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Sida Decentralised Evaluation

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Evaluation of Confidence in Georgia

Final Report

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The views and interpretations expressed in this report are the authors' and do not necessarily reflect those of the Swedish International Development Cooperation Agency, Sida.

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Abbreviations and Acronyms

CORS	Continuously Operating Reference Stations
EU	European Union
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit
GNSS	Global Navigation Satellite Systems
GPS	Global Positioning System
INSPIRE	Infrastructure for Spatial Information in Europe
NAPR	National Agency of Public Registry
NSDI	National Spatial Data Infrastructure
ToRs	Terms of Reference
WP	Work Package

Preface

This evaluation was commissioned by the Embassy of Sweden in Georgia and undertaken by a three-person team from NIRAS during May and June 2019. The evaluation team consisted of Ian Christoplos (team leader), Joseph Salukvadze (team member), and Thomas Dubois (technical expert).

Emelie Pellby managed the process at NIRAS. Niels Dabelstein provided the quality assurance.

The Evaluation Team wishes to thank the staff of the National Agency for Public Registry and the Swedish Mapping, Cadastral and Land Registration Authority (Lantmäteriet) for the strong support throughout the assignment.

Executive Summary

Confidence in Georgia is a Swedish funded programme wherein the Swedish Mapping, Cadastral and Land Registration Authority (Lantmäteriet) has supported the Georgian National Agency for Property Registry (NAPR) since 2015 to develop capacity for land administration through a range of initiatives including:

- Land and property management
- Data sharing and the establishment of National Spatial Data Infrastructure (NSDI)
- Geodesy, mapping and addressing
- Information quality and statistics
- IT development
- Project management and administration
- Pilot support to an addressing model for rural settlements
- Data processing and E-archiving

The **purpose** of this end-of-programme evaluation is to:

1. Help the Embassy of Sweden and its partner NAPR to assess progress to learn from what works well and what challenges remain;
2. Assess whether Sida should consider further support to NAPR; and
3. Explore how better sustainability of results could be achieved.

The evaluation has the following findings:

On relevance:

- The approach taken and the priorities of NAPR indicate that the programme has been highly relevant for contributing to European Union (EU) integration and approximation.
- The programme may be relevant to Georgian policy goals focused in economic development, but the lack of empirical analysis of assumptions about how property registration (and the other aspects of land administration addressed by the programme) can contribute to economic development in the Georgian context means that this ‘narrative’ cannot be confirmed. There are other significant constraints to investments in land and production that cannot be addressed by those aspects of land administration under the mandate of NAPR.
- Relevance to Swedish policy objectives of contributing to gender equality, environmental sustainability and public transparency are clearer. Assumptions about relevance to poverty alleviation, as with overall economic development, are judged plausible but not possible to confirm.

On effectiveness:

- Overall, Confidence in Georgia has helped NAPR to become a stronger organisation in terms of internal structures, institutional relations (with other public authorities), as a service provider, and also with regard to its skilled and committed human resources.
- Much of this success can be attributed to the trusting and collegial relationship with Lantmäteriet, which has provided NAPR with high quality, timely and appropriate support throughout the programme period.
- Particularly with regard to developing a Geoportal in line with EU standards, and related data sharing with collaborating agencies, the programme has been highly effective in creating appropriate systems and also instituting attitudinal changes regarding exchange and cooperation.
- The Geo-CORS satellite-positioning network facilitates the possibility to access accurate, reliable and lower cost surveying. This is very important when building a cadastre.
- A commitment to quality is well established within NAPR. However, current and potentially increasing strains on the organisation may weaken capacity to maintain these commitments.
- NAPR's advancements in IT and support to other agencies are known across the government and contribute to NAPR's capacities to innovate and to the agency's very positive reputation.
- Successful programme support for creating a system to assign addresses in rural settlements has led to the government providing additional resources and scaling up this initiative nationally.
- With regard to the overall development of NAPR as an organisation, the Evaluation Team judges that Confidence in Georgia has made a significant and notable contribution. However, this is not a linear nor stable process since organisational development relies on both strengthening and retaining human resource capacities. The latter has proven particularly difficult. Furthermore, rapid technological development in a field such as this creates needs for continuous staff retraining, introduction of new software (and sometimes hardware), and ability to shift resources to new areas when, for example, cooperation with other agencies reveals new needs for data cleaning or systems compatibility.

Regarding impact, the evaluation found that:

- Confidence in Georgia may have contributed to economic development, but this assumption has not been empirically assessed. Given the existence of major obstacles to creating a dynamic property market that are outside of NAPR's sphere of influence, this is an area that deserves closer analysis.
- A reason for this is that, to generate impact, land administration needs to be linked to measures to promote more profitable, equitable and environmentally sustainable land use. These measures are not within NAPR's mandate. With regard to disaster risk reduction, there are signs that the work with data sharing and the Geoportal is starting to show potential of generating real impact.

With regard to agriculture however, the unaddressed need for land consolidation may limit the extent to which property registration can lead to economic development and poverty alleviation.

- Impacts from the addressing component have been reported to be considerable for improving the quality and efficiency of postal services, access to ambulances, access to identification cards, and providing a means to better verify the voter registry. The NAPR team has worked closely and pragmatically with municipal authorities to work around unsolved issues such as municipal boundaries. Particularly where there are inter-ethnic or historical tensions, conflict sensitivity and ability to draw on the local knowledge of municipal authorities have been essential.

Regarding sustainability, the evaluation found that:

- Transfer of knowledge and attitudinal changes are likely to prove sustainable if NAPR can maintain a focus on quality and retain key staff.
- Staff retention is the greatest threat to the sustainability of the programme results. This relates to factors outside the control of the programme or NAPR more generally.
- Pressures to scale up programming, such as tentative plans to expand systematised property registration to national level, may also have negative impacts on the sustainability of commitments to enhanced quality.
- The relatively intense level of technical assistance provided by Lantmäteriet has been appropriate during the programme itself, but going forward, avoidance of a dependency relationship would be best served by a shift to a narrower role.
- It was not possible to assess higher-level government ownership for the programme. Nonetheless, interviewees stressed NAPR's strong reputation across the government, and the scaling up of the addressing pilot suggests that, where results are visible and concrete, NAPR can mobilise government resources to expand initiatives started with support from Confidence in Georgia.

The evaluation has **concluded** that Confidence in Georgia demonstrates several characteristics of effective and potentially sustainable programming for improved land administration. This includes:

- Confidence in Georgia has been a clear example of a large and flexible programme that can achieve significant results by 'going with the grain', i.e., contributing to achievements related to government commitments.
- Integration and approximation with the EU are also major drivers of these commitments. The programme has been well placed to build upon and contribute to achievements related to EU integration.
- However, property registration is just one part of the puzzle. Despite impressive first steps in collaborating with other government agencies and municipalities, there is a limit to the extent of how NAPR can address deficiencies and data quality/quantity gaps among other actors.

- Human resource challenges related to competition on the job market for senior staff, and gaps upstream related to lack of higher-level education in relevant fields, are not possible to address in a programme such as this.
- The lack of engagement from the Ministry of Justice in the evaluation is of concern.
- The impact of the programme on economic development, equity and environmental protection and sustainability has been taken on faith by programme stakeholders, rather than anchored in empirical analysis. The programme has not been designed to encourage (and finance) a ‘step back’ to empirically analyse actual impacts.
- In order to achieve greater impact, it will be important to explore alternative modalities to complement the single agency ‘technical assistance’ approach applied in Confidence in Georgia. This could involve a different type of umbrella to bring together coordinated support to other government agencies and municipalities.
- The need for land consolidation is a central aspect of an impactful evolution from land administration to generating equitable economic development through improved land management and governance.

Recommendations from the evaluation can be summarised as suggesting that:

- NAPR should request (and the Embassy of Sweden should endorse) a six-month extension in order to consolidate programming that is still underway and to plan for a future programme.
- Plans for future engagements should give priority to those areas that more directly apply land registration to land management and governance through data sharing and building on emerging relationships with other agencies.
- A component should be included in future support to the land sector to fund research on the impacts of land registration on economic development, environmental protection and more equitable development; also possibly including comparative analyses of international experience with land consolidation which may be applicable to Georgia.
- In the future, priority should be given to continuing the development of the NSDI (National Spatial Data Infrastructure) and Geoportal to promote data sharing, including earmarked resources for technical support to facilitate the maintenance, cleaning and updating of data among collaborating agencies.
- NAPR should explore ways to work more with regional partners from other national land administration agencies for exchange and technical assistance where appropriate, while maintaining a strong relationship with Lantmäteriet on selected topics.
- The Embassy should engage in a dialogue with other donors involved in support to environmental protection and disaster risk reduction (and possibly other land use issues) to identify possible mechanisms (e.g., via the United Nations Development Programme) to provide targeted support to build on the synergetic linkages that have emerged in the current programme.

- The Embassy should remain constructive but cautious regarding eventual roles relating to national systematised registration so as to maintain a primary focus on developing and maintaining NAPR capacities.

1 Introduction

1.1 PURPOSE OF THE EVALUATION

According to the Terms of Reference (ToRs), the purpose of the evaluation is to:

1. Help the Embassy of Sweden and its partner the Georgian National Agency for Property Registry (NAPR) to assess progress of an on-going project to learn from what works well and what challenges remain;
2. The consultant should come up with assessment if Sida should consider further support to NAPR; and
3. How better sustainability of results to be achieved.

The ToRs proposed the following evaluation questions:

Effectiveness

- To what extent has, the project contributed to intended outcomes? If so, why? If not, why not?
- To what extent is, the Swedish funded project coordinated with that of other donor-funded assistance to NAPR, in order to optimise the effects of all support to the NAPR?

Impact

- What is the overall impact of the project in terms of direct or indirect, negative and positive results?
- What real difference has the project made to the beneficiaries – general public at large, businesses, different institutions?

Sustainability

- To what extent will the benefits of the project continue after the project completion?
- What is the level of project ownership from Georgian side, are they ready to build on the project achievements and carry on?

In the inception phase of the evaluation, the Team suggested that the following questions be added:

Relevance

- To what extent has the focus and design of the programme been appropriate so as to reflect national and international guidelines, principles and commitments related to equitable land administration, management and governance?
- What would be needed in order to enhance the likelihood of achieving outcomes in line with international guidelines, principles and commitments related to equitable land administration, management and governance?

1.2 BACKGROUND

Confidence in Georgia is a Swedish funded programme wherein the Swedish mapping, cadastral and land registration authority (Lantmäteriet) has supported NAPR since 2015 to develop capacity for land administration in a range of areas referred to as ‘Work Packages’ (WPs):

- Land and property management
- Data sharing and the establishment of National Spatial Data Infrastructure (NSDI)
- Geodesy, mapping and addressing
- Information quality and statistics
- IT development
- Project management and administration
- Pilot support to an addressing model for rural settlements
- Data processing and E-archiving

Confidence in Georgia reflects the priorities of the Results Strategy for Sweden’s Reform Cooperation with Eastern Europe, the Western Balkans and Turkey 2014-2020 (Swedish Ministry of Foreign Affairs 2014), in particular increased economic integration with the EU and a functioning market economy, particularly: “Partner countries better fulfil the EU requirements for entering into and applying association agreements, including deep and comprehensive free trade areas”. The project is also intended to contribute to more efficient public management in order to implement reforms for EU integration and delivery of higher quality public services, based on principles of non-discrimination and equal rights and with reduced corruption. Given the importance of land issues in ensuring gender equality and addressing conflict risks, enhanced land governance is important for achieving Swedish and Georgian policy goals related to gender equality as well.

The programme has been implemented against a background of steady progress towards more efficient systems of public administration, greater transparency and ease of doing business in Georgia. Sweden has supported these processes through a comprehensive set of programmes, most of which rely on twinning arrangements with Swedish public authorities (Markensten and Devine 2014). Confidence in Georgia has been anchored in technical assistance and coaching from Lantmäteriet (the Swedish mapping, cadastral and land registration authority), and builds on earlier cooperation between the two agencies.

Confidence in Georgia supports NAPR, which was established in 2004 under the Ministry of Justice for purposes of property administration in both the rural and urban areas. NAPR manages all data related to property—cadastral, legal and economic—within a unified registry system. The Ministry of Justice is responsible for strategy formulation and legislation for the property administration sector, while the Ministry of Economy and Sustainable Development has the mandate for land policy and real property analysis, the Ministry of Regional Development and Infrastructure for spatial planning and the Ministry of Environmental Protection and Agriculture of Georgia monitors agricultural land use practices and

ecological issues, including issues related to flood and landslide risks. Municipalities also have responsibilities related to land use and disaster risk reduction. As may be apparent from this array of national agencies and local government actors involved in leveraging property registration (i.e., land administration) for decisions and actions related to land use and land governance, the impact of Confidence in Georgia is dependent on broad exchange and coordination.

NAPR also works with a network of private sector actors responsible for property registration and transactions consisting of approximately 300 notaries, 70 surveyor companies and six banks, though an increasing proportion of transactions are being registered by citizens at Public Service Halls in Tbilisi and across the country.

1.3 METHODS

The evaluation has followed a theory-based design, assessing programme performance against what the Team has distilled as the overall theory of change based on interviews, review of policy, strategy and guidance documents, and analysis of reporting. The approach has been one of ‘realist evaluation’ focused on ‘contribution’, involving recognition of the realities of the changing political and economic context in Georgia and how these impact on the ‘theories’ and assumptions about how changes in land administration can be expected to ultimately influence land use and economic development. We have also sought to understand the assumptions behind how the programme expects to contribute to gender equality, poverty alleviation, inclusion, environmental protection and transparent governance.

A working hypothesis of the evaluation has been that enhanced land administration, management and governance are cornerstones of efforts to pursue objectives of public accountability, transparency, non-discrimination and public participation. However, the ‘realism’ of these goals being achieved is reliant on NAPR being able to operate effectively given limited resources for recurrent costs and weak staff retention in an increasingly competitive job market.

The NAPR Strategy (NAPR 2018a) emphasises activities and outputs, with a ‘missing middle’ in relation to explicit description of how these activities and outputs are expected to contribute to higher-level goals. The approach used in the evaluation has reflected the importance of exploring this gap as a basis for considering and designing future programmes.

The accessible components of the Geoportal were analysed by viewing selected data layers (orthophotos and parcel boundaries) in randomly selected locations in urban and rural areas. Of the different portals and ways to access the geodata (NSDI- and map portals), the *map portal* was chosen since it has free access and also displays the desired data (orthophotos and the cadastre). By using the automatic translation by Google Translate, it was possible to

understand menus and instructions. In addition, the Geo-CORS network could be analysed by using the online services of the NAPR website.

The evaluation began with extensive document review and interviews with the Embassy of Sweden and Lantmäteriet. This was followed by fieldwork consisting largely of semi-structured interviews with different categories of stakeholders.

Interviews were primarily with NAPR staff, both from the leadership and those directly involved with the individual work packages of Confidence in Georgia to understand their perspectives on the extent to which they are able to utilise/scale-up (both now and in the future) the innovations being implemented, how these changes are being integrated into NAPR's overall organisational culture, institutional structures and services, and their ownership of these processes. The different dynamics inherent across the eight work packages have been analysed in relation to different theories of change, technical challenges, human resource factors, potential for stimulating inter-agency collaboration and contextual challenges. As such, the eight work packages have provided ample opportunities for contrasting and triangulation of findings and arriving at a broad overview of the meta theory of change of the programme.

The Evaluation Team intended to interview representatives of the Ministry of Justice to seek to understand their assessment of the relevance of the overall changes underway for their work in EU integration and achieving the goals outlined in the theory of change. This was expected to be important for understanding political will and commitments towards the land sector. Unfortunately, the Team was unable to arrange any interviews at the Ministry.

Interviews were also performed with Lantmäteriet, which included both a discussion around general topics such as quality control, difficulty in combining old and new data, training of staff, their tendency to move to the private market and future support possibilities. Specific technical issues (including examples from sample data) were discussed with Lantmäteriet and NAPR staff.

A fourth set of interviews were with other actors. One group were donors, wherein representatives from the World Bank, the Norwegian Mapping Authority and GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit) were interviewed. Representatives of the private sector interviewed consisted of one surveyor, one notary and one private registration agency, which, although a limited sample, provided some perspective on how they perceive the impacts of changes underway in relation to different objectives.

The fifth set of interviews was with representatives of four other government agencies and one local government official who have collaborated with NAPR so that the outputs of the programme could be leveraged to contribute to higher-level outcomes.

Finally, the Team devoted one day of the fieldwork to visiting a NAPR field office to ‘ground truth’ evidence with perspectives from those applying (or benefiting) from the changes initiated by the programme.

1.4 LIMITATIONS

Given the ‘missing middle’ factors that have been formatively explored in the evaluation, stakeholders have inevitably speculated about plausible future outcomes in relation to e.g., equity, gender equality, environmental sustainability, public accountability and transparency, etc. The evaluation judges that this was important to record and analyse for future planning, even if these ‘opinions’ have in many instances not been possible to corroborate. Interviewees acknowledged that some of their views on higher-level goal achievements were speculative.

Another main limitation was the limited extent to which it was possible to assess client satisfaction and otherwise ‘ground truth’ findings related to outcomes and impacts among the end users of NAPR services. Lack of existing monitoring data and lack of time in the field have meant that direct empirical evidence was limited and the Evaluation Team has had to rely on the (admittedly biased) views of staff and stakeholders. This was also complicated by the fact that services are in many instances provided by other actors (notably the Public Service Halls), and it was therefore recognised that client satisfaction was reliant on the work of other actors than just NAPR.

A third limitation was that, as noted above, the Evaluation Team was unable to meet with the Ministry of Justice to assess their ownership of the programme.

A final limitation was that contacts with the private sector were very limited. Interviews conducted were highly illustrative and informative, but findings could not be corroborated through a wider sample.

2 Findings: Relevance

2.1 RELEVANCE IN RELATION TO EU INTEGRATION

When reviewing the reporting for the programme it was noted that specific reference to how EU integration was being promoted was relatively rare. The Evaluation Team therefore emphasised exploring this further during the data collection in the field. Interview respondents were very explicit about how they were consciously leveraging the support from the programme to work towards EU approximation and general integration with European norms. This was apparent in all areas of the programme, but the Evaluation Team judges that this arose as being of particularly striking importance with regard to efforts to align with the EU's Infrastructure for Spatial Information in Europe Directive (INSPIRE) and data sharing via NSDI and the Geoportal, i.e., WP2. Examples of Confidence in Georgia's contributions included:

- Awareness of what EU integration entails
- Technical skills related to EU norms and procedures
- Infrastructure in order to gather, manage and share relevant data
- Inter-agency collaboration across Georgian government agencies and an understanding of implications for (largely future) collaboration with EU institutions
- Confidence in NAPR's ability to live up to EU norms

Furthermore, NAPR staff and also stakeholders from other government agencies stressed that NAPR's work was a good practice example and consisted of useful technical knowledge that motivated them and provided practical examples for their own efforts. The programme thus has had a notable diffusion effect.

2.2 RELEVANCE IN RELATION TO GEORGIAN POLICY OBJECTIVES

Georgian policy objectives strongly emphasise inclusive economic development. The vision for development is described as follows:

Economic policy of the Government of Georgia is based on three main principles. The first principle implies ensuring fast and efficient economic growth driven by development of real (production) sector of the economy, which will resolve economic problems that exist in the country, create jobs and reduce poverty. The second principle implies implementation of economic policies that facilitate inclusive economic growth – it envisages universal involvement of the population in the economic development process (including Diaspora, migrants, ethnic

minorities and other groups), prosperity for each member of society through economic growth, their social equality and improvement of the living standards of population. The third main principle is based on rational use of natural resources, ensuring environmental safety and sustainability and avoiding natural disasters during the process of economic development. (Government of Georgia 2015:3)

The Evaluation Team noted some anecdotal evidence that supports the notion that the work of Confidence in Georgia is relevant for contributing to economic development. It is thus plausible that the programme is relevant for achieving these goals. However, there are many intervening factors that impinge on the likelihood that effective and efficient property registration focused land administration efforts will create a dynamic land market that, in turn, will lead to economic development. Most importantly, for a land owner to use their land title to invest in agricultural production it will in most cases be essential that existing parcels be consolidated to a greater extent to make investments worthwhile. Land in Georgia is extremely fragmented and responsibilities to influence most aspects of land *use* (as opposed to land *administration*) are currently not well defined in Georgian government structures. Although a former Chairman of NAPR identified the urgency of these issues (Egiashvili 2007?), it was widely acknowledged that it was beyond mandate of NAPR to address this problem alone.

In sum, the programme can be seen as relevant for *contributing* to Georgian policy objectives, but this relevance inevitably relates to the need for reforms being made well beyond the scope of the programme and even the remit of NAPR.

2.3 RELEVANCE IN RELATION TO SWEDISH DEVELOPMENT COOPERATION GOALS

Swedish development cooperation objectives for Eastern Europe mirror Georgian policy goals in relation to EU integration and economic development, discussed above. The first area of expected results is “Enhanced economic integration with the EU and development of market economy”, within which the second specific objective is “Competitive small and medium-sized enterprises make up a greater share of the economy.” (Swedish Ministry of Foreign Affairs 2014:3).

Of particular importance, Swedish objectives stress gender equality. Respondents in the evaluation share these commitments and have internalised commitments to these objectives. They apply a gender lens in their work and closely monitor the incrementally increasing proportion of registrations by women. The Evaluation Team judges that it is plausible that this is a way to contribute to women’s economic empowerment, though there is a dearth of empirical data to confirm whether this has been realised. It is also beyond NAPR’s mandate to engage in related actions to help women leverage their property ownership for economic empowerment.

Similarly, contributions to poverty alleviation are plausible due to more secure land title (along with subsidised support for registration to ensure that these services reach poorer households). The Evaluation Team judges that the addressing component has significant direct relevance for improving access to public and social services, including e.g., ambulance services, in rural areas.

Swedish policy objectives also emphasise environmental sustainability. It has been observed that the data sharing and geoportal initiatives of WP2 have triggered collaboration with the Ministry of Environmental Protection and Agriculture, which has begun to provide a more empirically sound cross-ministerial effort to work towards environmental protection and disaster risk reduction. As such, the Evaluation finds that the programme is highly relevant in this regard.

Finally, programme relevance in relation to Swedish (and Georgian) goals of transparency and accountability is judged to be high, as property registration is a central component of current advancements in e-governance. Confidence in Georgia is part of a broader process in this regard, as the advances made have led to requests coming to NAPR to support IT efforts among other government agencies. This is a major source of pride and confidence in the ability of NAPR to innovate in enhancing transparency and accountability more broadly in the public sector. The transformation of NAPR from a formerly corrupt and moribund bureaucracy into what it is today is frequently cited by respondents as evidence of this process.

3 Findings: Effectiveness

3.1 WP1: LAND AND PROPERTY MANAGEMENT

The land and property management component has emphasised drafting of strategies, legislation and standards as a basis for a holistic approach to overall good governance in land registration and cadastre. As is perhaps inevitable in any public administration reform initiative, progress has been stymied at times by a range of obstacles and aspects of bureaucratic inertia. Nonetheless, the Evaluation Team judges that considerable progress has been made. Coaching from Lantmäteriet has been essential for both technical aspects and supporting overall direction and self-confidence among NAPR staff.

At the end of the programme, NAPR has an accepted strategy and has greater clarity and sense of direction internally, as well as having a stronger profile externally. Achievements include the approval of the NAPR Strategy 2019-2020, significantly increased property registrations from approximately 40 percent to approximately 60 percent, growing clarity in cadastral procedures, increasing proportions of land registered by women, greater inter-agency collaboration (discussed further below), and general greater transparency in land administration.

3.2 WP2: DATA SHARING AND ESTABLISHMENT OF NATIONAL SPATIAL DATA INFRASTRUCTURE

The emphasis of this component has been on introducing both the tools and, even more importantly, a new culture of sharing information across ministries and with the public. At the time this report was drafted, the completed Geoportal (i.e., the ‘crowning glory’ of the component) was about to be launched. NSDI efforts were still under-way. Despite a range of challenges and delays, not the least with regard to maintaining momentum in IT capacities inside NAPR and among partner agencies, WP2 can be seen as exemplifying the most dynamic aspects of the programme.

Environmental protection concerns, including the emergence of systems to share data for flood and hydrological risk mapping, are concrete manifestations of this. Joint efforts to clean and share data, and develop new systems for collaboration with the Ministry of Environmental Protection and Agriculture (together with a range of municipal authorities, including Tbilisi) exemplify both the potential and the challenges.

NAPR has developed the capacity to lead on these efforts. However, in order to achieve outcomes at scale the Ministry of Environmental Protection and Agriculture must overcome other capacity and financial capacity constraints. Flexibility in Confidence in Georgia has provided a basis for starting this process, but solutions will ultimately be reliant on coordinated support from the Ministry of Environmental Protection and Agriculture, the municipalities that have been engaged, and their various donors.

Serendipitous emergence of cooperation with the National Agency for Cultural Heritage Preservation suggests that there is good potential for further inter-ministerial data sharing, and that there is a readiness to innovate and break out of past insular attitudes.

The Georgian geodata is made available through different portals, i.e., the *NAPR map portal* (<http://maps.napr.gov.ge>) and the *NSDI geoportal* (<http://geoportal.gov.ge>). For the evaluation, the *map portal* was selected since it is easy to access and as it has no login procedure at present and includes the data selected for evaluation (orthophotos and cadastral boundaries). In addition, in the evaluation interviews Lantmäteriet advisors suggested that the map portal was the “preferred way to view the geodata”.

The Evaluation Team has tested some accessible components of the Map Geoportal and found it to be a highly accessible, useful and well developed tool. Through easily understood settings and instructions, it is possible to view data with different background information (topographical maps, orthophotos, etc.) and to extract cadastral information (see figure 1). Although the Geoportal instructions are in Georgian, it was possible with Google Translate activated to understand the instructions and data in other languages.

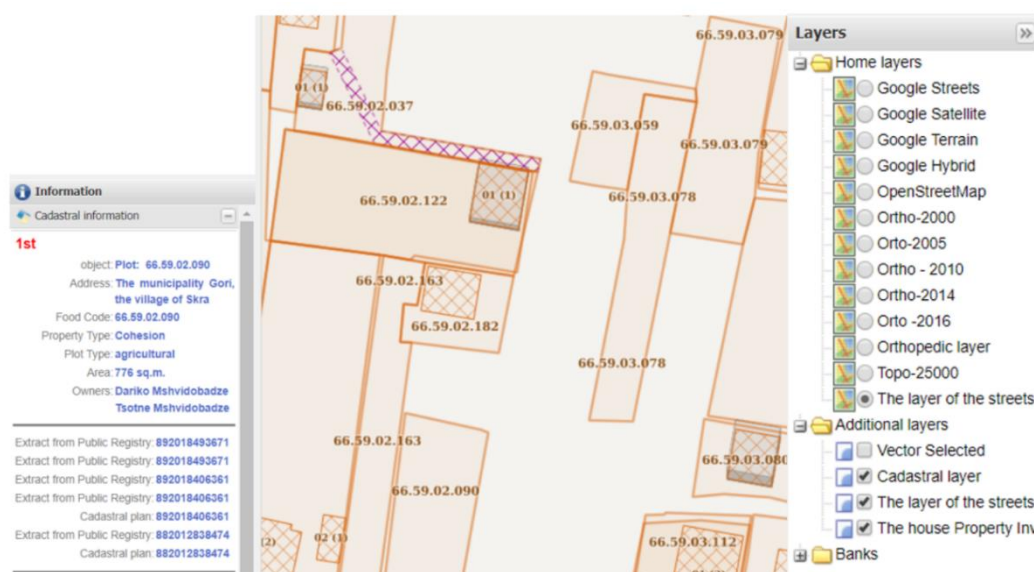


Figure 1: Display of selected cadastral information and background layers in the NAPR Geoportal.

The Georgian NSDI database has been developed by NAPR with continuous support from the Confidence in Georgia project, and is planned to be officially launched as a web portal (separate from the Map Geoportal) later during 2019. The NSDI follows the INSPIRE (*IN*frastructure for *S*patial *I*nfoRmation in the *E*uropean *C*ommunity) directive and the standards from the EU Commission Regulation (Ec) No 1205/2008 of December 3, 2008. The NSDI metadata (a set of data that describes and gives information about other data) profile is extended in relation to the INSPIRE profile. The extensions have been made following ISO standards and national initiatives, in particular ISO 19115-1:2014. A comprehensive overview of the database structure and contents can be found on the Georgian NSDI homepage (<http://nsdi.gov.ge/en/>, available in English).

According to the NSDI website, the Georgian Government adopted (on October 9, 2013) Resolution #262 on setting up a State Commission for establishment and development of National Spatial Data Infrastructure (Amendment #101 Resolution). It created the following structure to administer and maintain the database:

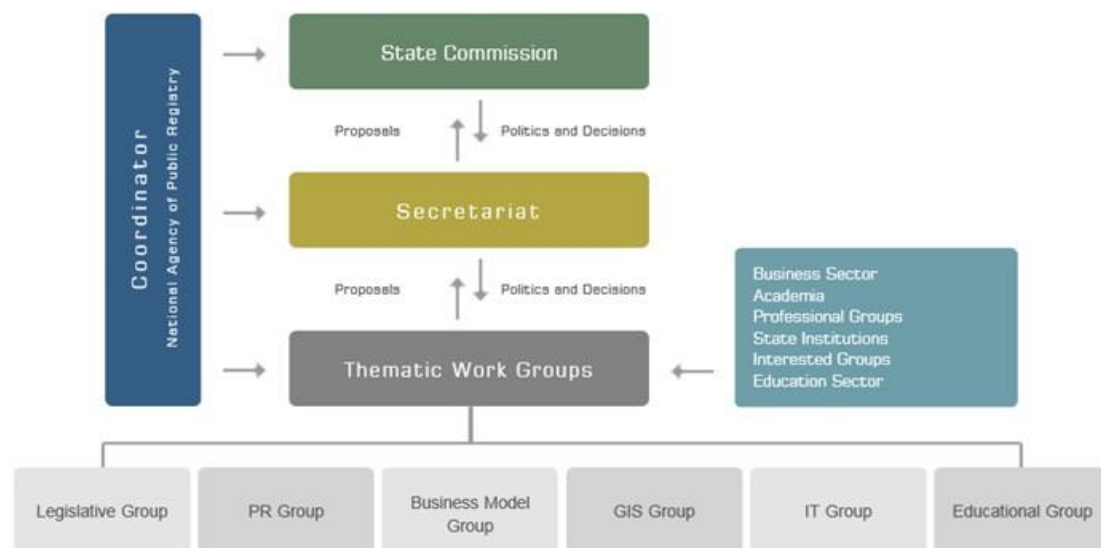


Figure 2. The NSDI administrative structure.

The structure was found by the evaluation team to be very well organised and also followed the appropriate standards (both national and international) which will facilitate further development and data exchange. The NSDI website was also found to be very informative, with proper illustrations and document links. Further support may be needed to ensure that information is accessible by stakeholders and authorities.

3.3 WP3: GEODESY, MAPPING AND ADDRESSING

This component included support to geodesy, cartography and addressing. Observations regarding addressing are presented in our analysis of WP7 below. In some respects, this component was concerned with generating much of the data required to undertake the sharing and Geoportal efforts of WP2. In other ways, it was about creating conditions for higher quality and more efficient cadastral survey data for actual land registration.

With regards to this cadastral survey data, WP3 has been implemented in coordination with support from the Norwegian Mapping Authority (Kartverket) through the project Maps for Sustainable Land management: Georgia Orthophoto (2015 to 2018), which mapped 40,000 square kilometres by using up-to-date orthophotos (referenced images where all distortions are corrected and where all parts have the same scale). This equals approximately two thirds of the country's total area of 69,700 square kilometres accessible territory.¹ The Ground Sampling Distance (image resolution on the ground, or smallest visible detail in the image) of the delivered imagery is defined to be 10 cm, which is excellent for most mapping purposes (including cadastral mapping). The project also aimed at developing a solution for “internet based accessibility to property maps and other maps for planning and development”.

In addition to the images, a *digital terrain model* (covering the orthophoto area) was created. It contains ground elevations and can be used for topographical map making as well as flood hazard modelling. A terrain model created by airborne laser techniques (LIDAR) was also included in a pilot project area, and covers 1,000 square kilometres. This is a very fast and accurate method that will probably be important in the future. Therefore, the technique was introduced by the project to give experience in creating and using the LIDAR data.

In November 2017, a second project (called *Maps for Sustainable Development in Georgia*) started, which is scheduled to continue until 2021. In this project, NAPR will create a total of 40,000 sq. km of vectorised maps supported by the Norwegian Mapping Authority. The second project builds the map production on the images from the first project.

¹ Source: website of the Norwegian Mapping Authority



Figure 3: Example of a 10-centimetre resolution orthophoto from 2015.

In conclusion, the main outcomes of the Norwegian support served as a base for the data collection part within WP3 (contributing with orthophotos) and the development of the Geoportal (by facilitating the accessibility of geodata). The role of Confidence in Georgia has been that of further developing the accessibility of these data and to support accurate data collection, storage and access with development of methods as well as practical guidance. Among many collaborations between the projects, the following can be noted (see NAPR 2018a):

- Development, use and training of modern process and information development tools.
- Data collection that could be used to make a new elevation model.
- Strategy for the development of modern topographic maps.
- Access to and training in using the Feature Manipulation Engine, which is used for data formatting and migration. The Norwegian project provided the software license and Confidence in Georgia performed training and supported user methodology.
- Consultancy missions regarding cooperation and additional technical support.

Confidence in Georgia has been responsible for the effective installation and operationalisation of an infrastructure for the Geo-CORS (Continuously Operating Reference Stations) network. The network consists of equipment that can receive positioning signals from satellites in the Global Positioning System (GPS) as well as other similar systems (the common title for all systems is Global Navigation Satellite Systems – GNSS). If the signals are received by one independent receiver (as in a

smartphone), the position accuracy is normally several meters, which is unusable for cadastral mapping. However, if correction signals are received by a radio link from a CORS network, some types of equipment can achieve centimetre level accuracy without the access to an own separate GNSS receiver on a known reference point. CORS therefore greatly reduces the surveying costs, increases the accuracy and decreases the risk of errors.

The Georgian CORS network currently consists of 24 stations, of which 23 are active at the time of writing. Ten of these were financed through Confidence in Georgia. Figure four below displays the distribution of the stations in the country together with an estimation of one of the major error sources (troposphere error residuals). The figure indicates that most of the country is well covered by the CORS network, and that the available accuracy is excellent for cadastral purposes in the covered area. Different error types and the average station accuracy are continuously updated at the NAPR GeoCORS website. This data shows that high accuracy readings are continuously available in most of the accessible parts of the country.

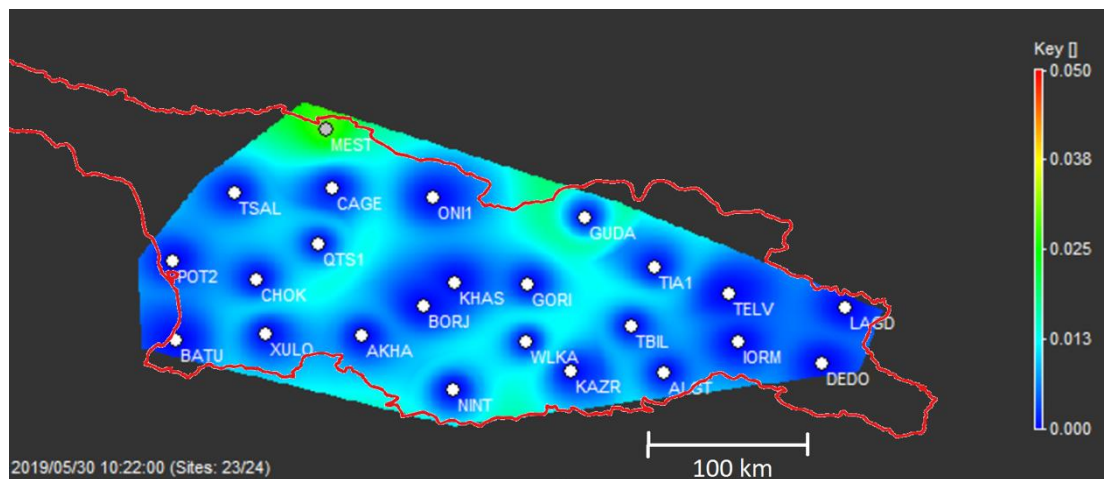


Figure 4: The current distribution of CORS and the approximate error from the atmosphere (the major error contribution) shown in meters by using the colour scale to the right (from NAPR website, with scale bar and approximate country boundaries added).

Interviews and reports show that more than 600 different surveyors have used the CORS service thus far, and that it delivers a very high accuracy (2-5 cm) and reliability (Confidence in Georgia 2018). Until now, the service is free for registered surveyors, but to cover parts of the costs for e.g., system maintenance there is a possibility to introduce a subscription fee in the future.

A very common problem is that when new technology is introduced and training is performed staff become very attractive on the private market. Due to this, there is a constant need for new, trained staff to keep the level of accuracy and speed in the data collection. This is a crucial factor in establishing and maintaining systems such as these.

While working well in terms of the technology itself, the use of this new technology for enhancing the quality and efficiency of cadastral survey work has been somewhat stymied by the challenges of engaging and developing the capacities of the private surveyors to use the technology. Long-standing problems remain in reconciling pre-existing land title documentation with data generated through the various surveying methods applied.

3.4 WP4: INFORMATION QUALITY, STATISTICS AND MASS VALUATION

During the course of the programme, Lantmäteriet has increasingly stressed the importance of promoting attitudinal changes to anchor concerns about quality firmly within NAPR and collaborating institutions. A strong Quality Management Team has been created with responsibilities for working across the organisation in instituting new standards and procedures.² A Statistics Committee also helps guide these processes and encourages agency-wide buy-in. The overall approach has focused on identifying problems in various parts of the property registration system and then bringing staff together through workshops or coaching to jointly identify and implement solutions. Follow-up is done to ensure that plans have been implemented and to see if these have been successful. This has been welcomed within the organisation and may have had spin-off effects within collaborating agencies (although this cannot be confirmed). Quality management procedures are new to Georgia, and interest is strong.

While generally successful, the Evaluation Team notes four current issues regarding these quality efforts.

First, quality management is reliant on factors well beyond the control of the programme. For example, the quality of interactions with clients is to a significant extent related to the quality of the services provided by the Public Service Halls (which, based on observation and reported client satisfaction monitoring data, appears to be excellent). In other words, the quality of NAPR's outward services is related to the overall development of e-governance in Georgia. Another aspect beyond the control of NAPR is that statistical quality depends on major investments in manpower to clean data. Decisions on making these investments are ultimately made at higher levels of government.

² Initial intentions to work with mass valuation were dropped from the programme, so the focus has been entirely on quality management and related statistical issues.

Second, the quality of data produced by private sector actors (primarily surveyors) is beyond the control of NAPR. Steps are being taken to address this, including a brochure for clients advising on how to engage surveyors and a soon to be released guidance for surveyors (implemented as part of WP1), but the incentives for attaining good quality standards in the private sector are difficult to influence.

Third, concerns were noted that the current World Bank financed pilot on systematised property registration has strained the organisation and may have shifted some attention to reaching quantity targets at the possible expense of attention to quality. This was disputed by some informants, but the Evaluation Team notes that if the pilot is scaled up to national level (as some observers expect to begin in the relatively near future) these strains will grow exponentially. The Evaluation Team cannot verifiably assess the likelihood of this risk materialising, but judges that it will be important to monitor when planning future initiatives.

Fourth, a problem, which has been very common worldwide when survey data from new, accurate technology is mixed with the existing cadastral data (originating from older, more inaccurate data or data using a mixture of collection methods), is that displacements, gaps and overlaps will occur. When viewing samples at the cadastral Geoportal, frequent gaps and overlaps of several metres between adjacent parcel boundaries are visible (see figure five below). Displacements and gaps could not be proven to be real errors just by viewing and analysing the Geoportal display samples, but in some areas, around twenty percent of the parcels appeared to have some of the mentioned problems. Local surveyors also express frustration when they find mismatching and contradictions between old and new data when they are involved in sporadic registration, and have difficulty in replacing the old data with new positions in the register. Authorities in turn claim that inaccurate data from some surveyors (using wrong data collection methods) is also a reason. Problems such as these have been a major justification for investing in systematised registration as this allows such discrepancies to be addressed in a more coordinated manner by surveying all the properties within a given geography simultaneously.

Currently NAPR is not recording gaps and therefore not correcting them. Existence of a gap is not considered as a basis for suspension of the registration process, because the issue is not regulated by the legislation. As for overlaps, NAPR states that an overlapping of 0.30 m is permissible, and that the overlaps on the external map are caused by publishing of the data in production on the external map. The previously registered data as well as the graphical data from ongoing applications are published on the external map.

NAPR currently has no specific plans or prioritised areas to enhance quality, but periodically conducts checking of field works done by private surveying companies. Cadastral data from 670 registration applications have been checked thus far.



Figure 5: Examples of gaps and overlaps in the cadastral database.

3.5 WP5: IT DEVELOPMENT

Lantmäteriet has provided intensive support to IT development throughout the programme. As a result, the NAPR IT department is seen as the strongest in Georgia and perhaps even in the region. The component supports the IT department within its two primary responsibilities. First, the department provides direct technical support to the other components of the programme in implementing their activities. Second, the IT department works to create an overall sustainable IT infrastructure and communications system across NAPR. The latter includes systems for communications between headquarters and field offices and also international communications (e.g., with Lantmäteriet advisors). NAPR and Lantmäteriet see the development of these communications systems to be a major success factor in relation to reducing their carbon footprint. These systems are reported to now be well in place but, in the IT sector, continuous maintenance and upgrading are of course essential.

Furthermore, in addition to its core-mandated tasks, the IT department also provides support to collaborating government agencies. This has been a key aspect of developing NAPR's reputation across the Georgian government as a leader in IT innovation and a model for other agencies. This is a major task though, as other agencies are currently far behind NAPR in the digitalisation process.

Despite being a clear success, the capacity of staff and ability to follow strategic plans and management procedures has fluctuated over time as staff have come and gone. Given the IT department's status as a 'lynchpin' in NAPR's work, this has had knock-on effects across the organisation. The government has shown ownership in providing additional IT investments and allowing some degree of flexibility in salaries and incentives to compete with the private sector for staff. The gap between higher private sector and lower public sector salaries remains. Confidence in Georgia

has enabled NAPR to provide some additional incentives for staff to remain with NAPR, such as training in new technologies and opportunities to dynamically discuss new ideas and approaches, but these are temporary inputs that cannot sustainably address these structural challenges.

3.6 WP6: PROJECT MANAGEMENT AND ADMINISTRATION

This component is largely focused on ensuring that the technical assistance from Lantmäteriet is appropriately managed. The Evaluation Team has noted that the intensity of support from Lantmäteriet has been considerable. In 2018 alone, six management visits were undertaken, including Project Steering Committee meetings, workshops and report writing. During 2017 and 2018, a total of 78 activities with Swedish experts involved were performed in Georgia. During the same period, 48 Swedish experts visited Georgia, and 93 Georgian experts visited Sweden. Eleven (11) local trainings and workshops were also performed.

In light of comparison with technical assistance projects internationally, it has almost come as a surprise to the Evaluation Team that NAPR reports no difficulties in absorbing this level of support. A very trusting and collegial relationship exists between the two organisations that has enabled fluid and close collaboration. Furthermore, the structure with managers for each WP within NAPR has functioned well. The Evaluation Team recorded universal appreciation for the responsiveness, speed and quality of support from Lantmäteriet.

However, the apparent ability and readiness to ‘call Lantmäteriet’ whenever a problem arises can also be seen as a sign of dependency. Given that NAPR is certainly a mature organisation at this point, the Evaluation Team judges that this should be seen as a concern moving forward when considering future initiatives.

With encouragement from Lantmäteriet, Confidence in Georgia has worked proactively to ensure gender equity in staff and the results have been positive. Progress has even been made in traditionally male dominated sectors such as IT where the proportion of women staff has increased from 20 percent in 2010 to 29 percent in 2016.

3.7 WP7: PILOT IMPLEMENTATION OF THE ADDRESSING MODEL FOR RURAL SETTLEMENTS

This pilot initiative served to fill a pre-existing vacuum in understanding of how to undertake addressing efforts that had existed since these responsibilities were transferred to NAPR in 2012. Staff at NAPR drew on technical support from Lantmäteriet to first develop an action plan and then begin visiting 650 pilot rural settlements in three regions to collect required information parcel by parcel. As experience grew, an addressing model was developed describing what information was needed, how to collect this information and how to create an address registry, including assigning street names and address numbers, identifying entrance points, purpose of buildings, etc. Close collaboration with municipalities was essential. These efforts started with using printouts and maps during the fieldwork, information that has since been digitalised. Currently, all information is now available online. The system draws on the property registration database, but is not directly linked. This means that addressing of non-registered property is also underway, and is not significantly affected by gaps in the property registry.

Confidence in Georgia financed and provided technical assistance for the pilot. After the pilot ended in 2017, a manual was created and software has continued to be developed to scale up the programme nationally. Teams have continued the work and currently addressing is complete in urban areas and half has been done in rural areas. This has been done with NAPR's own resources. This constitutes a notable success story in building from a pilot to national level without reliance on donor support.

Impacts have been reported to be considerable for improving the quality and efficiency of postal services, access to ambulances, access to identification cards, and providing a means to better verify the voter registry. The NAPR team has worked closely and pragmatically with municipal authorities to work around unsolved issues such as municipal boundaries and incorrect registration of houses (e.g., being linked to the wrong village). Particularly where there are inter-ethnic or historical tensions, conflict sensitivity and ability to draw on the local knowledge of municipal authorities have been essential.

3.8 WP8: PILOT DATA PROCESSING AND E-ARCHIVING

The title of this WP is somewhat of a misnomer. This WP was mostly about completing the digital archiving of past information. This was successfully finalised in 2017 and further efforts are not required.

3.9 OVERALL EFFECTIVENESS

With regard to the overall development of NAPR as an organisation, the Evaluation Team judges that Confidence in Georgia has made a significant and notable contribution. However, this is not a linear nor stable process since organisational development relies on both strengthening and then retaining human resource capacities. Furthermore, rapid technological development in a field such as this creates needs for continuous staff retraining, introduction of new software (and sometimes hardware), and ability to shift resources to new areas when, for example, cooperation with other agencies reveals new needs for data cleaning or systems compatibility.

Lantmäteriet has played a central role in helping NAPR to fill this gap during the course of the programme, but it cannot be said to provide a sustainable solution. Given growing competition with the private sector for senior staff, the positive trajectory thus far cannot be guaranteed in the future. NAPR is well aware of this and is taking some steps to mitigate these risks, but there is no overarching strategy of how retaining and retraining staff could be addressed in a comprehensive manner in the long-term.

Some of the main challenges relate to obstacles ‘upstream’ in the higher education system, where studies in relevant topics are not popular and new graduates are few. NAPR has used Confidence in Georgia resources to mobilise a significant level of on-the-job training to at least partially make up for the lack of appropriately educated staff entering the organisation. Though apparently relatively successful thus far, this is certainly not an ideal or efficient solution.

Of major concern, trained IT staff are not sufficient to meet the demand and the public sector cannot offer competitive salaries. As IT is in many respects the lynchpin of organisational effectiveness at NAPR, this is a major concern.

NAPR is actively reflecting over ways to address these issues through considerably greater outsourcing, drawing on Lantmäteriet advice about how this could be done. The World Bank financed pilot for systematised land registration has also been used to experiment with that they refer to as “hybrid” approaches with varying mixes of

public and private roles. An overall outsourcing strategy has not been decided though. There are two main sets of concerns that need to be addressed when designing a “hybrid” approach for the overall organisation. The first is related to data privacy, which constitutes an obstacle to outsourcing a large proportion of NAPR’s work. The second relates to cost, as the very factors that have led the private sector to offer higher salaries to NAPR staff have meant that outsourcing to the private sector may constitute a more expensive approach than undertaking these tasks in-house.

Despite these remaining challenges, interviews indicate an overall view that the technical competence of personnel has been greatly enhanced during the course of the programme. Access to new ideas (especially through coaching relationships with Lantmäteriet advisors) and a dynamic working environment goes some way to reduce the loss of staff. Retention of technical competence is more of a challenge in some areas than others due to the varying levels of competition from the private sector. Another factor that should be noted is that NAPR has had to concentrate training and financial resources on IT staff due to the extreme competition to retain these staff, but this causes frustration among other staff who feel overlooked and unfairly treated. This problem is certainly not unique to NAPR.

4 Findings: Impact

4.1 ENHANCED ECONOMIC DEVELOPMENT

As noted under relevance, the impact of Confidence in Georgia on economic development seems plausible, but it is far from certain. Existing international research into the contribution of land administration reforms to equitable economic development reveals significant disputes. A range of World Bank studies supports these notions, while a large body of academic and civil society analyses point to the mixed results. These more critical studies draw attention to the influence of historical and cultural factors in these processes, and the difficulties of ensuring that the investments in land that are encouraged by these changes benefit the poor.³

There is no existing Georgian empirical research on the ways that property registration and other aspects of land administration under NAPR's mandate have (or have not) enhanced economic development. The importance of property registration for economic development has been accepted 'on faith', and the existing narrative about the positive impact of property registration has not been questioned.

The Evaluation Team judges that this is problematic. The theory of change through which improvements in land *administration* can be expected to contribute to economic development requires consequent changes in land *management* and *governance*, i.e., land use. NAPR's work has some modest and largely indirect influence on land use, but this is largely outside of their mandate. There is somewhat of a vacuum in this area among Georgian public institutions. Formerly the State Department for Land Management had these responsibilities but it was disbanded and responsibilities have not been clearly redistributed. With regard to land use, there is a particular gap in responsibilities between NAPR and the Ministry of Environmental Protection and Agriculture.

At least with regard to agriculture, land use impacts are only likely to be achieved if land consolidation is undertaken. Massive land redistribution was undertaken in the early- and mid-1990s with equity and basic social welfare goals. This has had a lasting negative impact on productivity and profitability. Although the problems associated with extreme land fragmentation are now widely recognised, existing laws and norms have not yet created incentives for change. Promotion of cooperatives has had some positive impact in mitigating these problems, but this has been limited. Land

³ See e.g., landportal.org.

registration was expected to create a more dynamic market for land transactions, but from the limited information available, this does not seem to have happened.

Although seemingly insurmountable, earlier this year a new law on Agricultural Land Ownership was proposed.⁴ The Parliamentary Committee on Agrarian Issues has recommended that this law be complemented with an initiative to either work with existing structures within the Ministry of Environmental Protection and Agriculture or create an authority to analyse, based on international and local experience, what could be done about the land consolidation issue. This could create opportunities to promote actions that would enable economic actors and authorities to apply the advances that have been made in land administration through Confidence in Georgia to more appropriate land use with resulting enhanced impact.

4.2 ACCESS TO ENHANCED AND MORE EQUITABLE SERVICES

Although NAPR has not undertaken client satisfaction surveys, it is clearly plausible to conclude that access to services has been enhanced and made more equitable. Subsidies for property registration are claimed to enhance equity, and the Evaluation Team judges that this is highly plausible. Confidence in Georgia has not directly financed these subsidies, but the advances made have certainly enhanced the quality of these expanded services. As noted above, addressing has perhaps had the most tangible impacts, and is reaching rural areas that were otherwise isolated from service access. With support from the programme, women's property ownership has increased from 34 percent in 2015 (seven of 20.5 million registrations) to 38 percent (nine of 24 million registrations). The impact has thus been notable, though incremental.

NAPR provided the Evaluation Team with summaries of 12 interviews with farmers/landowners who received a state assistance for registering their properties as part of the programme for systematised registration. The respondents were from different regions of Georgia (Samegrelo, Imereti, Kartli, Racha-Lechkhumi). Satisfaction of clients was high due to the following:

- They were able to avoid burdensome bureaucratic procedures for collecting requested legal documents from different entities as that was done by NAPR. This dramatically decreased demands on clients and increased efficiency.

⁴ <http://www.parliament.ge/en/saparlamento-saqmianoba/komitetebi/agrul-sakitxta-komiteti/axali-ambebi-agraruli/agrul-sakitxta-komitetma-sasoflo-sameurneo-danishnulebis-miwis-sakutrebastan-dakavshirebit-sakanonmdeblo-paketis-inicireba-moaxdina.page>

- The cadastral survey and mapping was fast, precise and free for clients, which was satisfying and increased their motivation for registration.
- The overall process of registration was convenient for clients. They only had to write an application and provide documents at their disposal.
- Most of landowners were able to register several land plots/properties in a short period of time and without significant expenditure.
- Elderly people and low-income families, as well as women (taking over properties of their deceased husbands), benefited most.

There were a couple of cases wherein the registration motivated a landowner to invest in economic activities, such as setting up electricity and irrigation systems on their land, building greenhouses and warehouses. Sixty people were employed in one of such enterprises.

The programme has had less impact on the enhancement of quality services provided by private surveyors, as this is largely out of the control of the programme. Efforts made to address this (advising both clients and surveyors on quality issues) have been too recent to generate impacts, but the Evaluation Team judges that these are likely to be modest.

It must be noted that it has not been possible, within the scope of the programme and the range of access of NAPR, to extend services to conflict affected areas.

4.3 MORE TRANSPARENT, ACCESSIBLE AND EFFICIENT GOVERNANCE

NAPR's services are emblematic of the intentions of the Government of Georgia to enhance transparent, accessible and efficient governance, especially through e-governance. The transformation of NAPR from a worst-case example of bad governance began with its creation in 2004, before Confidence in Georgia, but the programme has been essential in consolidating and building on the advances that were made in the early years.

4.4 ENVIRONMENTAL PROTECTION AND SUSTAINABILITY

It is too early to judge actual outcomes in praxis related to environmental protection and sustainability. The Evaluation Team judges that the emerging links to disaster risk reduction efforts by the Ministry of Environmental Protection and Agriculture and various municipalities (especially Tbilisi) show great promise for helping to prepare for and respond to flooding and landslide risks.

These impacts will be dependent on the Ministry of Environmental Protection and Agriculture being able to mobilise resources to act on the data being shared by NAPR. It appears that this is underway to a certain extent, but hopes of making optimal use of the current collaboration may not be realised unless government and donor support is coordinated to assist efforts across the two agencies. This challenge should not be underestimated. Finally, it is also important to note that NAPR efforts to support emergency response to disasters has not yielded intended outcomes due to repeated changes in the government authorities responsible for this response.

5 Findings: Sustainability and Ownership

5.1 STAFF RETENTION

As noted throughout this report, staff retention is currently, and will presumably remain in the future, NAPR's greatest vulnerability. Sustainability will be a constant struggle in relation to retaining key staff in a highly competitive market for personnel. This is aggravated by the weak replenishment of human resources with relevant basic education from the universities, which is another structural factor that is beyond the scope of a programme such as this to influence.

There is even an additional concern in this regard if staff in the future are 'internally poached' to implement large initiatives such as a possible national scale-up of the World Bank financed systematised property registration, or if new legislation impinging on NAPR's role in business registration that is currently being considered is approved. The nature of changes that may be required to respond to these new challenges is not possible to predict, but is an element of assessing and monitoring future sustainability that should be considered.

5.2 SUSTAINABILITY OF KNOWLEDGE TRANSFER

Interviews brought out numerous examples of knowledge transfer from Lantmäteriet experts throughout the programme. Perhaps even more importantly, significant attitudinal changes were generated by the programme, such as commitments to quality management. These are likely to be sustained, not the least due to the strong ownership of these processes within NAPR. The shelf life of the specific technical skills imparted may be shorter given the rapid changes in the sector.

The success of the proactive and close 'gap filling' relationship that has emerged between NAPR and Lantmäteriet can be seen as demonstrating a significant level of dependency. By being able to trust that Lantmäteriet will 'send someone good', in a quick and flexible manner, NAPR has not had to develop strong systems to address gaps outside of existing staff capacities locally or with a broader range of sister land administration and survey institutions in Eastern Europe. This is cause for concern.

5.3 HIGH-LEVEL GOVERNMENT OWNERSHIP

The Evaluation Team did not have an opportunity to meet with representatives of the Ministry of Justice. It is recognised the NAPR acts with a high degree of autonomy, but the lack of engagement from the Ministry of Justice can nonetheless be interpreted as indicating cause for concern. However, in a wider perspective the Evaluation Team was repeatedly informed of the pride that the government has in NAPR's transformation and its status as a role model and service provider for other government agencies.

Furthermore, the example of the investments of government resources in scaling up the addressing pilot and the proactive ways that NSDI and Geoportal initiatives are being taken up by other government agencies to establish collaboration exemplify additional notable aspects of ownership.

6 Conclusions

6.1 WHAT WORKS

Confidence in Georgia demonstrates several characteristics of effective and potentially sustainable programming for improved land administration.

- Contributions have been both of significant magnitude and flexibility to ‘go with the grain’ of reform commitments within NAPR and the Georgian government to more effective, efficient, transparent public administration reform.
- This has been reinforced by a programme that is seen as relevant to EU integration and related needs for technological skills development and inter-agency data sharing and collaboration.
- Technical contributions such as the work with the Geoportal and CORS network were highly effective. The CORS network has a wide coverage and high accuracy, and the Geoportal is both user friendly and designed to continue to be dynamically developed.
- As a ‘trusted friend’ and repository of appropriate skills, Lantmäteriet has provided essential back-up for this process.
- Attitudinal change related to focusing on quality and meeting client needs has been achieved within NAPR, which ultimately may prove more sustainable than actual skills development (given that the latter has a limited shelf-life in a dynamic technological environment).
- Starting with property registration and NSDI/INSPIRE tools, it has been possible to ‘start the ball rolling’ in generating inter-agency efforts to achieve common goals, most notably as related to disaster risk reduction.
- The success in scaling up the addressing pilot demonstrates how central and local government commitments can be generated when benefits from a programme are visible and concrete.

6.2 LIMITATIONS TO THE CONFIDENCE IN GEORGIA APPROACH

Despite being a largely successful programme, the Evaluation Team recognises that there are some outcomes that cannot be achieved in an approach such as this. Most of these relate to the limited mandate of NAPR in relation to influencing equitable and sustainable land use and governance.

- Land administration is just one part of the puzzle. Despite impressive first steps in collaborating with other government agencies and municipalities, there is a limit to the extent of how NAPR can address deficiencies and data quality/quantity gaps among other actors.
- Human resource challenges related to competition on the job market for senior staff, and gaps upstream related to lack of higher-level education in relevant fields, are not possible to address in a programme such as this. Technical assistance from Lantmäteriet ultimately can only provide a temporary and partial solution to these challenges.
- The Evaluation Team recognises that NAPR is relatively autonomous in relation to the Ministry of Justice, but the lack of engagement from the Ministry in the evaluation is of concern.
- The impact of the programme on economic development, equity and environmental protection and sustainability has been taken on faith, rather than anchored in empirical analysis. The programme has not been designed to encourage (and finance) a ‘step back’ to empirically analyse actual impacts.

6.3 AREAS WITH POTENTIAL FOR FUTURE DEVELOPMENT

In light of these conclusions, and before making specific recommendations, the Evaluation Team wishes to highlight certain areas where future programming could be focused to achieve greater impact.

- Several of the WPs have proven dynamic, but some exhibit greater potential and need for further development than others. WP2’s support to data sharing and NSDI stands out as having made an important start, but will require further support in the coming years to achieve its full potential once the Geoportals is completely operational.
- In order to achieve greater impact, it will be important to explore alternative modalities to complement the single agency ‘technical assistance’ approach applied through Confidence in Georgia. This could involve a different type of umbrella to bring together coordinated support to other government agencies and municipalities. If this is not feasible, two (or more) linked programmes may need to be initiated.
- The need for land consolidation is a central aspect of an impactful evolution from land administration to generating equitable economic development through improved land management and governance. It is too early to judge whether it will be possible to support this in the coming years, but it is an area that deserves to be monitored and support provided if opportunities arise.
- Gaps, overlaps and shifts of parcel boundaries are common. It is therefore of high importance to check and edit the spatial data. A more comprehensive strategy for combining new, accurate data and older existing data with lower

accuracy is needed to be able to deal with topology errors and inconsistencies.

6.4 CONTEXTUAL RISKS AND UNCERTAINTIES FACING FUTURE PROGRAMMING

Plans for the future should be cognisant of certain risks and uncertainties that will need to be faced when planning for a possible future intervention.

- Given the potential scale-up of the systematised land registration pilot, there is a certain risk that Swedish support could become a back-up (or even a damage control) function in relation to the World Bank financed initiative, rather than a capacity development programme per se.
- If greater support was to be given to linking NSDI/Geoportal, efforts with disaster risk reduction that could mean entering a complicated inter-agency sphere with donor coordination and coherence issues.
- Uncertainties about whether new legislation will be approved and the implications for NAPR's future roles and priorities will demand a high degree of flexibility in planning in the coming months.
- The Evaluation Team is hesitant about drawing conclusions regarding government ownership in relation to readiness to cover recurrent costs, but this is of course a central concern for future programming.

7 Recommendations

7.1 RECOMMENDATIONS TO NAPR (AND LANTMÄTERIET)

1. NAPR should request a six month extension with an intention to develop future plans in two areas:
 - 1.a. Plans for future support should be narrowed to key areas, and move away from the current broad relationship between NAPR and Lantmäteriet, phasing out support in other areas. As part of this, NAPR should be assisted to strengthen nascent collaboration with other land administration agencies in the region.
 - 1.b. Plans for future engagements should give priority to those areas that more directly apply land registration to land management and governance through data sharing and building on emerging relationships with other government agencies.
2. In planning a future programme the following priorities should be considered:
 - 2.a. Stronger emphasis should be given to the NSDI and the Geoportal, including earmarked resources for (a) further development and completion of NSDI components, (b) continued attention to operationalising data sharing processes, and (c) technical support to facilitate the maintenance, cleaning and updating of data among collaborating agencies.
 - 2.b. NAPR should explore ways to work more with a broader range of sister agencies from the region for technical assistance where appropriate, while maintaining a strong relationship with Lantmäteriet on selected topics.
 - 2.c. Further efforts are needed to develop approaches to deal with both legal and technical inconsistencies in cadastral boundaries and issues related to the varying quality of newer and older data.
 - 2.d. Given observed quality issues, some form of association for surveyors could prove beneficial. If such an association is established in the future, resources to facilitate their initial efforts may be appropriate.

7.2 RECOMMENDATIONS TO THE EMBASSY OF SWEDEN

1. Requests for a six-month extension of the current programme should be positively considered if they include a careful phase-out from certain areas and planning of other engagements.
2. The Embassy should engage in a dialogue with other donors involved in support to environmental protection (and possibly other land use issues) to identify possible mechanisms (e.g., via the United Nations Development Programme) to provide targeted support to build on the synergetic linkages that have emerged in the current programme.
3. The Embassy should positively consider support to initiatives to undertake independent research into the impacts of land administration in relation to Swedish policy objectives, particularly environmental protection and more equitable development; also possibly including comparative analyses of international experience with land consolidation which may be applicable to Georgia.
4. The Embassy should strive, as much as possible, to remain flexible and attentive to emerging needs related to new legislation, particularly if opportunities arise to encourage land consolidation.
5. The Embassy should remain constructive but cautious regarding eventual roles relating to national systematised registration to maintain a primary focus on developing and maintaining NAPR capacities.

8 Annexes

8.1 TERMS OF REFERENCE



Terms of Reference for the Evaluation of the project Confidence in Georgia

Date: 2019.02.21

1. Evaluation object and scope

The project to be evaluated is **Confidence in Georgia** (55030068) which is funded by Sweden through the Embassy of Sweden in Tbilisi. The project is implemented by Lantmäteriet Swedish mapping, cadastral and land registration authority and beneficiary organisation is National Agency of Public Registry (NAPR) under the Ministry of Justice of Georgia. The activity period of the project is from 1 July 2015 – 30 June 2019 and total amount of the project is SEK 35,000,000.

Sweden's cooperation with Georgia is governed by Results strategy for Sweden's reform cooperation with Eastern Europe, The Western Balkans and Turkey 2014-2020. This project is aligned with the Strategy and contributes to the Result Area 1) Increased economic integration with the EU and a functioning market economy, namely to the following result: "Partner countries better fulfil the EU requirements for entering into and applying association agreements, including deep and comprehensive free trade areas (AAs/DCFTAs). The project also contributes to the other Strategy results, namely "Eastern Europe: A more efficient public management with the administrative capacity to implement reforms for EU integration" and "Delivery of higher quality public services, based on principles of non-discrimination and equal rights and with less corruption".

Over the previous eight years two successful Sida-funded projects: Management and Training Support Project for Registration and Cadastre in Georgia 2005-2008 and the project Capacity building for Improved Client Services 2008-2013; have contributed substantially to the improved land and property administration in Georgia. NAPR has extended its capacity in every aspect during this period.

The current project is a continuation of the work and results from the two projects. The project contributes to the area of land and property governance and administration in Georgia. The project builds general capacity in Georgia and direct capacity in NAPR to manage and care for the property sector which in turn is a crucial condition to reduce poverty, work in favour for equality and gender perspectives and to reduce negative impact on environment. The project implementation is based on cooperation and support to transfer and share experience and good advice between an experienced Swedish organisation and its Georgian sister organisation.

The following expected **impacts** are set for the project:

- Confidence in Georgia strengthened through improved public administration providing reliable and available land and other property information and related services.
- A well-developed land and property sector as a base for growing stable economic development and a strong democratic society with reduced poverty and equal rights and conditions for all.
- A positive climate impact related to enhanced EU integration and implementation of the EU-directive INSPIRE.

The project contributes on the area of land and property governance and administration in Georgia. The project builds general capacity in Georgia and direct capacity in NAPR to manage and care for the property sector which in turn is a crucial condition to reduce poverty, work in favour for equality and gender perspectives and to reduce negative impact on environment.

For further information, the project proposal, results matrix including budget is attached as Annex.

Thus the overall objective of this evaluation is to assess the results achieved by the project focusing on the following 1) to frame and summarise lessons learned, 2) evaluate the outcome of the project on improving public administration by providing reliable land and other property information and related services, 3) evaluate how far the project build a capacity at NAPR for effective and sustainable management.

2. Evaluation rationale

The evaluation rationale is the following: evaluate the project performance and capacity built at NAPR and determine future needs and opportunities for possible Swedish support by the time project ends in mid 2019.

3. Evaluation purpose: Intended use and intended users

The purpose or intended use of the evaluation is to:

1. Help the Embassy of Sweden and its partner NAPR to assess progress of an on-going project to learn from what works well and what challenges remain.
2. The consultant should come up with assesement if Sida should consider further support to NAPR
3. How better sustainatiliby of results to be achieved

The primary intended users of the evaluation are:

- Embassy of Sweden in Tbilisi
- NAPR
- Lantmäteriet

The evaluation is to be designed, conducted and reported to meet the needs of the intended users and tenderers shall elaborate in the tender how this will be ensured during the evaluation process. Other stakeholders that should be kept informed about the evaluation could be determined by NAPR and Lantmätriet.

During the inception phase, the evaluator and the users will agree on who will be responsible for keeping the various stakeholders informed about the evaluation.

4. Evaluation questions

The evaluation questions are:

Effectiveness

- To what extent has the project contributed to intended outcomes? If so, why? If not, why not?
- To what extent is the Swedish funded project coordinated with that of other donor funded assistance to NAPR, in order to optimise the effects of all support to the NAPR?

Impact

- What is the overall impact of the project in terms of direct or indirect, negative and positive results?
- What real differenece has the project made to the beneficiaries – general public at large, businesses, differenet institutions?

Sustainability

- To what extent will the benefits of the project continue after the project completion?
- What is the level of project ownership from Georgian side, are they ready to build on the project achievements and carry on?

Questions are expected to be developed in the tender by the tenderer and further developed during the inception phase of the evaluation.

5. Evaluation approach and methods for data collection and analysis

It is expected that the evaluator describes and justifies an appropriate evaluation approach/methodology and methods for data collection in the tender. The evaluation design, methodology and methods for data collection and analysis are expected to be fully developed and presented in the inception report. A clear distinction is to be made between evaluation approach/methodology and methods.

The Embassy of Sweden's approach to evaluation is utilisation-focused, which means the evaluator should facilitate the *entire evaluation process* with careful consideration of how everything that is done will affect the use of the evaluation. It is therefore expected that the evaluators, in their tender, present i) how intended users are to participate in and contribute to the evaluation process and ii) methodology and methods for data collection that create space for reflection, discussion and learning between the intended users of the evaluation.

Evaluators should take into consideration appropriate measures for collecting data in cases where sensitive or confidential issues are addressed, and avoid presenting information that may be harmful to some stakeholder groups.

6. Organisation of evaluation management

This evaluation is commissioned by the Embassy of Sweden in Tbilisi. The intended user is the Embassy of Sweden in Tbilisi. As the evaluation will serve as an input to the decision on whether the contribution Confidence in Georgia shall receive continued funding or not, the intended user is the commissioner. The evaluands Lantmäteriet and Nationanl Agency for Public Registry have contributed to the ToR and will be provided with an opportunity to comment on the inception report as well as the final report, but will not be involved in the management of the evaluation. Hence the commissioner will evaluate tenders, approve the inception report and the final report of the evaluation. The start-up meeting and the debriefing/validation workshop will be held with the commissioner only.

7. Evaluation quality

All Sida's evaluations shall conform to OECD/DAC's Quality Standards for Development Evaluation⁵. The evaluators shall use the Sida OECD/DAC Glossary of Key Terms in Evaluation⁶. The evaluators shall specify how quality assurance will be handled by them during the evaluation process.

8. Time schedule and deliverables

It is expected that a time and work plan is presented in the tender and further detailed in the inception report. The evaluation shall be carried in April-June 2019. The timing of any field visits, surveys and interviews need to be settled by the evaluator in dialogue with the main stakeholders during the inception phase not exceeding more than 20 days.

The table below lists key deliverables for the evaluation process. Deadlines for final inception report and final report must be kept in the tender, but alternative deadlines for other deliverables may be suggested by the consultant and negotiated during the inception phase.

Deliverables	Participants	Deadlines
1. Start-up meeting via VC	Evaluation Team Embassy of Sweden	Tentative April 2, 2019
2. Draft inception report		Tentative April 9, 2019
3. Comments on draft inception report A.	Evaluation team Embassy of Sweden	Tentative April 12, 2019
4. Inception meeting Via VC if needed		Tentative April 15, 2019
5. Final inception report		Tentative April 18, 2019
6. Field Visit in Tbilisi		Tentative May 6 – 16, 2019
7. Draft evaluation report		Tentative May 27, 2019
8. Comments on draft report		Tentative June 5, 2019
9. Final evaluation report		Tentative June 21, 2019

⁵ DAC Quality Standards for development Evaluation, OECD, 2010.

⁶ Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014.

The inception report will form the basis for the continued evaluation process and shall be approved by Sida before the evaluation proceeds to implementation. The inception report should be written in English and cover evaluability issues and interpretations of evaluation questions, present the evaluation approach/methodology, methods for data collection and analysis as well as the full evaluation design. A clear distinction between the evaluation approach/methodology and methods for data collection shall be made. A specific time and work plan, including number of hours/working days for each team member, for the remainder of the evaluation should be presented. The time plan shall allow space for reflection and learning between the intended users of the evaluation.

The final report shall be written in English and be professionally proof read. The final report should have clear structure and follow the report format in the Sida Decentralised Evaluation Report Template for decentralised evaluations (see Annex C). The executive summary should be maximum 3 pages. The evaluation approach/methodology and methods for data collection used shall be clearly described and explained in detail and a clear distinction between the two shall be made. All limitations to the methodology and methods shall be made explicit and the consequences of these limitations discussed. Findings shall flow logically from the data, showing a clear line of evidence to support the conclusions. Conclusions should be substantiated by findings and analysis. Recommendations and lessons learned should flow logically from conclusions. Recommendations should be specific, directed to relevant stakeholders and categorised as a short-term, medium-term and long-term. The report should be no more than a maximum of 35 pages is recommended, excluding annexes (including Terms of Reference and Inception Report). The evaluator shall adhere to the Sida OECD/DAC Glossary of Key Terms in Evaluation⁷.

The evaluator shall, upon approval of the final report, insert the report into the Sida Decentralised Evaluation Report for decentralised evaluations and submit it to Nordic Morning (in pdf-format) for publication and release in the Sida publication data base. The order is placed by sending the approved report to sida@nordicmorning.com, always with a copy to the Sida Programme Officer as well as Sida's Chief Evaluator's Team (evaluation@sida.se). Write "Sida decentralised evaluations" in the email subject field and include the name of the consulting company as well as the full evaluation title in the email. For invoicing purposes, the evaluator needs to include the invoice reference "ZZ610601S," type of allocation "sakanslag" and type of order "digital publicering/publikationsdatabas."

9. Evaluation Team Qualification

In addition to the qualifications already stated in the framework agreement for evaluation services, the evaluation team shall include the following competencies:

⁷ Glossary of Key Terms in Evaluation and Results Based Management, Sida in cooperation with OECD/DAC, 2014

Knowledge and experience of development public policy/administration

Knowledge of GeoData, INSPIRE, GIS, cadastre, property registration and state services in property related matters

Knowledge of policy making in property governance

A CV for each team member shall be included in the call-off response. It should contain a full description of relevant qualifications and professional work experience.

It is important that the competencies of the individual team members are complimentary. It is highly recommended that local consultants are included in the team if appropriate.

The evaluators must be independent from the evaluation object and evaluated activities, and have no stake in the outcome of the evaluation.

10. Resources

The maximum budget amount available for the evaluation is 500 000 SEK.

The contact person at Swedish Embassy is Kakha Khimshiashvili, Program Officer. The contact person should be consulted if any problems arise during the evaluation process.

Relevant Sida documentation will be provided by the Embassy, namely by the responsible Program Officer. Relevant documentation should be prepared well in advance.

Contact details to intended users such as Lantmäteriet and NAPR, will be provided by the responsible Program Officer at the Embassy.

The evaluator will be required to arrange the logistics, including the visits to NAPR and Lantmäteriet and other relevant parties.

11. Annexes

Annex A: List of key documentation

Results strategy for Sweden's reform cooperation with Eastern Europe, The Western Balkans and Turkey 2014-2020

Project Document "Confidence in Georgia: a Lantmäteriet and NAPR project building land and property governance capacity".

Progress reports: Year 2015, Year 2016, Year 2017, Year 2018

Annex B: Data sheet on the evaluation object

Information on the evaluation object (i.e. project or programme)	
Title of the evaluation object	Confidence in Georgia
ID no. in PLANIt	55030068
Dox no./Archive case no.	UF2015/18624/TBIL 4.4.2.55
Activity period (if applicable)	July 1, 2015 - June 30, 2019
Agreed budget (if applicable)	35 MSEK
Main sector	Public Administration/Market Development
Name and type of implementing organisation	Lantmäteriet
Aid type	Project Type
Swedish strategy	Results strategy for Sweden's reform cooperation with Eastern Europe, The Western Balkans and Turkey 2014-2020

Information on the evaluation assignment	
Commissioning unit/Swedish Embassy	Embassy of Sweden in Tbilisi
Contact person at unit/Swedish Embassy	Kakha Khimshiashvili
Timing of evaluation end-of-programme)	April – June, 2019
ID no. in PLANIt (if other than above).	The same

Annex C: Decentralised evaluation report template

Annex D : Project/Programme document

8.2 DOCUMENTS REVIEWED

The *Norwegian Mapping Authority*'s website, Georgian activities.

Link: <https://www.kartverket.no/en/About-The-Norwegian-Mapping-Authority/international-development-cooperation/the-norwegian-mapping-authoritys-project-in-georgia/>

The NAPR website and Geoportal.

Link: <http://www.napr.gov.ge/geo>

Confidence in Georgia, 2018, Annual Project Activity Report 2018.

Confidence in Georgia, 2017, Annual Project Activity Report 2017.

Confidence in Georgia, 2016, Annual Project Activity Report 2016.

Confidence in Georgia, 2015, Annual Project Activity Report 2015.

Egiashvili, D., 2011, Land governance assessment framework: Georgia background report.

Egiashvili, D., 2007? (undated), Georgia case study: Aspects of land consolidation in Georgia, FAO.

Erikson, J., Tkeshelashvili, M., Andersson, B.H., 2012, Review of the project Capacity Building & Improved Client Services at the National Agency of Public Registry (NAPR) in Georgia, Sida Decentralised Evaluation 2012:11.

Government of Georgia, 2015? (undated), Social-economic (*sic*) Development Strategy of Georgia: Georgia 2010.

Markensten, K., Devine, V., 2014, Review of Modalities for Supporting Georgian Public Authorities, Sida Decentralised Evaluation 2014:23.

NAPR & Lantmäteriet, 2015, Confidence in Georgia: Project proposal version 1.3.

NAPR, 2019a, NAPR IT "Portfolio and project management guidelines".

NAPR, 2019b, Strategy of human resources management division.

NAPR, 2018a, Strategy Plan (2019-2020).

NAPR, 2018b, Strategy of data processing and quality management.

NAPR, 2018c, NAPR IT strategy, version 0.9 December 2018.

NAPR, 2018? (undated), Strategy or land registration and improvement of cadastral data in pilot areas.

NAPR, 2016, Workshop on the development of a land administration and land management strategy for Georgia, Borjomi, 3-4 March, 2016.

Swedish Ministry of Foreign Affairs, 2014, Results Strategy for Sweden's Reform Cooperation with Eastern Europe, the Western Balkans and Turkey 2014-2020

UNDP, 2018, Enhancing capacities for development of national disaster loss and recovery system, project report.

UNDP, 2016, Strengthening urban risk management of Tbilisi, project report.

8.3 PERSONS INTERVIEWED

Interviewee	Organisation
Ivane Tsartsidze	NAPR
Giorgi Petriashvili	NAPR
Lasha Ekizashvili	NAPR
Guram Lomidze	NAPR
Mari Khardziani	NAPR
Rusudan Mikautadze	NAPR
Manana Mchedlishvili	NAPR
Galaktion Hahubia	NAPR
Otar Chichua	NAPR
Lia Kvirchishvili	NAPR
Vasil Gviniashvili	NAPR Territorial Office Kashuri
Mariam Turashvili	NAPR
Magda Tavkhelidze	NAPR
Nino Bakhia	NAPR
Girgio Tabatadze	NAPR
Tobias Lundberg	Lantmäteriet
Mats Snäll	Lantmäteriet
Kakha Khimshiashvili	Embassy of Sweden
Molly Lien	Embassy of Sweden
Elisabet Brandberg	Embassy of Sweden
Temur Gabriadze	World Bank/NAPR
Tornike Darjania	GIZ
Elena Busch	Norwegian Mapping Authority
Josef Kinklatze	Environmental Protection Agency
Tamila Chokheli	Public Service Hall
Giorgio Khaburdzania	National Agency for Cultural Heritage Preservation
Tengiz Cholokashvili	National Agency for Cultural Heritage Preservation
Simon Urotadze	Parliamentary Committee on Agrarian Issues
Eldar Meparidze	Municipal person we met in the addressing meeting
David Okroshidze	Okroshidze & Mergell Civil Notaries
Salome Akhvlediani	Authorised Registration Service
Alex Beqauri	Private Surveyor



Evaluation of Confidence in Georgia

This evaluation analyses the programme Confidence in Georgia wherein the Swedish Mapping, Cadastral and Land Registration Authority (Lantmäteriet) has supported the Georgian National Agency for Property Registry since 2015 to develop capacity for land administration. The evaluation found that the programme has achieved significant results in contributing to government commitments, especially for integration and approximation with the EU. However, property registration is just one part of the puzzle. To achieve greater impact a structure to bring together coordinated support to other government agencies and municipalities working with broader aspects of land management may be needed.

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