evaluation team has made comments on the registration of rights legislation that has been passed.

Financial Matters

3. ***It is recommended that after the initial projects (during second or third phases) more of the Sida financial assistance should be directed toward the purchase of equipment. The equipment budget is presently set at a maximum of 20% of the overall budget. This amount should be increased to at least 30%, especially in this third phase of support.***

The financial situation in Russia and Ukraine is such that there are minimal funds available for financing land registration programs. For example, last year the FCC in Russia received only 14% of its approved annual budget from the government. Many of the local districts have been creative in funding their land administration projects but as the overall economy declines it is getting more difficult to produce revenue.

4. ***It is recommended that Sweden should formalize an agreement with Russia that exempts the recipient organization from payment of import duties on donated equipment through foreign aid programs.***

When financing equipment the general practice of Swedesurvey is to purchase the equipment in Sweden and transfer it to recipient country. The recipient country charges an import duty on that equipment upon entry to the country. This duty is passed on to the recipient organization for payment.

5. ***It is recommended that the recipient organizations recommend that computers being donated should be purchased in their countries. This is because the computer hardware and software cost less and they are set up in the local language.***

Technical Matters

- 6. *It is recommended that in order to capitalize on the knowledge transfer that Sweden has achieved under previous agreements, the budget for the next phase should be increased for technology.***

There is a need for technology to support the implementation of cadastral and land registration systems in Russia and Ukraine. There is presently a cadre of trained experts in these countries that are capable of providing training in data collection, analysis, mapping and system development. These experts now need the necessary technology to perform the tasks required to continue the implementation and roll-out in those parts of the country that are not presently involved in a program.

- 7. *It is recommended that before finalizing the agreements, Sida should ensure what technology will be provided to Northwestern Russia under LARIS so that capacity is maximized but not duplicated.***

Land-Use Planning

- 8. *It is recommended that in this third phase of assistance, the agreements should include more emphasis on the use of cadastral mapping and other systems developed to support land use planning and management.***

In the projects to date, land use planning has been given little emphasis although the recipient agencies are of the opinion that this is an important objective of a multipurpose land information system. This would be an important area in which to broaden the scope of the knowledge transfer.

Institutional Arrangements

- 9. *It is recommended that the new Sida agreements should be clearer with respect to objectives but still provide the flexibility to realign budgets and objectives as changes occur in the country and in the projects.***
- 10. *It is further recommended that the new Agreement should broaden the support in terms of institutional and management issues. Specifically new areas such as land valuation and taxation, self-financing options, and management issues should play a key role in the knowledge transfer components.***

This is especially important in Russia and Ukraine where new land management and administration arrangements are evolving at the institutional level.

Education and Training Recommendations for Russia

- 11. *The International Training Centre in Novgorod requires strengthening and this should be a major goal of the next phase of Swedish support. Specific areas requiring attention include curriculum and curriculum revision, lecture materials, potential relationships with other university programs, provision of distance education courses for remote oblasts, and marketing of courses to a wider audience.***

- 12. Regional training centres should be established in several of the Subjects of the Federation that are distant from Novgorod (e.g., Kaliningrad, and Murmansk). Swedish lecturers should support these when required.**
- 13. In the next agreement, provision should be made for more Swedish lecturers to provide modules at the school and also at regional training centres as appropriate. The topics should be arranged in consultation with the FCC and oblast administrations, but should include project management, market valuation, condominiums, mortgages, and models for organizational change and self-financing.**
- 14. Sweden should continue to support students to attend KTH in Stockholm and the educational twining of the Novgorod School and KTH should be supported.**
- 15. There should be more efforts supported by Swedish aid to bring management and staff from the various projects together to share experiences. This could be in the form of a conference, workshop, or special series of lectures.**

People cited that the conference held in Novgorod, in conjunction with ICA 96 in Stockholm, was very useful.

Education and Training Recommendations for Ukraine:

- 16. Continued support should be provided for the 3 training centres currently being established under the TACIS Program and the Sida Program.**
- 17. Regional training centres should be established in each Oblast of Ukraine to make training more readily available and accessible to real property administration personnel in areas distant from existing training facilities.**
- 18. Sweden should continue to support students to attend KTH in Stockholm and educational twining of Ukrainian Universities and KTH should be supported.**
- 19. There should be more efforts supported by Swedish aid to bring management and staff from the various projects together to share experiences. This could be in the form of a conference, workshop, or special series of lectures**

Procedures for Introducing Land Administration Systems

- 20. It is recommended that the procedures for introducing land administration systems remain as are currently being practised by Swedesurvey.**

The procedure currently used by Sweden to introduce land administration systems has proven to be very effective in Russia and Ukraine.

- Swedesurvey identifies the key players having the responsibility for land registration in a particular country. They take representatives from the organizations to Sweden for a Study Tour. The Study Tours provide the context of land administration and demonstrate the business processes carried out in an operation system.
- Swedesurvey appoints project advisors and the recipient country appoints Project Managers.

- Steering Committees and working groups are appointed to provide direction to the project implementation team.
- Start-up seminars are held in the recipient country in advance of starting a land administration project. All those holding land administration related responsibilities or having an interest in land related activities in the regions affected by a project are invited to attend the seminar.
- Special interest seminars and workshops are scheduled periodically over the life of the project to educate the participants in specific land administration functions (E.g., valuation, project management, technical training on special equipment or software, legal aspects of land).

Project Administration

The following recommendations are presented for administration of the Sida projects:

- 21. The objectives of the projects should be more specific such that they are measurable, attainable, results oriented and time bound.***
- 22. An Inception Report, including a task list and a schedule, should be prepared, approved and signed before the commencement of every project.***
- 23. Quarterly reports should be prepared as per the agreement. The reports should provide more detail than those currently produced.***
- 24. In the interest of continuity, full awareness of land administration activities within a particular jurisdiction Swedesurvey should appoint a program co-ordinator that is responsible for all projects that are ongoing or new projects that are being negotiated.***

New Agreements/Projects

The following recommendations are presented for consideration when drawing up new agreements to implement new projects:

- 25. Sida should not be replicating previous experiences. There is a need to move beyond this and at the same time ensure that the training capacity is in place to support Russian and Ukrainian trainers of the technical skills. This may mean a new emphasis in the agreement – away from discrete projects and more emphasis on knowledge transfer.***
- 26. More senior level administrators and political figures should participate in the Study Tours. It is suggested that mayors and Ministry of Justice officials be included.***
- 27. Russian and Ukrainian senior managers should attend the management course conducted by Swedesurvey. It is also important for them to liaise with appropriate Swedish leaders to discuss management, financial and business issues.***

Appendix A - Terms of Reference

Appendix A - Terms of Reference

Sida
SWEDISH INTERNATIONAL
DEVELOPMENT COOPERATION
AGENCY
S-105 25 Stockholm
Sweden

Terms of Reference

TERMS OF REFERENCE FOR THE EVALUATION OF SWEDESURVEY PROJECTS IN RUSSIA AND UKRAINE

1 BACKGROUND

Aims and objectives of Swedish co-operation with Eastern and Central Europe

The overall objective of Swedish co-operation with Central and Eastern Europe is to support the transformation towards democracy and market economy. The Swedish Parliament has defined four goals for this assistance and co-operation:

- promote common security
- deepen the culture of democracy
- support social sustainable economic transition
- support environmentally sustainable development.

Moreover, Swedish programmes of development co-operation shall be permeated by a perspective of equality between women and men.

Most of the support to Central and Eastern Europe takes the form of transfer of Swedish know-how and expertise to strategically important sectors in the region

Support to the land reform in Russia and Ukraine

Sweden has provided support to activities related to the land reform in Russia and Ukraine since 1991, mostly through Swedesurvey AB. So far within this field, approx. MSEK 54 have been allocated to projects in Russia and MSEK 9 to projects in Ukraine. The projects have mainly concerned the development of a Land Information System.

PURPOSE AND SCOPE OF EVALUATION

Purpose

The purpose of the evaluation is to evaluate the relevance, effects, impact, cost-effectiveness and sustainability of the Swedish support so far provided by Swedesurvey in activities related to the land reform process in Russia and Ukraine, and to review the needs for and relevance of possible further support.

Scope of the evaluation

The scope of work includes completed and ongoing projects in Russia and Ukraine. The evaluation should be focused on the projects implemented from 1994 and onwards. A list of these projects is found below.

The Consultant shall also take into account an earlier Sida (BITS) evaluation of Russian-Swedish Land Reform Co-operation made by Gerhard Larsson in 1994

In the review of the needs for and relevance of possible further support the Consultant shall take into account ECE Land Administrations Guidelines (ECE/HBP/96, UN's publication: Sales No. E.96.II.E.7, ISBN 92-1-116644-6).

THE ASSIGNMENT (ISSUES TO BE COVERED IN THE EVALUATION)

The Consultant shall:

1. Briefly describe the current situation regarding the progress made towards the development of a national land administration system in Russia and Ukraine. The following points should be included:
 - present status of land reform and assessment of government policies and action plans to accelerate the process;
 - present status of establishing a land administration system in Russia and Ukraine;
 - the responsibility and relationship between central, regional and local authorities regarding the introduction of common legislation, methods, systems in the field of land administration;
 - present status of the availability and use of land registry and cadastral data in land and property markets, and land use planning;
 - current inputs in the land administration field from other donors;
2. Make an evaluation of the performance and results attained of the Sida (earlier BITS) supported projects, in particular of the transfer of know-how with regard to system and institutional development. The report should include a summary of the present status and an appraisal of:
 - the production potential reached and capabilities;
 - the level of competence reached and its relation to the current needs;

- the current and planned future situation regarding the acquisition of hardware and software;
 - the interplay between financing, law-making, mapping and cadastral organisations;
 - the present use of the land information system in land use planning, real estate transactions and mortgages.
3. Make an assessment of the need for future support and make recommendations to Sida on the policy for future support. By doing this the expected support from the World Bank LARIS, EU Tacis and other donors shall be taken into consideration. The recommendations should be co-ordinated with the Swedish overall objectives of co-operation and ECE Land Administration Guidelines and include aspects on:
- The legal framework
 - Financial matters
 - Land-use planning
 - Institutional arrangements
 - Technical matters
 - Procedures for introducing a land administration system.
4. Discuss lessons learned from the activities.

4 METHODOLOGY, EVALUATION TEAM AND TIME SCHEDULE

Method of work

A possible method of work could be as follows:

- Review relevant policy and project related documentation at Sida. Make a visit to Swedesurvey before and after the field trips to Russia and Ukraine.
- Conduct fact finding visit to Russia and Ukraine; in Russia to Moscow, St Petersburg and Novgorod and either of Arkhangelsk, Murmansk or Petrozavodsk; in Ukraine to Kiev and Bilatserkva.

Undertakings

The Consultant will be responsible for practical arrangements in conjunction with missions to Russia and Ukraine and other visits. Sida will make available or cause to make available all written material (reports, project preparation documents, project completion reports, etc.) deemed to be of relevance to the evaluation by the Consultant and Sida.

Time Schedule

Final reports including findings and conclusive assessment, shall be presented to Sida no later than **October 30, 1998**.

A binding proposal for Organisation and Methods should be part of the tender (see Instructions to Tenderers).

Evaluation team

At least one of the members of the evaluation team should have skills and experience in the area of land administration and land management. Knowledge in real estate economics, banking and land code issues is also relevant.

A binding List of Staff (including CV's) should be part of the tender (see Instructions to Tenderers).

5. REPORTING

The evaluation report should be written in English and should not exceed 60 pages, excluding annexes. Format and outline of the report shall follow the guidelines in **Sida Evaluation Report - A Standardised Format** (see Annex A).

After the visits to Russia and Ukraine, the Consultant will submit first draft reports to the Russian and Ukrainian counterparts concerned and Swedesurvey for their review. After having received the counterparts' and Swedesurvey's comments, 5 copies of draft final reports for each country will be submitted to Sida no later than **September 30, 1998**. Within two weeks after receiving Sida's comments on the draft report, a final version in 5 copies and on diskette shall be submitted to Sida. Subject to decision by Sida, the report will be published and distributed as a publication within Sida Evaluation series. The evaluation report shall be written in World 6.0 for Windows (or in a compatible format) and should be presented in a way that enables publication without further editing.

The evaluation assignment includes the production of a Newsletter following the guidelines in **Sida Evaluations Newsletter - Guidelines for Evaluation Managers and Consultants** (Annex B) and also the completion of **Sida Evaluation Data Worksheet** (Annex C). The separate summary and a completed Data Work Sheet shall be submitted to Sida along with the (final) draft report.

6

LIST OF PROJECTS TO BE EVALUATED

(c) = completed project

(o) = ongoing project

Russia:

Öst-1995-0719	Leningrad	SEK 1 533 000	Decision 1994-08-18 (o)
Öst-1995-0731	Valuation org	SEK 1 528 000	Decision 1995-10-12 (o)
Öst-1995-0846	Co-ordination	SEK 3 895 000	Decision 1995-11-07 (o)
Öst-1995-0784	School Novg	SEK 3 376 000	Decision 1995-11-10 (o)
Öst-1995-0699	Novgorod 3	SEK 4 561 000	Decision 1995-11-13 (o)
Öst-1995-0334	Murmansk 2	SEK 2 264 000	Decision 1996-05-14 (c)
Öst-1995-0723	Archangelsk 2	SEK 2 279 000	Decision 1996-05-14 (c)
Öst-1995-0393	Pskov 2	SEK 2 571 000	Decision 1996-05-14 (o)
Öst-1995-0814	Karelia	SEK 2 258 000	Decision 1996-05-14 (o)
Öst-1995-0011	Kaliningrad 2	SEK 2 764 000	Decision 1996-07-29 (c)
Öst-1997-0128	St. P-burg val	SEK 310 000	Decision 1997-03-03 (o)
Öst-1997-0117	St. P-burg 2	SEK 2 590 000	Decision 1997-05-22 (o)

Ukraine:

UKR0021	SEK 3 927 000	Decision 1994-09-05 (c)
Öst-1995-0741	SEK 5 395 000	Decision 1996-09-26 (c)

Annex A: Sida Evaluation Report - A Standardised Format**Annex B: Sida Evaluation Newsletter - Guidelines for Evaluation Managers and Consultants****Annex C: Sida Evaluation Data Worksheet****Annex D: Earlier evaluation on Russian-Swedish land reform cooperation**

Appendix B:

Budget for the evaluation of Swedesurvey projects in Russia and Ukraine

1. Consultancy fees	Daily fee (SEK)	No of days	Total cost (SEK)
1.1 Project Manager	2,655	42	111,510
1.2 Property Adm. Specialist	2,655	14	37,170
1.3 Legal Specialist	2,655	5	13,275
1.4 Project Administrator	2,124	5	10,620
Total fees:			172,575
2. Reimbursable costs	Unit cost (SEK)	No of units	
2.1 Transportation			
2.1.1 Airfare			
Fredericton to Sthlm return	13,274	2	26,548
Stockholm - Moscow	5,310	2	10,620
St Petersburg - Kiev	2,655	1	2,655
Kiev - Stockholm	5,310	1	5,310
2.1.2 Train			
Domestic in Russia	2,655	2	5,310
Stockholm - Gävle return	796	2	1,592
2.1.3 Other			
Taxis			1,327
Cars			3,717
2.2 Board and lodging in Sweden			
2.2.1 Hotel	1,327	10	13,270
2.2.2 Per diem	180	10	1,800
2.3 Board and lodging Rus/Ukr			
2.3.1 Hotel	1,327	38	50,426
2.3.2 Per diem Russia	740	30	22,200
2.3.3 Per diem Ukraine	400	8	3,200
2.4 Interpreter			
2.4.1 Day rate	1,327	20	26,540
2.4.2 Allowance /travel			16,000
Total reimbursables:			190,515
3. Contingency			18,910
GRAND TOTAL:			382,000

Appendix B – Detailed Field Trip Schedule

Revised Schedule for Sida Projects

Contract No. ÖST/ERO/297/98 ----- Reg. No. 1998-02253			
Leave Fredericton	July 7	Arrive Stockholm	July 8
Meet with Sida	July 8	2:30-4:30	
Leave Stockholm	July 8, PM	Arrive Gavle	July 8, PM
Meet with Swedesurvey	July 9 and 10		
Leave Gavle	July 12, AM	Arrive Kiev	July 12, PM
Meet MAGCC (Kiev)	July 12, PM		
Project Evaluation	July 13-15		
Leave Kiev	July 15, (late PM)	Arrive Moscow	July 15
Meet Moscow officials	July 16-17		
Leave Moscow	July 18	Arrive St Petersburg	July 19
Meet St. Petersburg officials	July 20		
Project Evaluation	July 20-31	(St Petersburg, Novgorod, Pskov area)	
Leave St. Petersburg	Aug 1	Arrive Murmansk	Aug 1
Meet Murmansk officials	Aug 2		
Project Evaluation	Aug 3-4		
Leave Murmansk	Aug 4 (PM)	Arrive St. Petersburg	Aug 5
Leave St Petersburg	Aug 5	Arrive Stockholm	Aug 5
Project Debriefing to Sida	Aug 6-7		
Leave Stockholm	Aug 8	Arrive Fredericton	Aug 8

Appendix C - Interview Notes

to

FINAL REPORT

for

Evaluation of Swedesurvey Projects in Russia and Ukraine

Sida registration number 1998-02253

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UKRAINIAN PROJECTS

Project Purpose

Sida provided funding assistance to Ukraine to establish a Cadastral and Land Registration System. The system was established in 2 phases; Phase I was system development and Phase II was system implementation. Phase I took place in between April 1995 and May 1996. Phase II took place between March 1997 and April 1998.

The phases are referred to in Sida documentation as UKR0021 and Öst-1995-0741 (Ukraine 2).

The following meetings and interviews were conducted to evaluate both phases of the system establishment project.

KIEV

July 13-16, 1998

Meetings at Main Administration for Geodesy, Cartography and Cadastre

Monday, July 12, 1998

Mr. Anatoli Bondar Director General of Main Administration for Geodesy, Cartography and Cadastre

The Main Administration for Geodesy, Cartography and Cadastre, under Mr. Bondar's leadership, has been the sponsoring Ministry of the Government of Ukraine for all real property registration pilot projects over the past few years.

Mr. Bondar has been a proponent of land titling and registration since the early days of independence of Ukraine. He has worked hard to define the requirements for a system and to develop a plan for its implementation in the whole of the Country. Mr. Bondar, who has been a champion of land registration, identified the Swedish land administration system as a system that could very closely serve the needs of Ukraine. With some minor modification the Swedish system could be readily adopted and quickly implemented to assist Ukraine move more rapidly from a central command economy to a market economy.

Mr. Bondar expressed his appreciation for the Sida funding and his satisfaction with the Swedesurvey approach to knowledge transfer.

Mr. Bondar would like the Government of Ukraine to speed up the process of making the legislative changes necessary to support real property registration.

Mr. Bondar would like to start a Phase III of the Sida Project to build on the existing foundation that has been created by the first 2 Phases. He is not interested in repeating the same exercises as took place in the initial work but would rather expand the tasks to include more efficient data capture models, improve methods of system maintenance, and expand the capabilities of the existing training facilities.

Mr. Bondar feels that the experts that were trained in the initial Phases of the Sida project now have enough experience to work independently and to supervise and train other staff members. He cited other projects such as those funded by the United States Agency for International Development and the Canadian International Development Agency as also contributing to a broad awareness of real property registration. As a result of these projects there is a base of knowledge in modern technology and process management associated with real property information systems throughout



most of the Country.

Ukraine now needs legislation, additional technology, more trained staff, and improved methods of capturing, manipulating and maintaining real property information.

Meetings at Main Administration for Geodesy, Cartography and Cadastre, Kiev
Monday, July 12, 1998

Mr. Michael Cherimshinsky Deputy Director, Main Administration for Geodesy, Cartography and Cadastre

Like Mr. Bondar, Mr. Cherimshinsky has been a strong supporter of land registration and has a very good appreciation of the benefits of a good land administration system. Mr. Cherimshinsky has visited and assessed land registration systems operated in many jurisdictions around the world. He was impressed with the Swedish model and recommended that it be tested in Ukraine. Mr. Cherimshinsky has been actively involved in the implementation of the pilot projects in Bila Tserkva.

The Sida Project was a joint activity between the Main Administration for Geodesy, Cartography, and Cadastre (MAGCC), Ministry of Justice, State Committee for Architecture, Planning and Housing Policy (SCUDA), State Committee for Land Resources (SCLR), the Kiev Oblast Administration and the Local Administration of Uzin and Bila Tserkva. One of the major benefits of the Project was the creation of a cooperative working relationship between all of the organizations responsible for the administration of real property in Ukraine.

One of the responsibilities of the Steering Committee was to inform the general public of the goals and objectives of the Project, the benefits of private ownership and the need to register rights and interest in the land.

As a result of the various land administration projects conducted in Ukraine over the past few years there is a broad understanding of land registration, land information management systems, and the benefits of security of title. There is evidence of this understanding at all levels of government. During the site visits the people interviewed demonstrated a broad knowledge and a good appreciation of registration. This understanding did not exist 3 or 4 years ago when the international funding agencies first started supporting land administration projects in Ukraine.

Under Phase I of the project a land registration office was established in Bila Tserkva and was equipped with 1 computer and 1 printer. Under Phase II this office was enlarged and an office was established and equipped in Uzin. The Uzin office is capable of providing mapping and technical support. All land registration is done in Bila Tserkva.

Meeting at Kievgeoinformatika, an Enterprise of Main Administration for Geodesy, Cartography and Cadastre

Mr. Alexander Dyshlyk, Geodesy and Cartography Expert, Main Administration for Geodesy, Cartography and Cadastre, Project Manager

Ms. Katarina Mashkevitch Land Information Management System Technician, Main Administration for Geodesy, Cartography and Cadastre

Mr. Dyshlyk was the Project Manager for Ukraine: Development of a Cadastral and Land



Information System - Phase II. The Project commenced in March 1997 and was completed in April 1998.

The Project commenced in early March 1997 with a Study Tour to Sweden. Twenty-two (22) representatives from various government organizations responsible for real property administration in Ukraine (with the exception of the State Committee for Land Resources) spent 3 weeks in Sweden. During this time the participants attended formal lectures, took part in workshops and visited the various Swedish agencies responsible for all aspects of real property administration.

Mr. Dyshlyk works for Kievgeoinformatika, an enterprise of MAGCC. Kievgeoinformatika was the lead organization for the execution of the Project. According to Mr. Dyshlyk there was good co-operation with the administration of the Bila Tserkva Region, the regional departments of the SCLR, the BTI and the Architecture, and with the administration of the City of Uzin.

There has been a build up of technology at the local level and local staff of the BTI and the Architecture Department is very comfortable with it. There is less comfort at the local SCLR but this is improving.

The registration system is located in the local Architecture Department in Uzin.

Mr. Dyshlyk expressed some concern over the lack of project management training he received prior to being appointed as Project Manager. He has since received project management training that he says would have been very valuable for managing this project.

Mr. Dyshlyk and Ms. Mashkevitch, along with a couple of the technical staff at Kievgeoinformatika, demonstrated the registration system that was developed and implemented by the Project. The system contains information, graphic and textual, about the property unit and the owner of the unit. It is now capable of producing State Certificates on private ownership of land.

It is possible to:

- Search for information by the graphic component or by the textual component.
- View and print individual property units or multiple units.

The database is also capable of holding information about other aspects of land such as valuation, vegetation, protected zones and hydrology. This is necessary in order to get a commitment from agencies with an interest in planning, taxation, and resource management.

The system is functional and forms the technical basis for a real property registration. There are registration procedures that have been established as guidelines for the operations of the system.

There is currently no legislation in place to formalize any of the aspects of real property registration.

Mr. Dyshlyk mentioned that the project experienced some difficulties in the following areas:

- Attendance at seminars held in Ukraine was not consistent. People would come for part of the seminars and leave to perform regular work duties.
- It was difficult to get people to change their work process and methods.
- It was difficult to get staff appointed to projects on a full time basis.

Meeting at Kiev Region State Administration

Tuesday, July 14, 1998

Mr. Nickolay Litovchenko, Deputy Chairman of Administration of Kiev Region on Building

Mr. Michael Cherimshinsky Deputy Director, Main Administration for Geodesy, Cartography and Cadastre

Mr. Litovchenko stressed the importance of having a good registration system in order to administer the real property within the jurisdiction.

Mr. Litovchenko spoke about the various countries and their approaches to registration. He said that Ukraine chose the Swedish system as a model after a careful analysis of all approaches. The primary reason was that "the Swedish team leaders were open and the geodetic system and aerial technology are similar to that of Ukraine".

Based on the success of the work to date Mr. Litovchenko is proposing to proceed with the full implementation of the system throughout the Kiev Oblast. He wishes to broaden the system to include planning and zoning regulation. He thinks that it is important to redistribute land for the use of the people.

Mr. Litovchenko wishes to have a third Phase of the Sida Project and work out the valuation of the territory. He said that there is a Decree of the President to start a general scheme for the development of the territory starting with the Kiev Oblast. The Swedish Project should be included in that program. The registration system is the important foundation for this work.

Mr. Litovchenko recommends that:

- The Land Code must be updated to support private ownership.
- Urban areas must be included in registration projects.
- High level officials must be informed of the need and benefits of registration systems.
- Valuation must take a priority in the next round of projects.
- There should be joint ventures established with donor countries in the establishment of registration systems.
- Foreign people must understand the Ukrainian way of thinking to get the most out of co-operative ventures, including the implementation of registration systems.
- There should be more attention paid to training and technology rather than data collection.
- Legislation must be passed to support land administration.

Meeting at Bila Tserkva District State Administration

Wednesday, July 15, 1998

Mr. Sergiy Bilous	Deputy Head of Administration, Bila Tserkva District State Administration
Mr. Alexander Dyshlyk,	Geodesy and Cartography Expert, Main Administration for Geodesy, Cartography and Cadastre, Project Manager
Mr. Michael Cherimshinsky	Deputy Director, Main Administration for Geodesy, Cartography and Cadastre
Ms. ???	Head of District Architect Department

Mr. Bilous first got involved in land registration during the Makiivka Project in 1995. He was Chief Architect for the District at that time. Many issues related to land registration were very unclear to him. As a result of his involvement in the Makiivka Project he gained a better appreciation of the need for a good registration system. Since then he has gone to Sweden for 3 weeks and he now has a completely new vision.

The first project provided an opportunity to look at new hardware and software. The second project (Phase II) provided an opportunity to broaden the knowledge and expand the number of skilled people. These skilled people still remain in their positions and are contributing to further development of the system. These people now have a new way of looking at things. All work is being done to a higher level of quality than before. The staff that has been trained in the first 2 Phases of the Project is now ready to provide training to others in the District.

There are still some problems with co-operation between agencies. However, co-operation is improving, as each agency understands that its role in the administration of real property is simply being made easier rather than being eliminated.

There are problems with the current legislation. The rules need to be changed. The concentration must be at the local level and not at the Oblast level. Several organizations have refused to co-operate at the Oblast level. Presently there is no such problem at the local level.

For Phase III Mr. Bilous would like to:

- Finalize tasks that were started in initial phases.
- Continue work with technical assistance from Sweden.
- Upgrade existing technology.
- Improve technical support to the District.
- Continue training of local experts.



Meeting with Master (Bishop) Serafim, Bishop of Bila Tserkva District Ukrainian Orthodox Church

The Bila Tserkva Parish was created 800 years ago. The Bishop was the highest official at the Parish level. The Bishop controlled several parishes.

The Bishop delayed a trip by 1 day to meet and discuss issues related to land ownership. The Bishop has taken particular interest in the land reform initiatives in Ukraine. He was very interested in the social impact that private ownership of land would have on the Region. He recalled his early childhood and his family's pride of ownership in land.

Mr. Bilous told the Bishop about the Sida Project and has kept him informed about the progress. The Bishop had many questions about how other jurisdictions around the world deal with such things as:

- Land valuation and taxation.
- Land registration.
- Leasing versus freehold
- Land use control.
- Distribution of rights in land.
- Methods of financing land and land development applications.

It was very obvious that the Bishop is knowledgeable about land administration and is in communication with the District administration and its activities related to land reform. This is an indication that information about the land registration activities in the Bila Tserkva District is spread into the community; not just restricted to the administration and those directly involved.

Meeting at the Ministry of Justice, Kiev

Thursday, July 16, 1998

Ms. Irina Zavalinaja Chief of Department of Commercial and Civil Law, Ministry of Justice

Mr. Michael Cherimshinsky Deputy Director, Main Administration for Geodesy, Cartography and Cadastre

Ms. Zavalinaja gave an overview of the legislative activities relating to real property.

- A draft of the Civil Law has been presented for First Reading.
- A new version of the Land Code has been presented to Parliament.
- A new Law on Immovable Property has been prepared. The Law covers Material Things, Mortgages and Servitudes.
- A Draft Law on Registration of Immovable Property was presented to the Supreme Council and was sent back for revision.
- The State Property Fund has presented a Law on the Privatization of Enterprises, Buildings and Land.

The Registration Law proposes that registration of real property is a Federal responsibility and is to



be governed at the Federal level.

Copies of these laws were not available at the time of this visit to the Ministry of Justice.

Lots of draft real property related laws are prepared and presented to the authorities for approval but almost none get passed and proclaimed.

Meeting at Technical Assistance to Commonwealth of Independent States (TACIS) Project
Thursday, July 16, 1998

Mr. Lars Karlsson, Team Leader, TACIS Project, Development of Land Registration –
Ukraine

Mr. Michael Cherimshinsky Deputy Director, Main Administration for Geodesy, Cartography and
Cadastre

Mr. Karlsson explained that the TACIS Project in Ukraine is focused on education and training in support of real property registration. The TACIS Project and the Sida Projects are complementary to each other. Many of the same individuals representing the same organizations provide the general direction for both initiatives.

The TACIS Project has established training centres at 3 locations in Ukraine. The training emphasis is on data management issues such as:

- Field data capture methods (including preparation of user manuals)
- Software development
- Integration of data from several sources
- New methodologies such as orthophotos, satellite imagery, etc.

The TACIS Project is jointly funded and implemented by the following 3 Organizations from 3 countries:

Swedesurvey – Sweden; concentrating on legislation and valuation

Agrer - Belgium; concentrating on agriculture

Kampsax - Denmark, concentrating on photogrammetry and geodesy

Meeting at the State Committee for Land Resources, Kiev
Thursday, July 16, 1998

Mr. Antone Tritiak, First Deputy, State Committee for Land Resources (SCLR)

Mr. Michael Cherimshinsky Deputy Director, Main Administration for Geodesy, Cartography and Cadastre

Mr. Tritiak said that the SCLR has not had a big role in the land registration projects to date. His organization has been involved in discussions at a higher level but not at the operational level. He thinks SCLR should have more involvement. He would like to develop a plan for registration that would include SCLR. The aim of the program should be clearly defined as well as the final results.

- There is a need for better training and better equipment.
- There needs to be a clear vision for the TACIS Project.
- A better legislation base is needed to support registration.
- Ukraine now has received lots of International experience in registration.

The registration pilot projects have been good. There have been good results at the Rayon level. Simultaneous links need to be developed such that each project can be implemented the same way.

There needs to be standards established for implementing projects in other regions. This would include normative documents for organizational structure, training, funding, etc.

The legal issues need to be analyzed and presented to the Cabinet of Ministers.

There should be set procedures and prices for the distribution of land. Around 15 normative regulations in the domain of registration systems are appropriate.

To prevent reinventing the wheel we should use the experience gained from the international pilot projects to select the best system for Ukraine.

Gaining experience through small pilot projects is a good way to go. Attempting to do a large, full system development, projects will not work. The Canadian and French projects failed because they were too big. One tried to implement Title registration. Tried to be a big system.

The most appropriate variant is the Swedish approach. The Swedes used a step by step approach (i.e., first property formation, then training, then legislation). This is important since land and rights are developed in different directions.

The pilot projects have provided education and lessons to build future procedures and processes. If there will be another project it will be important for the development of legislation; including standards and regulations.

**Meeting with Ms. Marina Kryzhanivska, Head Secretariat of the Cabinet of Ministers
Working Group on the Implementation of Title Registration
Thursday, July 16, 1998**

Ms. Kryzhanivska is knowledgeable about the real property registration activities that have taken place in Ukraine over the past several years. She endorsed the Sida projects but was critical of the results to date of the TACIS Project. She thinks there are some problems with the direction of the Project.

Project Office, Kievgeoinformatika, Kiev



Project Office, Bila Tserkva



RUSSIAN PROJECTS SITE VISITS

July 16 – August 3, 1998

MOSCOW

The meetings in Moscow were to get a general overview of all land administration activities in Russia with particular emphasis on the Sida Projects.

Two of the Sida Projects, Valuation org (Öst-1995-0731) and Co-ordination (Öst-1995-0846) were under the direct administration of the Roscomzem (FCC). All other projects were under the administration of the Regional Administration (Oblkomzem).

Meeting at the Ministry of Land Policy, Construction, Housing, and Utilities

July 16, 1998

Mr. Victor Kislov Deputy Minister Director, Federal Cadastral Centre

Ms. Tatyana Staredutsova,

Ms. Elena Logvinova, Moscow Office Manager, Swedesurvey AB

The major change in Russia with regard to land cadastre is the formation of the new Ministry which amalgamates Goskomzem with the BTI and other organizations. Mr. Kislov discussed the new structures emphasizing the breadth of responsibilities and the opportunities to coordinate activities that had previously been under different organizations. His own responsibilities will include the land component (Mr. Say as First Deputy Minister). The Oblast and rayon Land Committees will be in this Division. Another Deputy Minister will be responsible for Construction and Housing and a third for Surveying and Mapping (data capture). At the time of the interview Mr. Say's appointment had been confirmed and Mr. Kislov's appointment was waiting approval.

Mr. Kislov then discussed the impact that the new Ministry will have at the regional level. Since The Ministry of Justice has responsibility for the registration of real property rights, but no local or regional organization to implement a registration system, there is an opportunity to establish the registration of rights within the local authorities also responsible for the inventory of land and buildings, property taxation, and architecture and planning. Not only would this be a cost effective use of existing organizations but would also provide the means to realize the goal of becoming self-financing. The Ministry of Justice will appoint the Chief registrars.

With regard to legislation, Mr. Kislov explained that all Ministers have approved the Cadatral Law and this was expected to be discussed in the Dumas during the third quarter. The draft has also been circulated to the Oblast governments and there have been no major conceptual comments. Subsequent regulations will be the responsibility of the new Ministry. The Taxation Code was adopted by the National Dumas on first reading, and the major implication for the Ministry is that all taxes on real property will be collected by the local authorities and thus there will be more control of the revenue for financing local authority activities such as registration and cadastre. There may be political problems in finalizing the law.

Mr. Kislov also discussed the need for innovative ways to finance cadastral activities, for example, through foreign investment schemes, and by businesses. More than 20 Oblasts have asked for loans for cadastral activities and these loans would be for 4-5 year terms. Getting these activities to a self-



financing situation is therefore a priority for the FCC.

The LARIS project has been revised to put less priority on registration of rights. New areas for the project include valuation, land reform, and real property market development. The new Ministry, which has responsibility for LARIS, is working with the Ministry of Justice in developing software for registration of rights. The restructuring has also meant that LARIS is no longer in direct competition with ROSCARTOGRAPHIA and financing, including the money for mapping equipment originally proposed for LARIS, can be used for other activities.

Meeting at the Ministry of Land Policy, Construction, Housing, and Utilities
Thursday, July 16, 1998

Mr. Say	First Deputy Minister, Ministry of Land Policy, Construction, Housing, and Utilities
Mr. Victor Kislov	Deputy Minister Director, Federal Cadastral Centre
Ms. Elena Logvinova,	Moscow Office Manager, Swedesurvey AB

The new organization provides the opportunities to realize a comprehensive cadastral organization that can be self-financing. The addition of responsibility for the valuation system will be very important in implementation of the system at the local level. Mr. Say and Mr. Kislov emphasized the role that the Swedish experience played in reaching this point, through experience of how local authorities could work together and secondly, the merger of surveying and mapping (ROSCARTO) with registry, valuation, and cadastre. They emphasized the importance of seeing working systems during study tours and noted that Mr. Yushanov, Mr. Say, and Mr. Kislov, who are leaders in charge, were among the first Russians to visit Sweden and benefit from the examples they saw.

The remainder of the interview focussed on the effectiveness of the Swedish aid and the future requirements. Mr. Say noted the importance of the Swedish aid in system development in Russia, especially the study tours. The need for a strong presence of an overall Swedish coordinator was noted and they attribute good success in large part to the efforts of Lennart Bäckstrom to provide this coordination. There is a need now for continuity from the Swedish side and coordination of all of the projects from Moscow to ensure that maximum benefit can be gained from the Swedish support.

The Novgorod School, which was envisaged to provide training for all of the northwestern region, has had financial difficulties. They recognized that there is a need to reexamine the organization of the school, its curriculum, and its relationship to the Agrarian University. The school is just one of a number of training initiatives in Russia and there is a need to have more Moscow coordination of the curriculum.

Mr. Say and Mr. Kislov reviewed the history of the Swedish projects and how the Northwestern Region was chosen to illustrate many different circumstances in Russia (e.g., northern wilderness, urban, agricultural), rather than replicate the same project in the same conditions. There is a need to spread the experience gained in the pilots to other regions but not involve new Swedish projects in replicating what has been learned already.

The new agreement should concentrate on new areas such as valuation, management, and organizational structures.



Meeting at the LARIS Project Office

Thursday, July 16, 1998

Mr. Popov	Head of the LARIS Project Preparation Unit
Mr. Belikov	Deputy Head of the LARIS Project Preparation Unit
Ms. Elena Logvinova	Moscow Office Manager, Swedesurvey AB

Mr. Popov explained the status of LARIS and its focus over the next few years. The first phase has been completed over the last 3 years. The concentration has been on 3 Oblast: Perm, Nizhny Novgorod, and Samarsk. In these regions LARIS has provided equipment, software, and training.

Only 25% of the World Bank loan has been allocated. Most of the equipment budget has not yet been spent, but it is planned to have 140 packages of computers and software delivered in 9 other Oblasts in 1998 and 250 sets in 1999. These Oblasts include: Pskov, Kaliningrad, Leningrad, Archangelsk, and Novgorod. The sets include graphic software, scanners, and plotters at the rayon level and workstations for the rayon and Oblast land committees. In addition 3 of the 6 cadastral enterprises will receive surveying and mapping equipment.

A major constraint in the LARIS project has been the lack of cadastral legislation. System development has continued anyway and but software will have to be modified if there are legislative changes. The proposed cadastral law requires that an excessive amount of data is captured and that this data is not necessary for land and property legislation.

The main benefit of LARIS and donor aid has been the provision of equipment and the opportunity for Russian experts to visit other countries. The study tours provided opportunities to understand the importance of the cadastral systems in the country, how they are administered, and the importance of modern office setups. In future, Swedish aid should be directed towards more visits to Sweden for more Russian experts, an emphasis on management as well as technical issues, and further development of the school in Novgorod to enable it to provide practical training.



Meeting at the Federal Cadastral Centre, Moscow

Friday, July 17, 1998

Dr. Nikolay Sazonov,	Deputy General Director, Russian Federation Committee for Land Resources and Land Surveying
Mr. Valadimir Tikhonov,	Chief of International Department
Mr. Mikail Zagorsky,	Director, St. Petersburg Division
Ms. Tatyana Staredutsova,	
Ms. Natalya Sevostianova,	
Ms. Elena Logvinova,	Moscow Office Manager, Swedesurvey AB

Dr. Sazonov stated that there has been good cooperation with Swedesurvey. He pointed out that the study tours, the first activity undertaken by the Swedes, were very important for the people who were invited to participate. It was an opportunity for these people to see and experience, first hand, how functioning land administration systems really work. Dr. Sazonov also thought that it was a good strategy by Swedesurvey to focus on Northwest Russia instead of trying to take in the whole country. In his opinion, the chances of being successful are much better and more manageable if implemented over a smaller area.

Swedesurvey concentrated on training and knowledge dissemination. They selected training areas to demonstrate data collection, data processing, data storage, property formation, and data dissemination.

A Training Centre was established at Novgorod to:

- teach modern surveying and mapping approaches;
- assist with organizational and institutional reform;
- teach integration of systems and data;
- introduce the economics of real property;
- assist with the development of processes for self sufficiency; and
- encourage cooperation between various agencies, including consolidation of budgets.

Projects were organized to test the new knowledge and approaches.

The first project took place in Chudovo. This location was selected because there was already investment taking place in the region and there was already some modern technology present. To support activities throughout the Region of Northwest Russia a coordination unit was established in Moscow. The Coordination Project was provided financial assistance from Sida. The level of funding provided is an indication of the significance of this project. It is the second highest amount of funding provided for any project.

The first round of projects was to introduce cadastral system and their benefits. The second round should include more specific, deeper activities related to system implementation, maintenance, security, standard data models and data structuring to facilitate sharing of information and easy access by users.

Presently a number of Russian companies are developing software for registration. The software must be certified to be legitimate. It is necessary to integrate the Swedish software with Russian developed software. The system must be a Federal System.



Project implementation is sometimes difficult due to the lack of skilled people. There is a need for a well-developed education and training program. The Novgorod School needs to be reactivated. A review of the current approach to funding and business development is necessary in order to solve the present money problems.

It is difficult for the FCC to provide funding to the school. Last year the FCC received only 14% of its budget from the State.

A multipurpose cadastre is the long-term goal of the FCC.

There will be a lot of emphasis placed on valuation and taxation in the nearest term. There is a need for a good valuation process in order to do mortgaging.

Dr. Sazonov stressed the importance of cooperation with all land and real property agencies and the development of the connections between the fiscal and juridical systems.

Dr. Sazonov is of the opinion that systems can be developed and built on the local level but that they must be standardized according to Federal standards. He stressed the importance of standards at the federal, regional and local levels.

Dr. Sazonov described the organizational structure for the new Ministry. This is a very recent development so the functions of all of the divisions had not been finalized at the time of the visit of the evaluation team. The organizational structure is shown in Figure 1 in main report.

TACIS will establish 3 training and consultancy centres for market creation purposes (market development). The centres will provide courses and seminars for activities in support of the land market. The private sector will be encouraged to become more involved. There is now a Russian Association of Private Surveyors with more than 700 companies.

In summary Dr. Sazonov made the following points:

- The trips abroad were most important. It provided an opportunity to include Governors, Mayors, decision-makers and the operational staff.
- People who went to Sweden on the first visits are now in very influential positions.
- He would like to see intensive rather than extensive work (i.e. not replicate previous efforts but address broader issues).
- It would be practical to have more permanent Swedish staffing for projects. For the purpose of continuity there should be a permanent contact person in Swedesurvey who is responsible for co-ordination of all projects.
- Foreign donors need to be aware of rapid change in recipient countries and be able to readily reflect these changes in their agreements.
- Software solutions should be flexible to accommodate changes in law and organizational structures.

Meeting at the Ministry of Justice, Moscow
Friday, July 17, 1998

Mrs. Galina Elizarova, Head of Civil Law Department

Ms. Elena Logvinova, Moscow Office Manager, Swedesurvey AB

The Law on Registration was passed on January 31, 1998. It specifies that the Registration Authority is to be under the Department of Justice. It is expected that the Law will be fully implemented, with Registration Authorities in all Subjects of the Federation, by December 31, 2000.

The Ministry of Justice is responsible for Normative Acts and Administration.

A special commission has been established to appoint Registrars. The First Deputy of Justice chairs the Commission. Twenty-one (21) registrars have been appointed already. The law allows for the appointment of a Registration Authority in each municipality. It is possible to have several registrars in each office if there is enough activity to warrant such. The current structure is one registrar for each Federation with representation in each municipality. The Ministry of Justice plans to establish a separate department for registration of rights.

The Ministry of Justice has established the Institute of Russian Registrars. The Institute is mainly for upgrading of education for registrars.

There is a Council of Registrars with 89 members potentially. The Council is for the exchange of ideas, experiences, results, and for controlling registration activities and procedures.

Registrars must be lawyers or people who gain equivalent knowledge through education and experience.

It is expected that it will be difficult to staff the Registration Authorities since it is hard to find experienced, educated people in remote areas and since Justice does not have existing offices at the local level.

There are currently some contradictions in the laws; State Bodies of Law versus Regional Bodies of Law. A major problem currently exists in the new law where registrars are only being appointed at the Oblast level. Therefore, transactions could not be registered at the district level.

Currently there are some regulations in place for maintaining the system and for fee structures. The Subjects of the Federation are allowed to apply their own fee structures.

ST. PETERSBURG 2 PROJECT (Öst-1997-0117)

Project Purpose

The objectives of the St Petersburg 2 Project are:

- Implementation of a model for security work.
- Support for the development of a Real Property Formation organization.
- Support for a Land Registration Office in the district of Lomonsov.
- Implementation of a model for financing cadastral activities.
- Training.

Meeting at City of St. Petersburg

Monday, July 20, 1998

Mr. Alexander L. Jelnin,	Vice-President, Committee for Land Resources and Land Management of St. Petersburg; Project Manager
Mr. Sergy Morozov,	Director of External Economic Issues, City of St. Petersburg
Ms. Tatyana Staredutsova,	Federal Cadastral Centre, Moscow

The Committee for Land Resources and Land Management was established in 1993. Sweden was the first country to establish co-operation with the Committee.

The primary land registration related problems presently are:

1. Protection and security of the databases.
The building housing the system is not secure. "The Committee gets lots of advice on how to secure the system but no money to follow-up".
2. Starting from the "stone-age". Land has been state property for more than 70 years. It is tough to break the mentality of the people and implement change (i.e., go from land use control to land market).
The Duma can not adopt the Land Code therefore there is no legislative support for land registration or valuation. It is difficult to show land as a base for economic activity.
No financial support; "if we increase financial stability 10 times, then we could fully implement a system".
3. Land and buildings are still under separate agencies. All buildings are under the City Property Committee.
This will change shortly as all land and buildings will be under the new Ministry and will be registered in a common registry.

The City of St. Petersburg has created a special department to sell real property information. There is not much of a real estate market at this time. Apparently there are lots of properties for sale but few buyers. Mr. Jelnin says that it is a buyer's market at the moment. There are about 10 times as many properties for sale as there are buyers.

There are private real estate agents but they are dealing mostly in flats.



It is difficult to buy land in St. Petersburg.

There is a problem with real property valuation. There is no legislative basis for market value. Also much of the land in the cities is still undecided (e.g. Land under condominiums) therefore, there is no tax base.

Mr. Jelnin expressed concern about passing over the registration data to the new system because of security problems. There is a high crime rate in the City.

According to Mr. Jelnin Sweden has helped most, in the following ways:

- Assisted in creating a land cadastre in St. Petersburg.
- Helped people understand all issues around registration.
- Working with people and showing them how the process of registration should be done.
- Training through the study tours and seminars.
- Providing new ideas for co-operation with Sweden and other countries.
- To improve the current land administration system, Mr. Jelnin made the following suggestions:
- Ministry of Justice will need training in registration.
- The priority should be to create a cadastre. 90% of land in City is not classified therefore there is no assessment and no way to collect taxes.
- There needs to be a clearer definition of responsibility between municipal, regional and federal agencies. He stated that the Cadastral System must be a Federal responsibility.

Mr. Jelnin had the following recommendations with respect to Sida projects:

- More of the Sida funding should be used for equipment and operating costs instead of for Swedish experts.
- Sida needs to be more flexible in its contribution agreements. Terms-of-Reference for funding are too rigid.
- Participants of study tours should be experts in specific areas and the lectures should be geared to these specialties. There should be lots of practical applications and discussion in the study sessions.
- More emphasis should be on legislative development.
- More technical expertise in computers systems, archiving, security, mapping, and system monitoring.
- The Project Advisor should have more authority to make changes that reflect current situations. This is because the situation changes very quickly and very often over the life of a project.
- Hardware and software should be purchased in Russia. They would be already customized for Russian use. They are usually cheaper in Russia. Buying in Russia would avoid the Customs Duty problems of the past. "Money used to pay Customs Duty could be better used for training".

Mr. Igor Bondar, Deputy Head of the Information Technology Department, gave a tour of his department. He showed a series of maps and textual information associated with the land administration system and the registration system currently used in the City. There is a large IT department.

Meeting at Pushkin District, City of St. Petersburg
Wednesday, July 22, 1998

Mr. Andrey Skorudomov, Head of Local Land Committee

Mr. Sergy Morozov, Director of External Economic Issues, City of St. Petersburg

Pushkin is the largest district of the City of St. Petersburg. It is approximately 200 square kilometres and has 140,000 residents. There are 12 or 13 collective gardens. There are plans to cancel these and give the occupants new, individual plots. Most of the garden plots are privatized and people have certificates. All land around individual houses is privatized. There is lots of new construction in the District.

There are 10 people employed at the District Land Resource Committee (2 went to Sweden on a study tour).

The private surveyors do all surveying. Surveyors measure the boundaries and the buildings. They get confirmation of the boundaries from adjacent owners. All adjacent owners have to sign a document verifying that they agree with the boundary position as surveyed. "Private firms are making all the money. Need to change the approach". An approach was not recommended and it was not clear exactly what needed to be changed.

There is a special commission established to settle boundary disputes. When there is a dispute between two private individuals they must go to the local office and give boundary evidence to the commission. There are 5 to 10 disputes per month. Most are settled very quickly.

The Pushkin District registration system contains information about the land and the owners. To get information about their landowners must apply to the District office. The application is sent to the Central office for approval. The owner usually receives a reply within 5 days. There is a 21 Ruble charge for the information.

Only the landowner can gain access to the land information. The criminal aspect in Russia prevents the open access to land information.

Some maps are secret so no sample copies could be made.

Copies of all data are sent to the Central office weekly.

LENINGRAD PROJECT (Öst-1995-0719)

Project Purpose

The purpose of the project is to implement a cadastral and land information system in a district which can be utilized as an example for cadastral registration in the whole region. The work will be undertaken in a project in the Leningrad Region.

Meeting at Volkov Rayon

Tuesday, July 21, 1998

Mr. Sergie Farafonov,	Head of Rayon Land Resource Committee
Ms. Tatyana Staredutsova,	Federal Cadastral Centre, Moscow
Ms. ????	Leningrad Region, Land Resource Committee.

The Volkov Rayon was selected as a project site in 1996 and the project commenced in May 1998. There are approximately 50,000 properties and 54,000 land users registered in the Rayon. Seventeen thousand parcels have been surveyed to date. Twenty-five thousand certificates have been issued.

Eight people from the Land Committee work on the project. A total of 17 people have been prepared to work on the project when necessary. New mapping will be prepared at a scale of 1:10,000 for the rural areas and at a scale of 1:2,000 for the towns. All property boundaries will be marked by standard monumentation or by fences.

There is a Registrar that deals with all land transactions. There is no market for information at this time as there is not a developed land market. In the second quarter of 1998 the following transactions took place in the Rayon:

Garden plots	18
Subsidiary plots	38
Individual housing plots	2

There is expected to be more transactions in the 3rd quarter as traditionally more people think about property dealings in the summer.

It is compulsory to have a new survey for each time a property changes ownership. The cost for a survey is from 300 to 700 rubles depending on the number of buildings on the lot. There are no private surveyors in the Rayon at this time. The staff of the Land Committee does all surveying.

The Rayon office has 5 desktop computers and 1 laptop. The desktops are Pentium 200 with 120Mb RAM and 10 GB hard drives. The computers are on a Windows 95 network. Copies of all data will be sent on a weekly basis to the Leningrad Oblast office in St. Petersburg.

Leningrad Project Office, Volkov Mr. Sergey Farafonov, Project Manager



Leningrad Project Office, Volkov,



KALININGRAD 2 PROJECT (Öst-1995-0011)

April 1996 – October 1997

Project Purpose

The purpose of the project is to support further develop and implement the cadastral and land information system, in the chosen areas of Kaliningrad Region. Information on other districts in the region and the regional level about the cadastral and land information system, is also included. The project will be based on Roscomzem's and Swedesurvey's work project experiences, training and the ongoing development of a cadastral and land information system.

The project work will be undertaken in the City of Kaliningrad, the District of Svetlij, and the District of Gurjevskij.

Due to time and financial constraints it was not possible to visit the Svetlij and Gurjevskij sites. However, the Evaluation Team visited the District of Chernyakhovsk, a project site for the Kaliningrad 1 Project.

Regional Committee for Land Resources and Land Surveying

Thursday, July 23, 1998 9:30 AM

Ms. Lilya Federova, Deputy Chair, Kaliningrad Regional Committee for Land Resources and Land Surveying

Ms. Federova, Project Manager for the Kaliningrad 2 Sida Project, gave an introduction to the Kaliningrad Oblast and an overview land registration and land administration activities within the Oblast. Then there was a general planning session to discuss the meetings scheduled for the next 2 days.

According to Ms. Federova, the real estate market is not yet developed in Kaliningrad. There is a market developing in garden plots, private buildings, and houses. There have been 4,000 to 5,000 transactions to date.

There is lots of buying and selling of flats. The Bureau of Technical Inventory currently administers these transactions.

There is no Condominium Law.

Local Acts and regulations can be adopted at the Municipal level. The Kaliningrad Duma has not been able to pass a property registration law. A property registration law has been put before the Duma 3 times already but has never been adopted.

Approximately one third of the population owns land. The distribution of land ownership presently is as follows:

65,000 owners of collective farms plots	4,100 farm owners
140,000 garden plot owners	10,000 to 14,000 dwelling house plots
292 private agricultural enterprises	24,000 private



Regional Committee for Land Resources and Land Surveying

Thursday, July 23, 1998 10:30 AM

Mr. Victor Salmin, Chairman, Kaliningrad Regional Committee for Land Resources and Land Surveying
Ms. Lilya Federova, Deputy Chair, Kaliningrad Regional Committee for Land Resources and Land Surveying

Kaliningrad adopted a land reform program in 1990. Mr. Salmin went to Sweden on a 1-month course in land administration in November 1991. In 1992-93 proposals were received from the Germans, Danish, USAID. Kaliningrad decided to co-operate with Sweden.

In October the first agreement was signed between Roscomzem and Swedesurvey. The Chernyakhovsk project started in February of 1995 and was completed in February 1996. A second agreement was signed in April 1996. The project started in October 1996 and was completed in October 1997.

Ms. Federova stated that the project was invaluable to Kaliningrad. It has helped solve the real property registration problems. There have been new digital maps created for much of the Region. The Oblcomzem, the City of Kaliningrad, and 3 Districts Land Committees now have equipment and knowledge as a foundation on which to continue the completion of the system for the whole Federation. Needless to say, more equipment will be needed, the existing equipment will need updating and a great deal of training will be required.

Meeting at the District Land Resource and Land Surveying Committee, Chernyakhovsk, Thursday, July 23, 1998.

Ms. Alexandera Chair Chernyakhovsk District Committee for Land Resources and Land Surveying
Ms. Lilya Federova, Deputy Chair, Kaliningrad Regional Committee for Land Resources and Land Surveying

There are 11 staff members at the Chernyakhovsk District Committee for Land Resources and Land Surveying.

A new agency will be established and will be responsible for all cadastral and land registration activities for the district. Ms. ??? will be the head of the new Agency. There will be a staff of 25 and will include the current Land Resource Committee, the Bureau of Technical Inventory, and the GKI. The new agency will be self-financing and the staff will be paid according to productivity.

Revenues will be generated from registration fees, land and building taxation, land and building transfer tax and sales of information.

Valuation will be done according to market value.

At the present time land is registered at all Land Committee branches in the District. Property rights are registered in less than one half of the committees.

Under the new Ministry all registration, rights and land, will be done in the Justice Department. At the present time the Justice Department does not have the staff to handle registration.

The computers in use at the District office are 486s with 16 MB of RAM.



The database contains much more data than is required to support a registration system. There is information about the street networks and the utilities infrastructure.

Meeting at the Office of the Mayor, City of Chernyakhovsk.

Thursday, July 23, 1998

Ms. Galinia Ivanovna,	Mayor of City of Chernyakhovsk
Ms. Lilya Federova,	Deputy Chair, Kaliningrad Regional Committee for Land Resources and Land Surveying
Ms. Alexandera	Chair Chernyakhovsk District Committee for Land Resources and Land Surveying

Mayor Ivanovna thought it was very important to have a registration system for the City. Whenever there are inquiries from foreign investors they always want to see the documents for the land. It is only when they see the documents to the land and are satisfied that the title is clear that they will continue discussions about investing in the City.

Mayor Ivanovna sees a registration system as being necessary to establish order in land use in the municipality. It also brings money to the budget. 2.5 % of the budget (3 billion rubles). The registration system brought in about 12% of the budget in 1997. The Oblast budget is 1.2 trillion rubles. 6% of this is generated by land tax.

The Mayor spoke about the importance of the system for the resolution of boundary disputes. She said there were lots of disputes in 1992-93. In 1996-97 there were only 4 court decisions. So far in 1998 there have been no trials. The Mayor attributes the reduction in court cases to the security and availability of information through the registration system.

The Mayor has plans for future economic development in the City of Chernyakhovsk. She plans to get enterprises operating to reduce unemployment and to create new jobs. She wants to open factories to produce such commodities as butter, cables, and fertilizers.

The City of Chernyakhovsk will receive 35 billion rubles in assistance from TACIS.

A new valuation system is being implemented. There is a valuator trained and ready to work in the new structure.

State owned properties are now all sold through auctions. Last year the Mayor wanted to sell land by auction but could not get approval.

Meeting at the Regional Committee for Land Resources and Land Surveying

Friday, July 24, 1998 9:00 AM

Ms. Lilya Federova,	Deputy Chair, Kaliningrad Regional Committee for Land Resources and Land Surveying
Ms. Guschina Zinaida,	Chief of the Department for land Resources and Land Surveying, City of Kaliningrad
Mr. Alexander Sajsev,	Chairman of District Land Committee, Svetlij District
Mr. Victor Kulich,	Chairman of District Land Committee, Gurjvskij District
Ms. Ludmila Drotikova,	Chief of the Cadastral Department, Regional Land Committee (Oblcomzem)
Mr. Sergey Ivanov,	Computer Specialist, City of Kaliningrad

The Kaliningrad 2 Project was carried out as sub projects in 3 locations; The City of Kaliningrad, The District of Svetlij, and the District of Gurjvskij. The person responsible for each sub project gave a brief description of the tasks undertaken and the accomplishments in each of their respective Districts. With the exception of a few complaints about the software (AutoKa), each person was very enthusiastic about the project and was pleased with the results. From this gathering one could gain a sense of the commitment and dedication of these individuals for the Project.

Meeting at City of Kaliningrad Bureau of Technical Inventory

Friday, July 24, 1998

Ms. Olga Yevdokymova,	Chief of the Automation Department, City of Kaliningrad Bureau of Technical Inventory (BTI)
Ms. Lilya Federova,	Deputy Chair, Kaliningrad Regional Committee for Land Resources and Land Surveying

The City BTI has 70 employees. There are 6 staff members working on registration of buildings.

Ms. Yevdokymova was not familiar with the Sida project and the efforts of the Oblkomzem towards establishing a land registration system in Kaliningrad. She had no contact with Swedesurvey during the project implementation. She could not say whether or not anyone else from her agency was involved in committees or had attended any seminars.

Her department is responsible for the registration of all buildings within the City of Kaliningrad. Her staff checks the technical parameters of the building, does the valuation, and issues the "Rights Certificate" to the owner.

There are 120,000 owners of flats. There are 86,000 flats registered in the automated system.

Ms. Yevdokymova's department has had a computer for 3 years. They have been actively using it for 1.5 years. They have been building the database over that period of time. Only textual are in digital format at this time. No graphics.

The law about access to property information determines who gets access to the information.

There are fees for searching the property register; Low for "private person", higher for "Legal Person". (Did not disclose the actual fees).

From a legal perspective the Technical Passports for the buildings have priority over the computer records.



Staff programmers developed the registration software presently in use. The department looked at commercial software but it did not suit the needs of the BTI.

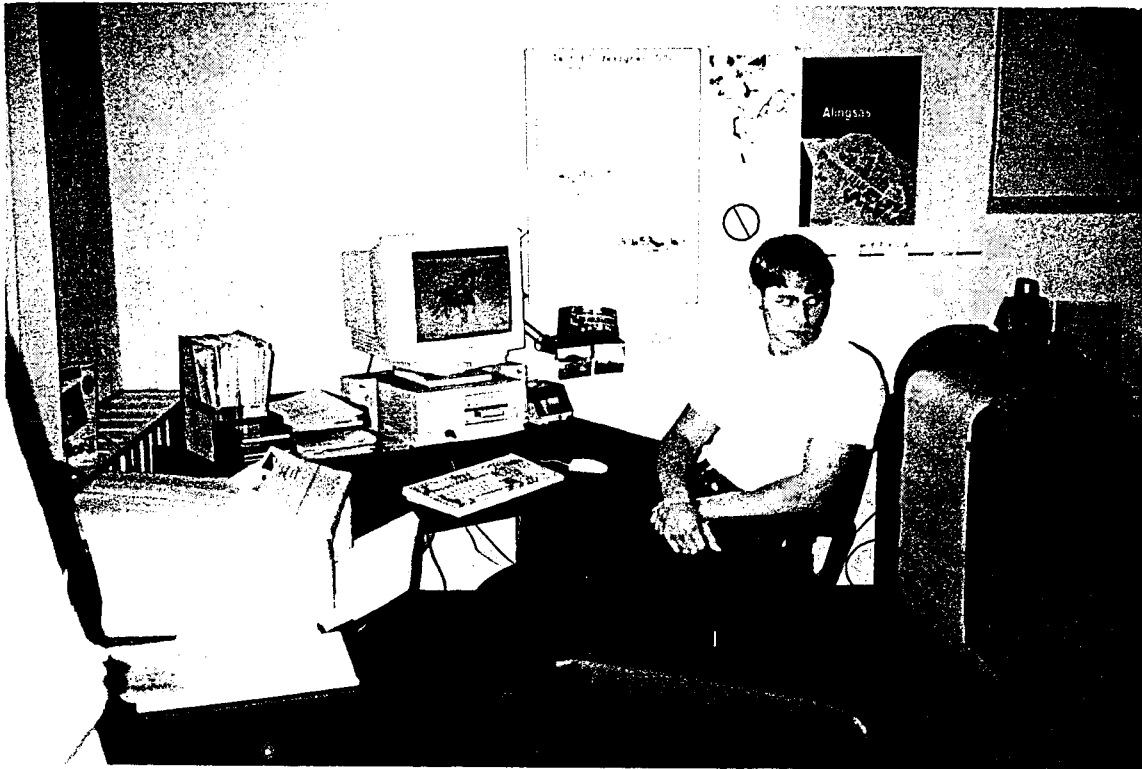
The Department is currently handling approximately 3000 transactions per month.

According to Ms. Yevdokymova there will be no reorganization of the Department in the near future. There is no legislation to make changes. A Commission will be formed to reorganize the institutions.

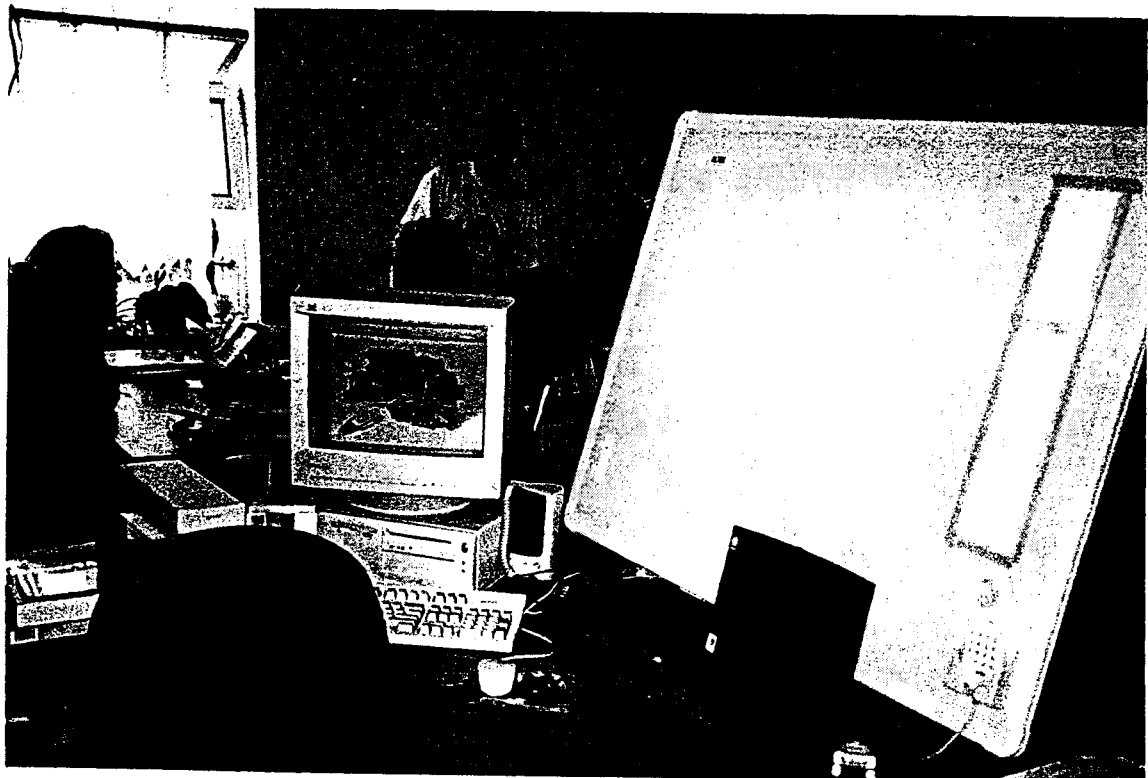
The BTI will receive some funding support from the LARIS program to complete the databases.

Ms. Yevdokymova went to Denmark on a study tour of real property administration organizations. She also attended seminars in Moscow.

Kaliningrad Project Office, Chernyakhovsk



Kaliningrad Project Office, City of Kaliningrad



NOVGOROD 3 (Öst-1995-0699)

Project Purpose

The purpose of the project was to use the experience gained from the previous projects conducted in other districts of the Novgorod region to develop and implement the cadastral and land information system for 8 more districts in the Novgorod region. The regional cadastral system could then be used as a model for other regions of Russia.

Meeting at the Novgorod Region Committee for Land Resources and Land Surveying Monday, July 27, 1998

Mr. Nikolai Grazhdankin,	Chairman, Novgorod Region Committee for Land Resources and Land Surveying
Mr. Nikolai Dergavin,	Chief Deputy of Oblkomzem
Mr. Alexander Yandovski,	Deputy of Oblkomzem
Ms. Evgeni Komlev,	Deputy Chief of Department in Oblkomzem
Mr. Anatoli Karpinski,	Director of Novgorod Training Centre
Mr. Nikolai Lepeshkin,	Chairman of City of Novgorod Committee for Land Resources and Land Surveying
Mr. Vicheskav Belov, Mr. Nicholay Fralov,	Chief Engineer, Novgorod Aerogeodetic Enterprise Novgorod Region Committee for Land Resources and Land Surveying

Mr. Grazhdankin said it is difficult to evaluate what Sweden has done toward the development of a real estate system. "The job started from 0 and the task can not be given a price tag". Prior to the Swedish involvement there was no land management system.

The cadastre was introduced in Chudovo in 1994. Since then there have been another 2 agreements and in total 15 districts have been involved in registration projects.

The establishment of the Novgorod Cadastral Training Centre has been a major accomplishment for Novgorod. However, the Centre is not working up to its potential at this time. There are problems with funding for both the school and the candidates for training. It is difficult for the candidates to fund travel and accommodations under the current financial conditions of their employers. The lack of demand causes a lack of revenues and hence the school must find operating funds from other sources. When the school was established it was subsidized from the Federal Budget. The cutbacks in the Federal budget are making it increasingly more difficult for the FCC to provide funds.

There is definitely a need for ongoing education and training in land administration related areas. To date only a very small portion of Russia has introduced modern approaches to land administration. To complete the country will take many years, (kilo-years, mega-people, and giga-dollars).

Novgorod is ready to proceed with the implementation of the registration system throughout the Oblast as soon as resources are available. The main concern at this time is the access to equipment and skill technical staff. The administration is ready to manage the planning and implementation process, local experts can do the technical training, and the various agencies responsible



for land administration have a good, co-operative working relationship.

There is still a lot of help required from outside experts in the area of valuation, assessment and taxation.

There is a very small real estate market at the present time. There were only 2,500 land deals in the Oblast in 1997. Most of these were in dachas and private housing.

Mr. Grazhdankin claims the delays in establishing a real estate market are caused by:

- A lack of legislation. There is no clear division of responsibility for each level of government.
- The current economic situation. People just do not have money to buy real estate.
- People can get land for free. Dacha plots and private house plots are presently granted free of charge.

The study tours to Sweden are an absolute necessity according to Mr. Grazhdankin. It is necessary for people to see for themselves in order to appreciate how a foreign system works and to understand how to implement it in Russia

Meeting at the City of Novgorod Committee for Land Resources and Land Surveying
Monday, July 27, 1998

Mr. Nikolai Lepeshkin,	Chairman, City of Novgorod Committee for Land Resources and Land Surveying
Mr. Vicheskav Belov,	Chief Engineer, Novgorod Aerogeodetic Enterprise
Mr. Nicholay Fralov,	Novgorod Region Committee for Land Resources and Land Surveying

The area of the City of Novgorod is 77 square kilometres. The population is approximately 242,000. The City is responsible for administering enclaves in area of 55 square kilometres. There are approximately 36, 000 land plots in the administrative area. There are 2,500 commercial land plots and most of these are leased. Most of the plots are for 1 family dwellings and garages. These plots have been given to the residents as "unlimited use ownership".

The City is building a register of all real estate within its jurisdiction. The City administration wishes to know the amount of free land in the within the City limits. They can then decide on how to make best use of the land. Presently there is a real property register and a land register.

There is a plan to merge the two. The City Administration is planning to move the BTI, the Land Committee, and the taxation department into the same building.

Novgorod Project Office, City of Novgorod



The City of Novgorod has created a Department of Real Estate Management. All real estate activities will be done at this Department. A high-speed computer network connects all departments. The server is connected to several departments by a fiber optics cable.

In 1994 a new Mayor, who was interested in privatization, was elected for the City. The Mayor created a team for co-operation and was committed to implementing a new real property administration system.

Cadastral numbers have been assigned to 99% of the properties including flats. Property information prepared by the Land Committee is sent to the BTI and the taxation department.

Several people from the City went to Sweden in July 1998 to study the Swedish Condominium Legislation.

The United States Agency for International Development (USAID) provided some funding assistance (could not determine how much money was provided) to help develop a process for land privatization. USAID also helped prepare regulations for land and buildings.

The focus for the next Swedish agreement will be on valuation.

Mr. Lepeshkin stated that "investors prefer freehold ownership as opposed to leasehold rights".

Meeting at Shimsk District Committee for Land Resources and Land Surveying

Tuesday, July 28, 1998

Mr. Oleg Kazarinov	Director of Shimsk District Committee for Land Resources and Land Surveying
Mr. Vicheskav Belov,	Chief Engineer, Novgorod Aerogeodetic Enterprise
Mr. Nicholay Fralov,	Novgorod Region Committee for Land Resources and Land Surveying

Mr. Kazarinov provided the group from Novgorod Oblast Land Committee with a tour and demonstration of the system that has been implemented in the rayon through the Swedish project. Fifty percent of the land parcels in towns and cities have been inventoried. There are about 8000 parcels with 9650 records in the system.

The number of transactions per week is approximately 10 and it costs approximately \$250 US for the survey and registration associated with a transaction. Therefore, transactions are not expected to grow dramatically in the near future.

The Oblast Land Committee, through a contract with Gyprozem, scans the base graphical data. The Rayon office updates the graphical and textual databases (using FoxPro) and provides information to the tax authorities.

Building data is currently only in graphical format, although the textual system contains the value of both lands and buildings. Cadastral numbers have not yet been assigned to the property units. On transfer, the title is cancelled and a new record is created. Paper records still have legal priority over the database. Statistical information is provided to the Oblast Land Committee.

Surveys are only tied to a local control network. Next year there is a plan to integrate the local survey network to form a regional survey network using GPS and Swedish expertise.

The registration system contains the essential data to provide security of title to real property owners. The system is similar to that of Novgorod.

Meeting at Stararosa District Committee for Land Resources and Land Surveying

Tuesday, July 28, 1998

Ms. ???	Director of Stararosa District Committee for Land Resources and Land Surveying
Mr. Nicholay Fralov,	Novgorod Region Committee for Land Resources and Land Surveying

The registration system contains the essential data to provide security of title to real property owners. It was described by Ms. ??? as being a multi-functional system for land administration. The system is similar to that of Novgorod. One database created for all departments.

The City of Stararosa has commenced the implementation of a municipal GIS which is funded by the Federal budget. Layers of information can be added and linked to the database as needed.

The property mapping (scale 1:2000) is created either by photogrammetry or from data collected on the ground using conventional surveying methods.

Two thirds of the City parcels are in digital format and are entered into the system.



There are a total of 4,500 parcels in the City. There are 300 villages left to complete in the District. Duchas are not done.

The City is divided into massivs and blocks. Cadastral numbers are assigned according to standards established in the Novgorod Oblast. Monuments for the City boundary are concrete and are surveyed to an accuracy to allow them to be used for survey control (3 to 5 cm. accuracy).

The charge to survey a parcel is 501 rubles. The field crews are now completing 3-4 parcels per day. At that rate it will take a long time to complete the District.

The Stararosa District is in need of an additional geodimeter to speed up the data collection process.

Meeting at the Novgorod Region Committee for Land Resources and Land Surveying
Tuesday, July 28, 1998 6:00 P.M.

Mr. Nicholai Grazhdankin,	Chairman, Novgorod Region Committee for Land Resources and Land Surveying
Mr. Nikolai Dergavin,	Chief Deputy of Oblkomzem
Mr. Alexander Yandovski,	Deputy of Oblkomzem
Ms. Evgeni Komlev,	Deputy Chief of Department in Oblkomzem
Mr. Anatoli Karpinski,	Director of Novgorod Training Centre
Mr. Nikolai Lepeshkin,	Chairman of City of Novgorod Committee for Land Resources and Land Surveying
Mr. Vicheskav Belov,	Chief Engineer, Novgorod Aerogeodetic Enterprise
Mr. Nicholay Fralov,	Novgorod Region Committee for Land Resources and Land Surveying

This is a meeting with the Chairman of the Oblkomzem to draw conclusions about the site visit. Mr. Grazhdankin was interested in hearing the comments of the project evaluation team.

The local television crew and a local radio station were at the meeting to interview the Chairman of the Oblkomzem and the evaluation team. A short news clip of the meeting appeared on local television at 10:00 P.M. on Tuesday evening.

Mr. Grazhdankin is looking forward to commencing another project with Sweden. In the next agreement his priority is to cover the remainder of the districts in the Oblast. He says it is important to measure the territory properly. He wishes to install a control network for the Novgorod Region and then complete the registration system for the Oblast using Novgorod City as the model.

He would like the new agreement to focus on:

- Education,
- Valuation,
- Condominiums, and
- Mortgaging

Mr. Grazhdankin wishes to clear up a lot of the issues around ownership to land.

"It is the task of the Land Committee to create the conditions for people to own land. We are not quite ready for that yet."

According to Mr. Grazhdankin the Novgorod Region had benefited neither from the Valuation Project nor from the Co-ordination Project.

Mr. Grazhdankin stressed the importance of taxes in order to be self-financing. According to the law, the Cadastral Department is supposed to be self-financing in 2 years. In theory, the present budget is broken down as follows:

Federal Government	30%
Regional Government	20%
Municipality	50% (30% of this 50% goes to the Cadastral Department)

Mr. Grazhdankin had the following recommendations:

1. Sida should increase the equipment allowance in the Agreements to 30% of the total contribution.
2. Sida should allow Swedesurvey more flexibility to move funds around within the Agreement.
3. Sweden should really push for an International Agreement with Russia to solve the import duty problem for equipment. He pointed out that Russia must pay a 29% duty to import equipment donated from by another country. Since the Federal Government does not have the funds to pay the tax, the Region must pay.
4. If the Training Centre can not be independently financed it should be given to the University to run. A program of cadastral studies could be introduced at the University and the Centre could be responsible for training. This way Goskomzem would still retain control of the Centre but would not have to provide the funding. It could be a 3-party agreement between the University, Goskomzem, and the Committee for Land Resources and Land Surveying.

In concluding Mr. Grazhdankin, on behalf of the Oblast Administration and staff of OBLKOMZEM, sends his regards and sincere thanks to Sida for the Swedish support to Novgorod.

NOVGOROD SCHOOL (Öst-1995-0748)

June 1995 – Present

Project Purpose

The Novgorod Training Centre was established as a place for training of the Roscomzem staff and others who will work with cadastral and land information systems. The Centre is equipped with total stations for training in field surveying, and with PCs for training, digital mapping, and property registration processes. The lecture rooms are designed for lectures in land information systems, geographic information systems, and project management.

Meeting at the International Training Centre, Novgorod

July 27, 1998

Mr. Karpinski	Director of the International Training Centre, Novgorod
Mr. Nicholay Fralov,	Novgorod Region Committee for Land Resources and Land Surveying

The school was founded in May 1994 and has been supported largely by Swedish assistance. GOSKOMZEM provided some equipment and student travel expenses and lectures, but the budget has been low for the last two years.

The Novgorod Administration obtained a site for the school in the Economics and Management Institute of the Technical University. The school, however, has to pay rent to the University for this space. Mr. Karpinski noted that the major problem at the school is financing for salaries and for students.

The school has taught 476 students in total, 334 students during the 1996-1998 period. GOSKOMZEM has been unable to fund students in 1998 so that most of the students were from Novgorod Oblast. Sixty percent of the students have been women, representing the demography of the Land Committees at the local level. There is a large demand for the courses (approximately 12,000 Land Committee staff require training in the country), but the problem is transportation costs for the students. The next course is scheduled for September for students from Tartarstan. The school could handle 300-600 students per year and currently the resources are not being used to full capacity.

The school is well equipped with surveying equipment, computers and software although some need upgrading. This will be done from the remaining funds of the 1995 Swedish agreement. A maximum of 2 students are assigned to each computer. Software for cadastral applications is provided by the FCC. Mapinfo has recently been acquired but teachers need to be prepared.

There are two full time faculty members in addition to Mr. Karpinski. The remaining 10 or so lecturers are drawn from Novgorod Oblast staff on a contract basis. Two of these contract teachers have attended one year Masters programs at KTH, Stockholm, and the full time staff have all visited Sweden at least once. Specialized topics are increasingly becoming important and still require experts from Sweden. Courses in these areas have been and should continue to be offered to agencies and private surveyors outside, in addition to land committee employees. A major issue today is also retraining as software and equipment is updated. Most manuals are in Russian, but some have not been translated from English. There are no lecture notes.



There have only been 2 visits by Swedish experts since the beginning of 1998. However, Professor Hans Mattsson has recently visited to look at developing closer linkages with KTH. There has also been investigation of a closer relationship with the Technical University to develop cadastral courses to be delivered by the School on a payment basis.

Mr. Karpinski noted that there is a need for more contact with the Swedish project advisors to answer routine questions. The future agreement with Sweden should provide the following:

- support from Sweden for student transportation and courses;
- updating of equipment
- an additional GPS receiver
- an additional Geodimeter 600 total station
- repairs to or a new photocopy machine
- a scanner

In addition there is a need for Swedish experts to provide courses in management, condominiums, valuation, and modern survey equipment.

PSKOV 2 PROJECT (Öst-1995-0393)

April 1998 - Present

Project Purpose

The purpose of the project is to support, further develop and use the experience gained from the already implemented cadastral and land information system in Pushkinhill District of the Pskov Region and implement the system in City of Pskov, Gdov and Plijussa (Plijussa was later changed to Dno District) Districts.

Meeting at Pskov Regional Land Committee

Wednesday, July 29, 1998

Mr. Valentin Kisenko,	Project Manager, Vice Chairman of the Pskov Regional Committee
Mr. Yuri Federov,	Chairman of the IT Department, Pskov Regional Committee

The total staff of the Land Committee for the Pskov Oblast is 150 people. There are 30 people at the Regional office; 8 of which are working on registration related activities.

A total of 43 people have been trained through the LARIS program and the Novgorod School. Ten people from the districts have attended courses in Valuation and Taxation.

Staff has taken part in 2 visits to Sweden. 6 people went on the first trip in 1995 and 9 went on the second trip in 1998.

Pskov Administration has taken a loan from LARIS to implement the Land Registration System.

The Pskov 2 Project operated on 3 districts; Pskov, Dno, and Gdov. It was intended to use Pjlussa District but it was found that the technical expertise did not exist there to undertake training and operate the necessary technology to implement land registration. Since Dno already had computers it was decided to implement there instead.

Yuri Federov provides technical support for the computer systems in the whole of the Pskov region.

Meeting at Pskov District Land Committee
Wednesday, July 29, 1998

Mr. Valentin Kisenko,	Project Manager, Vice Chairman of the Pskov Regional Committee
Mr. Ivan Tkachenko,	Chairman of Pskov District Land Committee
Ms. Nadia Morozova,	Vice Chairman of Pskov District Land Committee
Mr. Yuri Federov,	Chairman of the Information Technology Department, Pskov Regional Committee
Mr. Alexi Yefemov,	Computer Expert, Pskov Regional Committee

The Committee has 6 staff and the main responsibility is for the administration and registration of land for land control and taxation.

The District has a population of 35,000.

There are approximately 31,000 land parcels and 500 are in digital map format to date. These have been done by digitizing existing property maps and by using total stations to pick up information about changes such as new structures and new land parcels that have been added since the mapping was done.

Two people currently work on registration activities (1 on graphics, 1 on textual data). A third person has been trained but is currently on maternity leave.

A training program, as part of the LARIS Project, is planned for the last quarter of this year.

General comments

- Have Swedish software but no technical support.
- Many problems caused by AutoKa not working with MapInfo.
- Support for Novell network but nothing for Microsoft Network.
- Old technology is not kept up-to-date.
- No Russian help files.
- No help for Steering Code and Standard Key. (Not sure what that means)
- Have just 1 APC software license key but there is a need to use it on 2 computers. Would like a second key for better productivity.

Pskov Project Office, Pskov District Land Committee



Meeting at Pushkinhill District Land Committee

Thursday, July 30, 1998

Mr. Valentin Kisenko, Project Manager, Vice Chairman of the Pskov Regional Committee
Mr. Yuri Federov, Chairman of the Information Technology Department, Pskov Regional Committee
Mr. Alexander Konovalov, Chairman of Pushkinhill District Land Committee
Mr. Ivan ???, Deputy Chairman of Pushkinhill District Land Committee

There are 3 staff members at the District office (chairman, registrar, and a computer expert).

Two computers in the office: 1 486 with 4 Mb of RAM and 1 486 with 8 MB of RAM.

Work started in a test area in 1994 as a training site for cadastral work in the District.

AEROGODESIA was engaged to survey property after the Swedish Project was completed. 90% of the fieldwork is completed for the whole District (22 of 26 massivs completed at a scale of 1:10000).

All private parcels are completed.

There are 1300 private owners within the Town. All mapped and computerized.

Using the Federal Registration system, XRayon, for registration of properties.

Stated that the XRayon is not a good registration system. Experience in the Project showed that the system is inappropriate for the needs of the District. Pskov District has adopted new registration software and Pushkin Hill will switch to the same package.

They register 7 categories of land use.

There are 7500 land taxpayers in the District. There is a list of these in the registration system.

The fee for registration and the provision of land documents (Title Certificate) is 40 roubles.

In 1997 the Administration provided a budget of 21,000 to the Cadastral Department. The district needs 80,000 rubles to do an inventory of land.

Planning to get financing from the Regional Budget later this year.

Roscomzem did not provide any funding last year (1997).

The following recommendations were made:

1. Make improvements to AutoKa to make it work better.
2. Fix problems between AutoKa and MapInfo.
3. Provide Russian documentation for AutoKa.
4. Provide updated equipment (computers particularly). Most important at this time.
5. Provide training from Swedish experts.
6. Provide other training in areas such as taxation and valuation in addition to surveying.



Meeting at Gdov District Land Committee

Friday, July 31, 1998

Mr. Valentin Kisenko,	Project Manager, Vice Chairman of the Pskov Regional Committee
Mr. Yuri Federov,	Chairman of the Information Technology Department, Pskov Regional Committee
Mr. Nikolai Pindik,	Chairman of Gdov District Land Committee

Have equipment and have been trained. Local Administration supplied computers. 1 digitizer, 1 geodimeter, a photocopy machine, and a printer were provided by Sida. This equipment has been in place for 1 year.

3 People supported from the central budget.

4 people were trained to use the equipment. Appears that only 1 person is using the equipment at the present time.

2 people have been trained to use the geodimeter. 1 was trained in Novgorod.

Mr. Pindik went to Sweden. Swedesurvey in Pskov has provided several seminars. 10 people attended with representation from taxation, municipal property, environment, forestry, agricultural administration, and statistics.

The Rayon has a population of approximately 19,000.

There are 15,000 land parcels in the Rayon.

1,200 land parcels, all located in the Town of Gdov, have been digitized. Textual information for all the digitized parcels has also been collected and is in electronic format.

It is my understanding that most of the land parcels were digitized from aerial photography and verified by ground survey methods.

The Regional Surveying "Expedition" does all survey work. The Expedition has been collecting data for the past 3 years. The data for the Gdov District was presented to the District staff yesterday (Thursday, July 30, 1998).

The staff needs training in MapInfo. The "Expedition" and the Regional office of the Pskov District Land Committee will provide training.

MapInfo files contain information such as walkways, covered stairs, and different types of building materials, etc. (Typical of inventory system as opposed to a registration system)

Recommendations from Mr. Pindik:

1. Provide Russian versions of software.
2. Provide new version of AutoKa that was promised by the end of the summer.
3. Sida should spend more money on equipment rather than on Swedish consultants.



Recommendations from Mr. Kisenko:

- Sweden should negotiate an Agreement with Russia such that equipment is Humanitarian Aid to avoid problems at Customs.
- Sweden should provide a third Geodimeter since there are 3 districts in the latest agreement and only 2 geodimeters. Currently 1 AutoKa is not working since it is not compatible with the Russian totalstation (3 were delivered in the Agreement).

MURMANSK 2 (Öst-1995-0334)

July 1996 – October 1997

Project Purpose

The purpose of the project was to support, further develop and use the experience gained from the already started implementation of a cadastral and land information system in the City District of Murmansk and implement the system in other districts. The work was undertaken in the City of Murmansk, the Kola District and at the regional office of the Murmansk Oblast in co-operation with the Murmanskzemproect.

Meeting at Murmansk Region Committee for Land Resources and Land Surveying

Monday, August 3, 1998

Mr. Alexander Tchourikov	Deputy Chairman of the Murmansk Region Committee for Land Resources and Land Surveying
Mr. Sergey Galubkin	Murmansk Region Committee for Land Resources and Land Surveying
Nina Michialovna Andreeva	Head of Department of Economics and Land Relations

Mr. Tchourikov, Project Manager, was very complimentary of the Sida contribution to Murmansk and expressed pleasure with the results obtained from the Sida Projects to date. However, he would like to see some changes in the next round of agreements. He does not want to repeat the same exercise in the next projects.

There needs to be a change of scope and focus. There is a need to have more technical capability to get the registration and administration system in place in a reasonable amount of time. The technicians that were trained in the first round of projects now have experience and are capable of training others. What is now needed is technology (surveying and mapping equipment, hardware and software) to expand the data collection, storage, manipulation and presentation.

Valuation must also be a high priority for the round of funding. Murmansk is starting a program of cadastral valuation, based on the market value approach, of all land this year. This will be funded by the Regional budget.

Murmansk is participating in a Barents Region GeoInformation System program. This is a joint effort between several adjoining Oblasts. The participants of the program will pool resources and develop a resource information system for the whole Barents Region. They will be using GIS technology (ArcInfo and MapInfo) to analyze, store and display the data.

The Germans are providing 11 computers to the Oblast Committee for Land Resource and Land Surveying. These should be delivered in September.

Mr. Tchourikov would like the Sida program to have the flexibility to integrate into other programs such as the Barents Region GeoInformation System and the Archangelsk Forest project. If the programs could be integrated there would be benefits in sharing common technical, human and financial resources, data and ideas.

It is becoming more difficult to fund programs. The Federal budget was reduced by a factor of 7 last year. People will have to be more creative and find money from the regional and local budgets.

Murmansk has received some equipment from the LARIS Program. This equipment will be



used for training. Mr. Tchourikov stressed that regional training centres are necessary. Murmansk to Novgorod is too far to travel. There is no funding to pay for travel and accommodations. Also, it is difficult to take time away from the job to study. On-the-job training is a better approach. Murmansk has equipment and software to provide training.

The land market is developing in Murmansk. Free and open buying and selling of land is perfectly acceptable in Murmansk in spite of the fact that the Land Code is not passed. Companies are buying land to increase share capital. This is having a positive impact on the land market.

An organizational structure for land administration in the Murmansk Region was presented. Appears to be a practical structure for the present time. There will be a total of 18 Rayon Cadastral offices. Seven (7) of the Districts will have registration offices. The other 11 Districts will bring registration data to the registration office nearest their location.

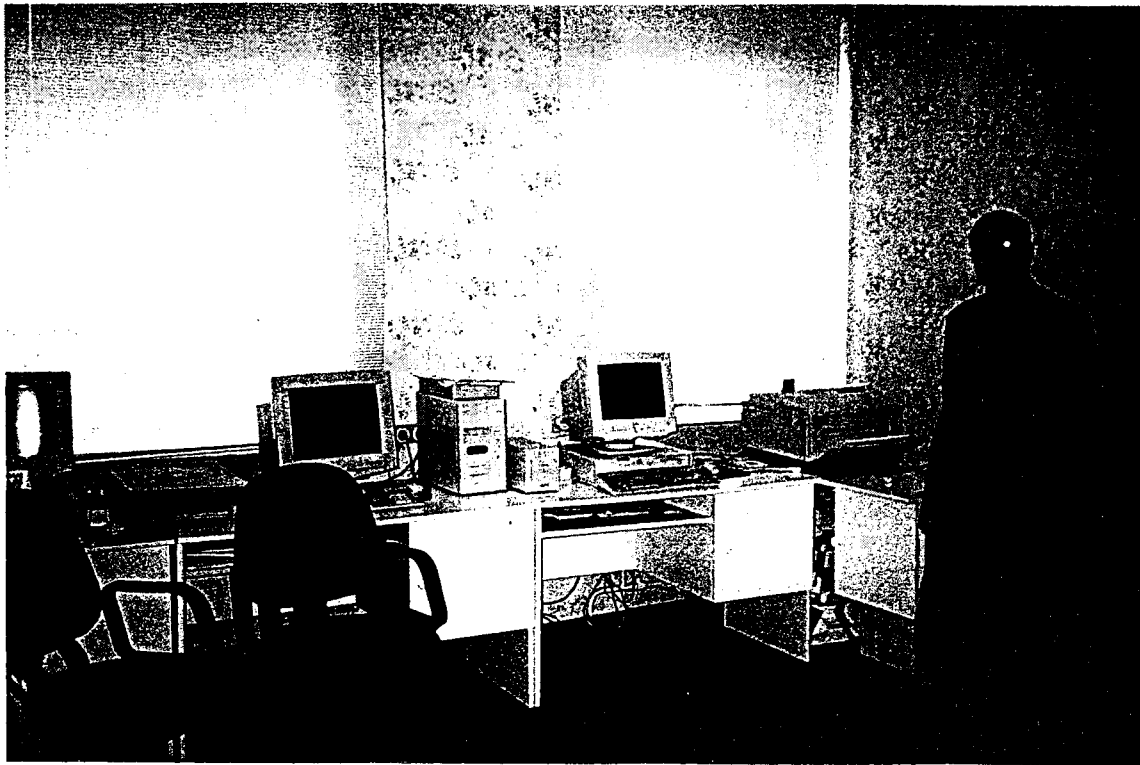
In summary Mr. Tchourikov made the following statements:

- Swedish experts came to Russia when they were needed and did an excellent job in transferring knowledge and technical training.
- Technical aid is most important at this time. The Committee's budget for technical supplies is decreasing every year.
- Valuation is a high priority for the Oblast.
- Murmansk needs 3 laser printers and 3 digitizers added to the equipment list for the new agreement.
- He would like to see the equipment budget increased from 20% to at least 30% of the project value. Murmansk now needs more technical assistance and less knowledge transfer.
- There must be arrangements made such that the Oblast does not have to pay the Customs Duty on equipment donated from Sweden.

The land market is just starting. Most of the activity is in Ducha plots. There has been a noticeable increase in transactions over the past year.

There is such a small land market at the moment so it is difficult to set a market value. Currently value is based on a normative price. The value is set at 200 times the tax on the land. The tax for private companies has been reduced to 10 times the tax. This is to entice business development and employment in the Region. There were 70-80 land transactions in 1997. The Mortgage Law is now passed. This should start to stimulate more activity. The absence of the Land Code restricts the land market.

Murmansk Project Training Centre



Meeting at the City of Murmansk Committee for Land Resources and Land Surveying

Monday, August 3, 1998

Ms. Victoria Igronova,

Chair of the City of Murmansk Committee for Land Resources and Land Surveying

Mr. Sergey Galubkin

Murmansk Region Committee for Land Resources and Land Surveying

The City of Murmansk Committee for Land Resources and Land Surveying is responsible for the registration of all land within the City boundaries. The administration of the City has embraced the opportunity created by the Sida project to reorganize the business processes and automate the system of registration. The staff of the Committee is a young, dynamic group that, under the leadership of Ms. Igronova, has quickly grasped the knowledge and adopted the technology presented by Swedesurvey in the implementation of the Murmansk Projects.

The focus of the Projects has been on registration of real property rights and interests. The Murmansk 2 Project has also included training in valuation and taxation. In particular, the registration system has been promoted as the foundation on which to base a taxation system. The administration and staff of the Committee have demonstrated a good understanding of the requirements for a registration system and have made efforts to develop and implement the necessary processes and technology.



Like most other jurisdictions, the City of Murmansk has included more information than is necessary to support a registration system. The system witnessed is more of a multipurpose cadastre than a real property registry. For example, the City utility infrastructure is included. This is outside the scope of the Sida project but it can be argued that the information is necessary for the successful operation of the City. Since the technology provided within the project is common for both applications it makes perfect sense to use it to its full potential.

The City of Murmansk has digital graphical data for approximately 700 properties and textual data for approximately 4,250 properties. The Murmansk Land Surveying Company provides the digital property mapping. Moscow provided a quantity of raster data in 1997. City technicians used on-screen digitizing to create vector property maps from the raster data.

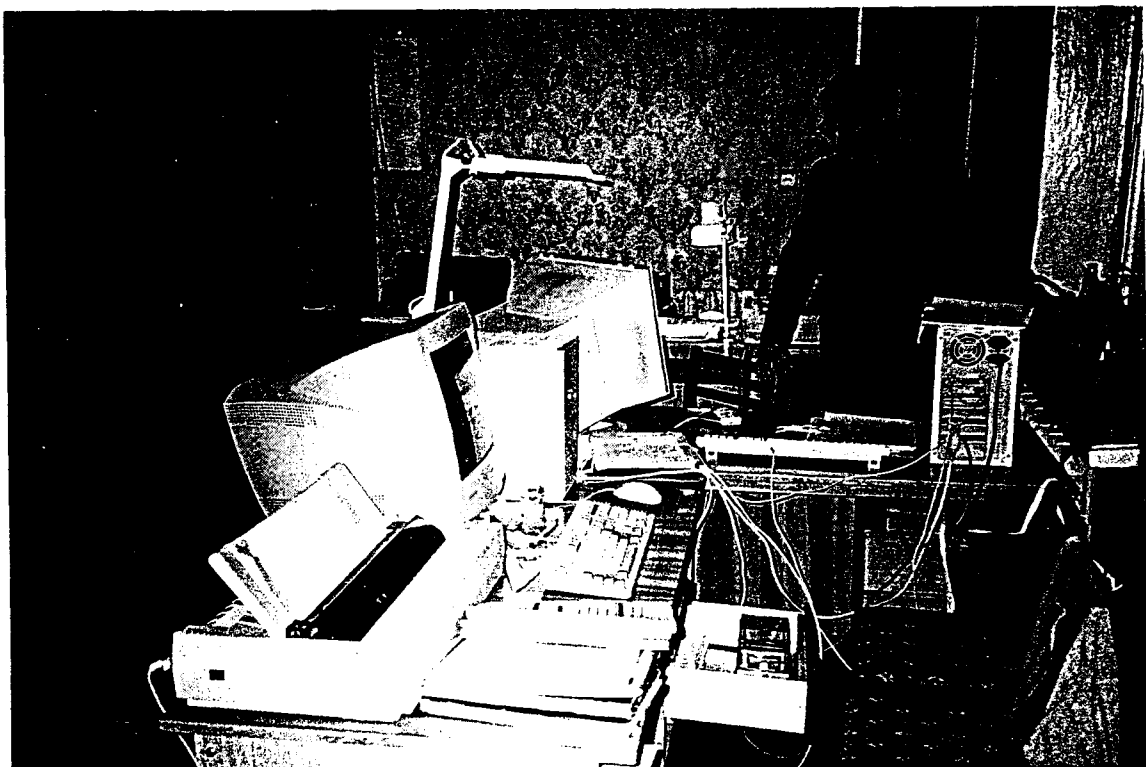
The technical staff is continuing with the digitizing of 1:500, 1:1000 and 1:2000 mapping to complete a digital database for the whole City. The process is slow because of a lack of technology (computers, digitizers and software).

The City is using a combination of AutoKa and MapInfo to produce and display the property information.

There is a total staff of 11 people in the City Committee; there are 4 staff members that do registration and 7 technical support staff.

The City requires more technology to speed up the process of completing the registration of all lands within its jurisdiction.

Murmansk Project Office, City of Murmansk



Meeting at the Murmansk Regional Land Surveying Enterprise

Monday, August 3, 1998

Mr. Valadimir Vurakin Director of Murmansk Land Surveying Enterprise

Mr. Sergey Galubkin Murmansk Region Committee for Land Resources and Land Surveying,
(Rosneezemproject)

The mandate of the Land Surveying Enterprise is to fulfil the land survey works for the Murmansk Region.

The Enterprise is self-financing, employs 21 people and has been operating for 35 years. All work is done on a contract basis.

The Enterprise operates over the entire territory of the Murmansk Region and focuses on the following areas of business:

- Aerial Surveying (Geobotanical surveys of Reindeer population)
- Cadastral surveys
- Building inventory
- Land surveying
- Digital mapping

The Enterprise has been involved with the Sida Projects since the initial project started. It has been responsible for data collection, analysis, and preparation of documents for the land plots distributed by the Land Resource Committee.

The Director of the Enterprise claims that the Sida Projects have been of great benefit to his organization. His staff has received training in modern technology and in surveying methods to support private ownership of land. The Enterprise has also received state-of-the-art surveying equipment that has been provided by Sida and Roscomzem.

Mr. Vurakin suggested that AutoKa needs improvements. (The same problems as those presented by several other project sites and documented earlier; program crashes when the number of traverse points exceed 20, incompatibility with MapInfo, not enough Russian documentation).

Recent Sida Evaluations

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Department for Democracy and Social Development
- 98/12 The Asian Regional Research Programme in Energy, Environment and Climate. J M Christensen, G A Mackenzie
Department for Research Cooperation SAREC
- 98/13 Selected Aspects on the University System of Nicaragua. Yolanda Rojas, Jörgen Dahlgren
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- 98/14 Expanded Programme on Immunization in Zimbabwe. Per Anders Björkman, Davies Gordon Dhlakama, Birger Carl Forsberg
Department for Democracy and Social Development
- 98/15 Community-based Rehabilitation Programme in Zimbabwe. S Chidyausiku, J Munandi, M Marasha, D Mbadzo, F Mhuri, H Oppelstrup, C Nleya
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