



1. Project Data

Project ID P151746	Project Name Modernization of Real Property Register	
Country Uzbekistan	Practice Area(Lead) Urban, Resilience and Land	
L/C/TF Number(s) IDA-57610	Closing Date (Original) 30-Sep-2021	Total Project Cost (USD) 16,073,236.36
Bank Approval Date 24-May-2016	Closing Date (Actual) 31-Aug-2023	
	IBRD/IDA (USD)	Grants (USD)
Original Commitment	20,000,000.00	0.00
Revised Commitment	16,073,236.36	0.00
Actual	16,073,236.36	0.00

Prepared by Maria Shkaratan	Reviewed by Chikako Miwa	ICR Review Coordinator Avjeet Singh	Group IEGSD (Unit 4)
---------------------------------------	------------------------------------	---	--------------------------------

2. Project Objectives and Components

a. Objectives

The Original Project Development Objective (PDO) was “to establish an efficient and accessible real property registration and cadastre system in the Republic of Uzbekistan as part of the national eGovernment structure and services” (Financing Agreement, page 5). The PDO was stated identically in the Project Appraisal Document (PAD, page 15).

The PDO was not revised.



For the purposes of this Implementation Completion and Results Report (ICR) review, the objective will be assessed as follows:

PDO 1: To establish an efficient real property registration and cadastre system in the Republic of Uzbekistan as part of the national eGovernment structure and services.

PDO 2: To establish an accessible real property registration and cadastre system in the Republic of Uzbekistan as part of the national eGovernment structure and services.

b. Were the project objectives/key associated outcome targets revised during implementation?

No

c. Will a split evaluation be undertaken?

Yes

d. Components

1. Original components

Component A Real Property Registry and Cadastre System Development (cost at appraisal: US\$13.35 million; actual cost: US\$13.31 million) was to support the development and roll-out of the Integrated Information System for Real Property Registration and Cadastre (IISRPRC), including the infrastructure and operations. This involved the development of a modern Web-based real property registry and cadastre application, one-stop-shop client interface, and integrated maps. In addition, the component was to finance the renovation of the State Committee for Land Resources, Geodesy, Cartography and State Cadastre's (GKZGDK's) Data Center.

Component B Real Property Registration and Cadastre Data Development (cost at appraisal: US\$4.92 million; actual cost: US\$1.91 million) was to support the IISRPRC's digitalization through the provision of the digital attribute and spatial data. This would involve the following activities: (i) digitizing registration and cadastre documents; (ii) compiling uniform countrywide digital datasets for a base map and property rights units for a cadastre index map; (iii) harmonizing these datasets and populating the IISRPRC's unified central database; (iv) building the GKZGDK's data planning, management, and monitoring capacity; (v) building a mass digitizing technology and providing fundamental spatial datasets; and (vi) renovating the GKZGDK's Oblast production offices.

Component C Use of Real Property Registry and Cadastre Data (cost at appraisal: US\$1.33 million; actual cost: US\$1.20 million) was to support the on-line use of the IISRPRC's data by both governmental (at central and local levels) and non-governmental stakeholders. Specifically, the component would finance the development of: (i) a coordinate reference system (CRS); (ii) a control center for the continuously operating reference stations (CORS) network; (iii) a mass valuation system prototype useful for state asset management, property taxation, and business purposes (such as real estate transactions); (iv) a geospatial data framework strategy and a technological framework for its implementation; and (v) a GeoPortal providing "one-stop" solutions for geospatial information and related online services.

Component D Institutional Development and Project Management (cost at appraisal: US\$2.91 million; actual cost: US\$1.67 million) was to support the Project Implementation Unit's (PIU) in such



functions as project management, fiduciary, and monitoring and evaluation. The institutional development activities will involve: (i) improving business planning, accounting, statistics collection, and analysis; (ii) developing service standards and codes of conduct; (iii) improving policy and regulatory environment for real estate and land markets through studies and legislation drafting; (iv) supporting education and curriculum development in surveying, cadastre, valuation, land management, and GIS/SDI; and (v) training the GKZGDK's and other public and private sector personnel in real estate registration, cadastre services and real estate markets.

2. Changes during implementation

- At the first restructuring of February 2020, the PDO indicators were adjusted, without a reduction of the Project's scope or ambition. These changes were based on the recommendations of the midterm review to improve consistency and measurability of the Results Framework (RF).

- The IRI “Real property and cadastre records uploaded into the new Real Property and Cadastre ICT system” was rephrased (“finetuned” (ICR, page 77)) to “Attribute real property and cadastre records uploaded into the IISRPRC”, and its target was increased from 50 percent to 80 percent.
- The phrasing of the PDO indicator “Improvement in users’ perception of quality of real property registration services” was adjusted to “Users’ satisfaction of the quality of real property registration services”, to better measure the outcomes.
- The phrasing of the PDO indicator ‘Direct Project beneficiaries’ was adjusted to become more specific: ‘Direct Project beneficiaries (joint and individual real property holders) with registered rights accessible in digital forms’, and “...the percentage of which are female”.
- The baselines and targets of the PDO indicators “Direct Project beneficiaries” and “Direct Project beneficiaries, female” were adjusted to reflect that the Project was creating a new system (IISRPRC). The original baseline mistakenly included the beneficiaries of the old information system, which the Project aimed to replace.
- The target of the PDO indicator “Public access to integrated real property registration services online” was changed from 50 percent to “Yes”, correcting an error in the results framework (RF) design and properly measuring the provision of access (as opposed to the level of its utilization).
- The PDO indicator “Registration and information services fees introduced” was moved from the list of the PDO indicators to the list of the intermediate results indicators (IRI) to reflect that this is an output level indicator.
- The IRI “The IISRPRC is integrated with the National Geographic Information System (NGIS)” was moved to the list of the PDO indicators to reflect the importance of this result for the achievement of the PDO.

- At the second restructuring of July 2021, the following changes were made, including a significant reduction of an important IRI target, which triggers a split evaluation:

- The target for the IRI “Attribute real property and cadastre records uploaded into the IISRPRC” was reduced from 80 percent to 30 percent.
- The target for the PDO indicator “Direct Project beneficiaries (joint and individual real property holders) with registered rights accessible in digital forms” was increased from the original target of 800,000 beneficiaries to 2,400,000 beneficiaries to reflect the number of holders and co-holders of real property rights whose records could be digitalized. This adjustment did not entail a change in Project scope or ambition.



- The third restructuring (September 2022) entailed a change in costs and components: a partial cancellation of Project financing, consistent with the reduction in Project scope (note that none of the PDO indicators or IRIs were reduced). The amount of US\$3.3 million was cancelled, including US\$1.3 million of the component financing and US\$2 million of the contingency funds. There were three main reasons for the cancellation. *First*, there were savings under Components B, C and D. *Second*, the Borrower secured parallel financing from the Russian Federation for the CORS control center and for the mass valuation prototype, initially planned under Component C, leading to these (relatively small) activities being dropped from the Project. No target was reduced in relation to this change, and no indicator dropped. *Third*, the Recipient requested a release of the unutilized contingency funds. The third restructuring also involved a reallocation of financing across Project components.

e. Comments on Project Cost, Financing, Borrower Contribution, and Dates

Project Cost: The appraisal estimate was US\$25.0 million, and the actual disbursement was US\$18.1 million. The appraisal estimate included the component cost in the amount of US\$22.5 million and contingencies in the amount of US\$2.5 million.

Project Financing: The Project was financed by an IDA credit: the appraisal amount was US\$20.0 million and the actual amount at closure was US\$16.1 million.

Borrower/Recipient contribution: The Borrower's contribution was expected to amount to US\$5.0 million at appraisal, and the actual amount was US\$2.0 million.

Project Dates: The Project was approved on May 24, 2016 and became effective on January 12, 2017. The MTR review was on November 1, 2019. The Project was restructured four times: (i) on February 6, 2020; (ii) on July 15, 2021; (iii) on September 26, 2022; and (iv) on December 21, 2022. The original closing date was September 30, 2021. The Project was extended three times, for the total of one year and 11 months (or 23 months), to August 31, 2023, which was the date of the Project's actual closure.

Split evaluation. At the second restructuring of July 2021, the target for an important IRI "Attribute real property and cadastre records uploaded into the IISRPRC", was reduced from 80 percent (as established at the first restructuring of February 2020) to 30 percent. Such a significant reduction of an important target triggers a split evaluation.

3. Relevance of Objectives

Rationale

Country and Sector Context. At appraisal, the country's top development objectives included protection of private property, reduction of government control, and minimizing the costs of doing business for the private sector. As part of this effort, the reforms to modernize real property and cadastre system included the establishment of the GKZGDK in 2005 to oversee the state cadastre and spatial databases and the start of a transition to a computerized real property registration in 2007. Recognizing the benefits of up-to-date information for future development, the government launched its e-Government Master Plan initiative in 2013, with registry and cadastre modernization as a priority. However, the real property market in the



country was still very limited both geographically and in terms of volume of transactions, and access to registry and cadastre data was challenging. Private ownership of land (both agricultural and non-agricultural) was still nonexistent. This impeded the use of land for economic activity and halted development of land market.

Relevance to Government Strategies. The Project was aligned with the government priorities at both appraisal and closure. In 2013, transitioning from a paper-based to a computer-based land registry and cadastre was included in the e-Government Master Plan as a priority, and the IISRPRC and the NGIS were established. In 2015, a new national Program of Action was approved, with the top two objectives as follows: (i) to increase economic competitiveness (including: through introduction of information and communication technologies); and (ii) to remove obstacles to private sector development. One of the seven goals of the government's national development strategy for 2022–26 was developing national economy and ensuring high-growth rates, and it included the following two action areas: (i) to improve investment climate and business environment and (ii) to attract greater private investment.

Relevance to the World Bank Group's (WBG's) Assistance Strategies. The Project was generally aligned with the World Bank Group's (WBG's) Uzbekistan Country Partnership Strategy (CPS) FY2012-2015, specifically, with the following areas: (i) Results Area 2 *Enhancing Economic Competitiveness*, specific problem area *Restricted Availability of Key Economic, Financial, and Social Data*; (ii) Results Area 3.1 *Strengthen the foundations for private-led diversification*, specific targeted areas of *Business Environment Reforms* and *Accelerating Innovation and ICT Development*; and (iii) Cross-Cutting Result Area *Governance*, which includes continued policy dialogue and technical assistance aimed at improving the quality and public access to basic economic, financial, and social data. The Project was also generally aligned with the Country Partnership Framework (CPF) FY2022-2026, specifically, with the CPF's Objective 1.2 *Enable private sector growth and investment*, which aimed "to strengthen regulatory and institutional capacity to ensure that regulations and their implementation create a competitive environment for the private sector" (CPF, page 21).

Related World Bank operations. At the time of the Project appraisal, the World Bank had extensive experience in supporting client countries in the modernization of their land sector and was financing investment projects in this sector in the following Europe and Central Asia (ECA) region countries: Croatia, Bosnia & Herzegovina, Serbia, Georgia, Tajikistan, and Kyrgyz Republic. In 2014-2015, the Bank implemented the Uzbekistan *Land Administration Dialogue Technical Assistance (TA)* project, which aimed at improving the government's capacity to manage the modernization of land administration based on international experience. The Project was designed based on the aforementioned TA project (PAD, page 15), as "the first phase of a long-term program, and as a key building block of a modern system that facilitates economic development and good governance by having reliable and accessible records for all real property", and was to be followed by a new Bank investment project focusing "on the next level interventions, including supporting the use of land registry and cadastre data for a variety of market economy services and fiscal purposes". (ICR, page 20)

Overall, the Project was aligned with specific government priorities both at approval and at closure and with general WBG's strategic priorities at approval and at closure. Therefore, the rating is High.

Rating

High



4. Achievement of Objectives (Efficacy)

OBJECTIVE 1

Objective

To establish an efficient real property registration and cadastre system in the Republic of Uzbekistan as part of the national eGovernment structure and services.

Rationale

The theory of change (ToC) for the Project was not included in the PAD but was developed for the ICR. It showed direct, logical causal links from inputs (activities) to outputs, to three intermediate outcomes, and to the long-term outcome of the Project. There were three results chains. The first results chain showed that the provision of IT equipment and software for the cadastre offices, the digitalization of the property registration and cadastre documents, and the production of uniform country-wide digital datasets, merged into the IISRPC, would produce the outputs of a modernized cadastre Data Center and local offices, property data and cadastre records' available in digital format, and a unified national system for property rights registration and cadastre services. This would support (together with other outputs) two intermediate outcomes: (i) the integration of the property registration and cadastre system with national e-government services and (ii) the online accessibility of the digitalized property registration and cadastre services. The second results chain showed that the creation of the CRS and a control center for the CORS network, as well as the development of the basemaps and a geospatial data framework strategy would produce the outputs of a new geodesic reference framework, a standard cartographic protection, and a geodesic coordinate reference system, as well as create a functional and e-GOV-integrated cadastre geoportal. This would support (together with other outputs) one intermediate outcome: the online accessibility of the digitalized property registration and cadastre services. The third results chain demonstrated that recommendations regarding the needed improvements to the policy and regulatory framework for property registration and cadastre, re-engineered processed for digital operations, and awareness and capacity building initiatives would lead to the streamlined procedures of registering property rights and obtaining cadastre services, as well as the increased awareness and capacity to provide services. This would support (together with other outputs) two intermediate outcomes: (i) the online accessibility of the digitalized property registration and cadastre services; and (ii) the increased use of the property registration and cadastre services. Altogether, the three intermediate outcomes would ultimately lead to the achievement of the following long-term outcome: efficient and transparent real property and mortgage market.

The ToC provided a comprehensive picture of the logic of Project interventions, listing all main inputs and outputs, intermediate outcomes, and the PDO outcomes. Importantly, it also provided a detailed illustration of the links across the results chain, from inputs to outputs, to intermediate outcomes, and to the PDO outcomes, thus presenting the logic of the Project through specific cause-effect relationships, making it very clear. The critical assumptions ((i) Government removed excessive data sharing restrictions and promoted interagency coordination, and (ii) e-Government systems and portals are functional and well maintained) were also listed, as well as the problem statement and the PDO. A minor deficiency was that the PDO outcomes were missing, and the intermediate outcome were directly linked to the long-term outcome.



Objective 1 Original outcomes and outputs were measured using the original indicators, introduced in the PAD and listed below. *Note:* Many of the indicators in the original list were dropped or modified, and their targets changed, at the first and second restructurings (February 2020 and July 2021).

IRI results:

Real Property Registry and Cadastre System Development

1. “Real property registration and cadastre business processes re-engineered for digital operations (Yes/No)”. The target was reached.
2. “IISRPRC operational in pilot offices (Yes/No)”. The target was reached.
3. “Data center operational, and available digital data uploaded into the unified database (Yes/No)”. This indicator was revised at the first restructuring, and the achievement at closure was not measured.
4. “New Real Property Registry and Cadastre ICT system operational in State Committee's Regional offices (including Tashkent City and Karakalpakistan offices) (Yes/No)”. This indicator was revised at the first restructuring, and the achievement at closure was not measured.
5. “Current real property unit data accessible in digital form. (Percentage)”. This indicator was dropped at the first restructuring, and the achievement at closure was not measured.
6. “Registered real property data accessible in digital form. (Percentage)”. This indicator was dropped at the first restructuring (because “property rights recording activities are not part of the Project-financed activities” (ICR, page 77)), and the achievement at closure was not measured.

Real Property Registration and Cadastre Data Development

1. “Real property and cadastre records uploaded into the IISRPRC (percentage)”. The achievement at closure was 15.6 percent, against the original target of 50 percent (PAD, page 30) and the baseline of zero. The target was barely reached. At IEG’s request, the team clarified that the target had to be set before a full understanding of data quality, which could only be achieved after the completion of data scanning by the Project. At the first restructuring of February 2020, this target was increased to 80 percent. By the second restructuring of July 2021, it became clear that the data largely required harmonization before it could be uploaded into the IISRPRC. At that time, as the ICR and the Restructuring paper state, the target was reduced to 30 percent (please see under Efficacy, Objective 1 Revision 1), to measure only the records that could be automatically migrated to the new system, while the rest of the data would require prior harmonization, which could not be financed by the project and would be conducted by the Government separately.

Note: The phrasing of the indicator was later finetuned to: “Attribute real property and cadastre records uploaded into the IISRPRC (percentage)”, and the target and achievement quoted above were applied to the reformulated indicator. However, since the change was explained in the ICR as “finetuning” (ICR, page 77), this review applies the same target and achievement to the original indicator.



2. “Digital Cadastre Index Map coverage of the inhabited territory of Uzbekistan (percentage)”. The achievement at closure was 90 percent, against the original target of 70 percent (PAD, page 30) and the baseline of zero. The target was exceeded.

3. “Target land area with use or ownership real property rights recorded (Hectare)”. This indicator was dropped at the second restructuring (July 2021) because “property rights recording activities are not part of the Project-financed activities” (ICR, page 77), and the achievement at closure was not measured.

4. “Real property objects with attribute data recorded and accessible in digital form (percentage)”. This indicator was dropped at the second restructuring (July 2021) because it “corresponded to the data digitized prior to the Project in the old IT System” and was “not attributable to the Project” (Restructuring Paper, page 13), and the achievement at closure was not measured.

5. “Real property rights registered and accessible in digital form (percentage)”. This indicator was dropped at the second restructuring (July 2021) because it “corresponded to the data digitized prior to the Project in the old IT System” and was “not attributable to the Project” (Restructuring Paper, page 13), and the achievement at closure was not measured.

PDO outcomes:

1. “Procedures needed to register rights to a real property (number)”. The achievement at closure was five procedures, against the original target of six procedures and the baseline of nine procedures. The target was exceeded.

2. “The IISRPRC is integrated with the National Geographic Information System (NGIS) (Yes/No)”. The target was achieved.

Note: This indicator was introduced in the PAD as an IRI and upgraded to a PDO indicator at the first restructuring of February 2020 because the result it was measuring was recognized to be critical for achieving the PDO (ICR, page 76, first Restructuring Paper, page 5).

3. “Improvement in users’ perception of quality of real property registration services (disaggregated by gender) (percentage)”. This indicator was later revised, and the achievement at closure was not measured.

Rating. The Original Project under Objective 1 partially achieved its objectives, and the efficacy rating is Modest. While two of the three PDO indicator targets and three of the 11 IRI targets were reached or largely reached, one important target under the activity “Real Property Registration and Cadastre Data Development” was barely reached (15.6% compared to target of 80%), and the evidence of the achievement of targets for half of the original RF indicators was lacking.

Rating
Modest

OBJECTIVE 1 REVISION 1
Revised Objective



To establish an efficient real property registration and cadastre system in the Republic of Uzbekistan as part of the national eGovernment structure and services.

Revised Rationale

Please see the discussion of the ToC under Objective 1, Original Project.

Objective 1 Revised outcomes and outputs were measured using the indicators listed below. *Note:* This is the full list of indicators used at closure. It significantly differs from the list of indicators in the original project because many of the indicators were reformulated and their targets adjusted at the first and second restructurings (February 2020 and July 2021).

IRI results:

Real Property Registry and Cadastre System Development

1. "Real property registration and cadastre business processes re-engineered for digital operations (Yes/No)". The target was reached.
2. "IISRPRC operational in pilot offices (Yes/No)". The target was reached.
3. "Data Center operational and fully equipped to host IISRPRC (Yes/No)". The target was reached.
4. "IISRPRC operational in Cadastre Agency (CA) offices (percent)". The achievement at closure was 100 percent, against the unrevised target of 100 percent and the baseline of zero. The target was fully reached.

Real Property Registration and Cadastre Data Development

1. "Attribute real property and cadastre records uploaded into the IISRPRC (percent)". The achievement at closure was 15.6 percent, against the revised target of 30 percent (second restructuring of July 2021, page 14), and the baseline of zero. The target was partially achieved.
2. "Digital Cadastre Index Map coverage of the inhabited territory of Uzbekistan (percent)". The achievement at closure was 90 percent, against the revised target of 90 percent (second restructuring of July 2021, page 14), and the baseline of zero. The target was fully reached.
3. "Scanned cadastral files of real property objects (number of files)". The achievement at closure was 7,362,940 files, against the unrevised target of 3,000,000 files and the baseline of zero. The target was exceeded.

PDO outcomes:

1. "Procedures needed to register rights to a real property (number)". The achievement at closure was five procedures, against the unrevised target of six procedures and the baseline of nine procedures. The target was exceeded.
2. "The IISRPRC is integrated with the National Geographic Information System (NGIS) (Yes/No)". The target was reached.



3. “Users’ satisfaction with the quality of real property registration services (percentage of users)”. The achievement at closure was 86.6 percent, against the revised target of 88.5 percent and the baseline of 81.5 percent. The target was largely achieved. The gender-specific sub-indicator was 85.7 percent at closure, against the unrevised target of 82.7 percent and the baseline of 75.8 percent. The target was exceeded.

Rating. The Revised Project under Objective 1 almost fully achieved its objectives, and the efficacy rating is Substantial, with moderate shortcoming. All PDO indicator targets were achieved or largely achieved; and six out of the seven IRI targets were achieved. However, one target under the activity “Real Property Registration and Cadastre Data Development” was only partially achieved.

Revised Rating

Substantial

OBJECTIVE 2

Objective

To establish an accessible real property registration and cadastre system in the Republic of Uzbekistan as part of the national eGovernment structure and services.

Rationale

Please see the discussion of the ToC under Objective 1, Original Project.

IRI results:

Use of Real Property Registry and Cadastre Data

1. “The NSDI strategy adopted by the government (Yes/No)”. The target was reached.
2. “Registration and information services fees introduced (Yes/No)”. The target was reached.

Note: This indicator was introduced in the PAD as a PDO indicator and moved to the IRI list at the first restructuring of February 2020, to reflect that this is an output level indicator.

3. “New open coordinate reference system established (Yes/No)”. The target was reached.
4. “Methodology for mass valuation using cadastral data developed (Yes/No)”. This indicator was dropped at the first restructuring (February 2020) since the Project, as designed, did not intend to develop a methodology for mass valuation but intended to develop a prototype or pilot for mass valuation (ICR, page 78).
5. “Geoportal operational (Yes/No)”. This indicator was replaced at the first restructuring (February 2020), by an indicator to measure adoption of an NSDI strategy, which was considered to be “more holistic in terms of geospatial policies” (ICR, page 77), and the achievement at closure was not measured.

Institutional Development and Project Management



1. "Real property registration Public Awareness Campaigns completed (Yes/No)". The target was reached.
2. "Online operations manual for real property registration and cadastre established (Yes/No)". The target was reached.
3. "Code of Conduct, Ethics and Service Standards published for real property registration and cadastre operations (Yes/No)". The target was reached.
4. "Laws and regulations proposals for digital real property and cadastre registration submitted for approval (number)". The achievement at closure was 13 proposals, against the target of two proposals and the baseline of zero proposals. The target was exceeded.
5. "Real property register and cadastre personnel trained (number of people)". The achievement at closure was 4,104 personnel, against the original target of 3,000 personnel and the baseline of zero personnel. The target was exceeded. The gender specific sub-indicator (... female personnel trained) reached 437 personnel at closure, against the original target of 900 personnel (specified at the first restructuring of February 2020, page 15). The target was partially reached.
6. Project's monitoring and evaluation system and quarterly reporting operational (Yes/No). The target was reached.
7. "Annual business plan adopted by the State Committee (Yes/No)". This indicator was dropped at the second restructuring (July 2021) because the new Implementing Agency was not tasked with the preparation of the annual business plans according to its organization and statutes (ICR, page 78). The achievement at closure was not measured.

PDO outcomes:

1. "Direct Project beneficiaries (number of people)". This indicator was revised at the first restructuring (February 2020) to correct an error in the PAD's RF where the baseline and the target included the beneficiaries of the old information system, which the Project aimed to replace by creating a new system (IISRPRC) (ICR, page 85), and the achievement at closure was not measured. The project met the revised target discussed below.
2. "Public access to integrated real property registration services online (percent)". This indicator's unit of measurement (percentage) was replaced at the first restructuring (February 2020) by a binary measurement (Yes/No) to correct an error in the PAD's RF where the target for this indicator was "50 percent", measuring not the provision of access (binary by nature) but the level of its utilization. The achievement at closure was not measured. The project met the revised target discussed below which measured whether there was public access or not.

Rating. The Original Project under Objective 2 substantially achieved its objectives, and the efficacy rating is Substantial: while most of the (binary) IRI targets were reached, the original PDO targets were not measured. However, since the PDO targets were improved to correct the indicator target errors rather than reducing the scope, the efficacy is rated as Substantial.



Rating

Substantial

OBJECTIVE 2 REVISION 1

Revised Objective

To establish an accessible real property registration and cadastre system in the Republic of Uzbekistan as part of the national eGovernment structure and services.

Revised Rationale

Please see the discussion of the ToC under Objective 1, Original Project.

IRI results:

Use of Real Property Registry and Cadastre Data

1. "The NSDI strategy adopted by the government (Yes/No)". The target was reached.
2. "Registration and information services fees introduced (Yes/No)". The target was reached.

Note: This indicator was introduced in the PAD as a PDO indicator and moved to the IRI list at the first restructuring of February 2020, to reflect that this is an output level indicator.

3. "New open coordinate reference system established (Yes/No)". The target was reached.

Institutional Development and Project Management

1. "Real property registration Public Awareness Campaigns completed (Yes/No)". The target was reached.
2. "Online operations manual for real property registration and cadastre established (Yes/No)". The target was reached.
3. "Code of Conduct, Ethics and Service Standards published for real property registration and cadastre operations (Yes/No)". The target was reached.
4. "Laws and regulations proposals for digital real property and cadastre registration submitted for approval (Yes/No)". The achievement at closure was 13 proposals, against the unrevised target of two proposals and the baseline of zero proposals. The target was exceeded.
5. "Real property register and cadastre personnel trained (number of people)". The achievement at closure was 4,104 personnel, against the unrevised target of 3,000 personnel and the baseline of zero personnel.

The target was exceeded. The gender specific sub-indicator (... female personnel trained) reached 437 personnel at closure, against the revised target of 450 personnel (third restructuring of September 2022). The target was largely achieved.

Note: At IEG's request, the team clarified that the target for the sub-indicator was revised upward, to 1,330 female personnel, at the second restructuring of July 2021, based on the government's intention to increase



the share of female staff in the CA to 30 percent. This intention was not implemented, and the target was revised to 450 female personnel at the third restructuring of September 2022.

6. "Project's monitoring and evaluation system and quarterly reporting operational (Yes/No)". The target was reached.

PDO outcomes:

1. "Direct Project beneficiaries (joint and individual real property holders) with registered rights accessible in digital forms (number of people)". The achievement at closure was 3,460,000 beneficiaries, against the revised target of 2,400,000 beneficiaries (second restructuring of July 2021 (Restructuring paper, page 10)), and the baseline of zero. The target was exceeded. The gender-specific sub-indicator ("...percentage of which are female") reached 34.4 percent at closure, against the revised target of 20 percent (first restructuring of February 2020 (Restructuring paper, page 9)), and the baseline of zero. The target was exceeded.

2. "Public access to integrated real property registration services online (Yes/No)". The target was achieved: the IISRPC was integrated in the NGIS Portal for all categories of land and made operational. ICR reported that the Project significantly improved the accessibility of real property registration and cadastre services by creating the online portal, rolling out the system to all 206 CA offices, and providing real estate registration and cadastre services in 207 urban locations and 142 rural locations. The portal supports access to cadastral information, requests for certificates and applications for registration, as well as enables informed property transactions decisions. (ICR, page 11)

Rating. The Revised Project under Objective 2 almost fully achieved its objectives, and the efficacy rating is Substantial.

Revised Rating
Substantial

OVERALL EFFICACY

Rationale

Original Project:

For the Original Project, the rating for efficacy is Substantial with moderate shortcomings because an important target under the activity "Real Property Registration and Cadastre Data Development" (Objective 1) was barely reached and due to the lacking evidence of the achievement of half of the targets under Objective 1. Objective 2 was substantially achieved.

Overall Efficacy Rating



Substantial

5. Efficiency

Economic analysis

Economic or financial analysis was not conducted at appraisal, as stated in the ICR (ICR, page 12). The PAD contains an annex titled “Economic and financial analysis” (Annex 5), which only lists expected benefits from Project implementation, provides their verbal description, and refers to calculations made for similar projects. The PAD also states that “an economic analysis conducted for this project (Annex 5) forecasts similar [to other projects] returns” (PAD, page 23). This is misleading and convinces the reader that an economic analysis was conducted while this was not the case, only a verbal description of potential benefits was prepared.

Economic and financial analysis, on the other hand, was implemented at closure using the cost-benefit analysis methodology. At closure, the results of the analysis were as follows: the EIRR was 44.2 percent and the NPV was US\$18.5 million (ICR, page 13). The benefits were estimated using a discount rate of 14 percent over ten years. The benefits of the Project, considered in the analysis, were: (i) time savings for users due to the improved property rights registration procedures (monetized using minimum wage); and (ii) reduced costs of property rights registration; (iii) increased real estate transactions; (iv) increased mortgage market activity; (v) increased SME access to finance; and (vi) increased property tax collection. The costs were calculated as the investments made by the Project and the expected operation and maintenance (O&M) costs for the period of ten years.

Administrative efficiency

The ICR reported that administrative efficiency was substantial: the Project was implemented within the original financing envelope, with some savings and no significant adjustment to Project components (only one small activity “establishment of a control center for the Recipient’s CORS network” was dropped (and financing reduced accordingly)). This was done at government request, due to a parallel financing for this activity from another donor. Financial savings were achieved partially due to efficient procurement. The Project team was able to reallocate funds across components and make some adjustments to activities (such as mass valuation) to respond to evolving client needs while staying within the original overall Project design. (ICR, page 13) Overall, the complexity of the project was adequate, and the risks were mostly identified (with the exception of the risks listed in the next paragraph). The Project benefited from Government commitment.

The closing date was extended three times, for the total of 23 months. Some of the factors of the extensions were internal, and some were outside of the Project’s control. Specifically, the Project was affected by two major Government’s administrative reforms, in 2017 and in 2021. The 2021 reform led to a change in the implementing agency and created bottlenecks for the Project-related government decision making. In addition, the first two years of Project implementation were affected by the insufficient capacity and limited availability of the implementing agency due to its focus on another donor’s project. The impact of COVID-19 also led to delays.

The Project was able to utilize the extensions to increase the level and sustainability of its outcomes, leading to the following: the CA’s capacity was improved; targets were surpassed 2.5 times in such an important area as the digitization of all cadastral and registration files; and 11 regulations beyond the Project’s target were adopted. Also, due to the extensions, the Project was able to support the enactment of the Presidential Decree



designating IISRPRC as the official registry for real property rights, which was essential for the sustainability of Project outcomes. (ICR, page 14)

Considering economic efficiency at closure and a strong implementation record, while taking into account closing extensions, Project’s efficiency is rated Substantial, with moderate shortcomings.

Efficiency Rating

Substantial

a. If available, enter the Economic Rate of Return (ERR) and/or Financial Rate of Return (FRR) at appraisal and the re-estimated value at evaluation:

	Rate Available?	Point value (%)	*Coverage/Scope (%)
Appraisal		0	0 <input type="checkbox"/> Not Applicable
ICR Estimate	✓	44.20	100.00 <input type="checkbox"/> Not Applicable

* Refers to percent of total project cost for which ERR/FRR was calculated.

6. Outcome

Original Project:

Relevance of objectives: High

Efficacy: Substantial with moderate shortcomings

Efficiency: Substantial

Outcome: Moderately Satisfactory (a value of 4).

Revised Project:

Relevance of objectives: High

Efficacy: Substantial

Efficiency: Substantial

Outcome: Satisfactory (a value of 5).

The Overall Project outcome rating is Moderately Satisfactory. Significant changes to Project indicators and targets were made during both the first and the second restructurings, and therefore, the revised project was



evaluated based on the results that were anticipated at the second restructuring. The disbursed funds before the second restructuring of July 2021 were as follows: US\$9.51 million or 59 percent of the IDA disbursements (US\$16.1million) at closure. The overall Project outcome equals to: $4 * 0.59 + 5 * 0.41 = 2.10 + 2.375 = 4.41$, which rounds up to 4 or Moderately Satisfactory.

a. Outcome Rating
Moderately Satisfactory

7. Risk to Development Outcome

Institutional. The digitalization supported by the Project needs to be maintained by the Government after the Project closure through continued IISRPRC operations. The risk of failure of such continuation is evaluated as low due to a recent institution building: a competent ICT Center – Geoinfocom - was established under CA to further support the cadaster digitalization process; a dedicated team was put together; 4,000 personnel were trained; 13 legal acts were approved, providing a legal framework for the reforms' continuation; and IISRPRC became the official registry for real property rights.

Financial. The digitalization supported by the Project needs to be maintained by the Government after the Project closure, and this requires financing. This risk was mitigated: government financing to update the basemap was secured. In addition, while the Project has supported the key building block of the real property registration and cadastre system, a follow-up WB Project *Uzbekistan's Geospatial Data and Sustainable Cities* was under preparation (at the time when the ICR was finalized), supporting the use of land registry and cadastre data for a variety of market economy services and fiscal purposes. (ICR, page 20)

8. Assessment of Bank Performance

a. Quality-at-Entry

The ICR reported that quality at entry was adequate. Project preparation was based on lessons learned from similar projects in Central Asia, as well as on the country specifics, based on the WB operations in the country. Policy, institutional and stakeholder engagement aspects were accounted for. Environmental, social, and fiduciary arrangements complied with the Bank requirements. The Bank team was adequately staffed, including specialists on the ground, and resourced. There was a continuity in the Bank's core team. Risks were correctly assessed and mitigated. (ICR, page 19)

However, the RF design had significant deficiencies, and the MTR recommended substantial changes to the RF to improve its consistency and measurability. Following the MTR, the RF was considerably modified, with multiple PDO indicators and IRIs re-phrased, replaced, or dropped. Also, the information about the quality and completeness of the existing cadastre data during project preparation was not sufficient to estimate the corresponding data harmonization needs and consider them in the Project design, and the ICR acknowledges that it would have been beneficial if both the World Bank and the Client were better informed about the issues with data and had agreed-on plans on how to address them at start, to avoid project restructurings (ICR, pages 20-21). There were shortcomings in implementation



readiness. In the first two years of its implementation, the Project was affected by the insufficient capacity and limited availability of the implementing agency” and there was “no substantive progress recorded within the first 1.5 years since the Project approval” (ICR, page 67).

Quality-at-Entry Rating

Moderately Satisfactory

b. Quality of supervision

The ICR reported that the supervision was effective. The World Bank team provided close and continuous implementation support. Experienced international and local land administration experts supported the PIU. The Bank team regularly visited the country or conducted virtual meetings, instrumental in ensuring the required technical quality of implementation. The ISRs, Aide Memoires, and Management Letters were prepared timely and contained candid and thoroughly compiled information throughout the life of the Project. The Bank team communicated with the client often and discussed any possible problems quickly, offering solutions. The team also accommodated the changing circumstances through timely Project restructurings, including the partial cancelation of funds, reallocation of funds across components, and extensions of the closing date. (ICR, pages 19-20)

However, the closing date was extended three times, for the total of 23 months. As discussed in section 5 *Efficiency*, some of the factors of the extensions were internal (within Project control), and some were outside of the Project’s control. At the same time, the Project was able to utilize the extensions to increase the level and sustainability of its outcomes (please see details provided in section 5 *Efficiency*) and to make significant improvements to the RF.

Quality of Supervision Rating

Satisfactory

Overall Bank Performance Rating

Moderately Satisfactory

9. M&E Design, Implementation, & Utilization

a. M&E Design

In general, the original RF reflected the logic of Project interventions in the PAD and was linked to the PDO and the ToC. The ToC was sound and reflective of the RF. The objectives of the Project were clearly specified, and the indicators encompassed both PDO objectives (outcomes). The indicators mostly had baselines, targets, and were time-bound. However, the original RF had deficiencies, requiring multiple changes, which were implemented during the first and the second restructurings (September 2020 and July 2021). The changes were needed for the following reasons: (i) several indicators were formulated in such a way that they were not attributable to the project, or not specific enough, or the measurement had deficiencies; (ii) several indicator targets were not realistic (these targets were later either increased or



reduced); (iii) several indicators were either overlapping with other indicators, or introduced by mistake, or introduced as a core indicator, while the list of core indicators later changed (these were later dropped or replaced). The level of the RF deficiency can be understood based on the following information: the RF required such changes (implemented after MTR) that half or the PAD's RF indicators under Objective 1 were modified or dropped, while both PDO indicators under Objective 2 were modified. By component, most significant changes were made to the IRIs for Component B *Real Property Registration and Cadastre Data Development*: three of the original indicators were dropped at the second restructuring of July 2021 as no longer relevant, targets of another two were significantly adjusted (one reduced and one increased), and only one IRI ("Scanned cadastral files of real property objects (number of files)" remained as originally designed. While only a few IRIs for Components 3 and 4 underwent changes, it is worth noting that most of them used a binary measurement (Yes/No), reducing the clarity of monitoring.

Overall, the scope of changes to the RF was such that the RF's monitoring function was partially impaired, and evaluating Project efficacy for this review required a significant effort of tracing the indicator modifications over time, from the PAD to the restructuring papers, and to the ICR. The level of transparency of the RF data as presented in the ICR was insufficient for the purposes of this review, which is linked to the insufficient ICR transparency in presenting supporting evidence in the discussion of Project efficacy.

b. M&E Implementation

The ICR reported that during implementation, the M&E focused on: (i) regular monitoring of Project results by the PIU using the established computerized M&E system; and (ii) periodic customer surveys to monitor customer satisfaction and compliance with service standards as well, and the impact of cadastre renovation on users. Overall, four customer surveys were carried out during implementation. The PIU was collecting data and presenting it in quarterly progress reports, which were submitted to the government and the Bank. Outcome indicators were monitored on a semi-annual basis. (ICR, page 18)

As clarified in section 9.a, the RF had to be significantly adjusted during the M&E implementation, with many indicators being rephrased, targets modified, and new indicators added.

c. M&E Utilization

The ICR reported that the RF and the overall M&E findings were mostly well utilized to monitor outputs. The RF was also helpful in highlighting areas that were not achieving expectations. Indicators were consistently monitored and reported during the regular WB implementation support missions and presented in aide-memoires and implementation status reports (ISRs). (ICR, page 18)

Given the significant shortcomings in M&E design, the M&E quality is rated as Modest.

M&E Quality Rating

Modest



10. Other Issues

a. Safeguards

Environmental and Social Safeguards. At appraisal, the Project was classified as Environmental Category B and triggered OP 4.01 "Environmental Assessment" since minor civil works under Component B (related to the renovation of the cadastre offices) could generate minor, short-lived, and primarily limited to the Project sites environmental impact such as dust, noise, solid wastes, and traffic disruption (also, worker safety). An Environmental Management Framework was prepared. The envisioned civil works did not take place, and the Project did not generate any environmental issues. No negative social safeguard-related impact was expected, and the Project did not trigger any social safeguards. The Safeguard rating was Satisfactory throughout Project implementation. (ICR, page 19)

b. Fiduciary Compliance

Financial management (FM). The FM rating was mainly Satisfactory throughout Project implementation, and appropriate control procedures were in place. A World Bank FM specialist regularly carried out implementation support missions to review Project accounting and reporting arrangements, organization and staffing, internal control procedures, planning and budgeting, counterpart funding, funds flow and disbursement and external audits. The quarterly Interim Unaudited Financial Reports were timely submitted to the Bank for review, and there were no inconsistencies for follow up. The accounts were audited by a certified auditor, and no irregularities were found. (ICR, page 19)

Procurement. Procurement rating was Moderately Satisfactory throughout Project implementation. Procurement processes were implemented based on the Annual Operations Plan (POA) and the procurement plan. The procurement plan was updated frequently, albeit with some delays in updating the Systematic Tracking of Exchanges in Procurement System (STEP), which was the primary reason for the Moderately Satisfactory (and not Satisfactory) rating. Regular Bank supervision missions supported Project implementation and monitoring, and the PIU had sufficient procurement capacity, which was enhanced by the training delivered by the Bank during the life of the Project. (ICR, page 27)

c. Unintended impacts (Positive or Negative)

d. Other

11. Ratings

Ratings	ICR	IEG	Reason for Disagreements/Comment
Outcome	Satisfactory	Moderately Satisfactory	Shortcoming in efficacy based on application of split evaluation



			approach where targets were reduced in the second restructuring.
Bank Performance	Satisfactory	Moderately Satisfactory	Shortcomings in implementation readiness and M&E at entry.
Quality of M&E	Substantial	Modest	Significant shortcomings in M&E design
Quality of ICR	---	Substantial	

12. Lessons

The following lessons were derived from the ICR (based on ICR, pages 20-21):

1. Having sufficient information about the quality and completeness of the existing cadastre data during project preparation can be critical for developing an adequate project design and avoiding project restructurings in projects aimed at modernizing real property registration and cadastre.

This information is needed to assess risks, outline mitigation measures at project design stage, and either include these measures in project activities or address them outside of the project using such tools as technical assistance (TA), Advisory Services and Analytics (ASAs), and Development Policy Operations (DPOs). The Project experience demonstrated that it would have been highly beneficial if both the World Bank and the Client were better informed about the issues with data and had agreed-on plans on how to address them, including through: (i) conducting studies and piloting; (ii) mobilizing human and technical resources for property surveys; (iii) improving the legal framework; (iv) endorsing guidelines for a range of technical tasks to be conducted by cadastral agents and at higher levels.

2. While designing the RF, especially for projects of an innovative nature, selecting indicators that are not manageable for the Client (such as too complex or overly technical indicators) might create complications and lead to a significant RF adjustment during restructurings.

In Project's experience, existing data availability and data collection and reporting capacity of the Client would have been important to consider, as well as making sure that the definitions of indicators and data collection methodologies were explicit and clear to the Client.

3. When multiple donor and government-funded activities are implemented in parallel, coordinating them and facilitating technical discussions and, whenever possible, supporting joint development of the technical aspects of projects can enable synergies.

From 2013 to 2018, the Korean Eximbank was supporting the Government in establishing the NGIS, and a pilot to develop IISRPRC was a part of that operation. However, the pilot did not align with the criteria determined in the Bank Project reviewed here. Due to this misalignment, the Project had to allocate significant time and resources for the operationalization of the NGIS and its integration with the IISRPRC.

4. Advocating for policy solutions identified during project implementation can be beneficial for the sustainability of project outcomes and for laying out a foundation for continued reforms.

During the Project's execution, the needed sectoral legislative changes were identified, and 13 key legislative measures were introduced, aimed at improving the following: registration processes, safety and accessibility of cartographic and geodetic materials, geodetic and



cartographic activities for spatial data management, land records and state cadastre maintenance. Furthermore, they introduced measures to protect property rights, increase the capitalization of private property, ensure transparency in property rights registration, and promote the management of spatial information. Due to these efforts, the Project served as a platform for advocating policy solutions, which added value to the sustainability of Project outcomes.

13. Assessment Recommended?

No

14. Comments on Quality of ICR

The ICR provides technical details to understand the logic of the Project, the factors of Project performance, the outcomes of the Project, and various aspects of Project implementation. It provides a good justification of the PDO relevance, evidence on various aspects of Project's evaluation, and suggests lessons that include a candid reflection of the Project experience and are useful for future lending operations. The team was also responsive to IEG's requests to provide additional information.

At the same time, the ICR could have been more transparent in the presentation of the supporting evidence for its analysis of Project efficacy. Specifically, the efficacy analysis in the ICR is largely based on the revised RF, while the scope of the RF revisions during the first and second restructurings was such that the project requires a split evaluation.

Overall, the ICR provides candid and analytical discussion of the Project's achievements and deficiencies, and therefore, the Quality of ICR is rated as Substantial.

a. Quality of ICR Rating Substantial