



1. Project Data

Project ID P089566	Project Name LAND REGIS & CADASTRE		
Country Tajikistan	Practice Area(Lead) Social, Urban, Rural and Resilience Global Practice	Additional Financing P129313	
L/C/TF Number(s) IDA-H1570,IDA-H7580	Closing Date (Original) 30-Sep-2010	Total Project Cost (USD) 10,320,000.00	
Bank Approval Date 21-Apr-2005	Closing Date (Actual) 31-Mar-2016		
	IBRD/IDA (USD)	Grants (USD)	
Original Commitment	10,000,000.00	0.00	
Revised Commitment	20,000,000.00	0.00	
Actual	20,471,095.02	0.00	
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2. Project Objectives and Components

a. Objectives

This project was implemented in two parts.

The original Project Development Objective (PDO) as stated in the Development Credit Agreement (Schedule 2, page 12) was; **"To expand farm privatization activities under the first Farm Privatization Support Project by providing private individuals or groups of farmers with secure land use right certifications and with essential complementary services."**

The original PDO as stated in the Project Appraisal Document (PAD, page 5) was similar: **"To expand farm privatization through a repeater project to enable more rural people to become independent farmers**



and take management decisions in response to market forces, by providing them secure land use certificates distributed in a transparent and fair manner, and providing essential complementary support services."

The PDO was revised through a Level 1 restructuring as follows: **" To expand farmland restructuring activities which were initiated under the Farm Privatization Support Project to enable more rural people to become independent farmers and take management decisions in response to market forces."**

The PDO for the second project as stated in the Financing Agreement (Schedule 1, page 4) was: **"(i) to expand farmland restructuring: (ii) to increase the number of immovable properties with secure tenure rights: and, (iii) to propose a plan for the improvement of the immovable property registration system."**

This assessment is based on the PDO as stated Development Credit and Financing Agreements. Given the changes in PDO, the assessment is based on a split rating of objective, before and after restructurings.

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

Yes

Did the Board approve the revised objectives/key associated outcome targets?

Yes

Date of Board Approval

13-Jul-2009

c. Will a split evaluation be undertaken?

Yes

d. Components

The original project had four components.

Component A. Farm Privatization and Land Registration. Appraisal estimate US\$6.08 million. Actual cost at closure US\$3.06 million. The PAD (page 3) defines "farm privatization" as a series of steps including, decision in principle by farm workers to privatize their Collective State Farms (CSFs), identification and allocation of land parcels and finally registration of these parcels. This component aimed at developing the government's and local staff capacity in 30 *raions* (refers to an administrative unit) beyond the six raions in the prior Bank financed project (Farm Privatization Support Project) and regularizing existing land parcels that had been privatized into official cadastral map and land registry. Activities included: (i) privatization of 30 CSFs and issuing 75,000 secure land use certificates: (ii) establishing a uniform, parcel-based system of registration for land use rights: (iii) upgrading four existing land offices to Regional Land Registration Offices (RLROs), establishing three new RLROs and training staff: and, (iv) financing equipment for surveying, mapping, digitization software and hardware.

Component B. Farm Information and Irrigation Support. Appraisal estimate UD\$1.10 million. Actual cost at closure US\$0.94 million. There were three sub-components.

(i) Farm Information. Activities in this sub-component aimed at educating rural people in 36 project *raions*



on the farm privatization process and land use rights. Activities included: (i) training rural people in the project area: and, (ii) nation-wide campaigns through mass-media programs (including through distributing booklets).

(ii) On-farm Irrigation and Water Management. Activities in this sub-component aimed at providing grants to water user and farmer organizations for rehabilitating on-farm irrigation and water management systems and the retrofitting required for the smaller-sized farms.

(iii) Integrated Pest Management and Demonstrations. Activities in this sub-component aimed at capacity building of the Farm Information and Advisory Service (FIAS) to train farmers in integrated pest management. Activities included training and providing equipment for quality seed and its multiplication.

Component C. Project Management and Coordination. Appraisal estimate US\$1.82 million. Actual cost at closure US\$0.83 million. This component financed the incremental costs associated with using the existing Project Management Unit of the prior Bank financed project for managing this project.

Component D. Policy Development. Appraisal estimate US\$0.50 million. Actual cost at closure US\$0.00 million. This component aimed at building capacity within the President's Economic Advisor's Office to address national policy issues associated with scaling up the activities of the prior Bank financed project. The following changes were made following the Level 1 restructuring on July 13, 2009: (i) The PDO was revised and the wordings of the PDO was changed from "farm privatization" to "farmland restructuring". The ICR (page 3) notes that as the farms in the project intervened areas were private, although still collective, the "farm restructuring" was more appropriate for the activities undertaken in the project: (ii) several indicators were dropped and some targets were reduced: and, (iii) activities pertaining to the Farm Information Advisory Services (component B activity) were dropped, as they were no longer functional and the focus of the component B activity was broadened to include environmental land management (and not just integrated pest control).

An additional financing was approved for the second part of the project and activities were added to the scope of the project. The main changes are as follows:

Component A. Farmland Restructuring and Registration of Immovable Property Rights. Appraisal estimate US\$8.90 million. Actual cost at closure US\$8.92 million. Activities included: (i) expanding farmland restructuring activities including through improving the records for immovable property registration: (ii) capacity building for farmland restructuring and registration of immovable property rights by supporting the Regional Land Cadaster Centers (RLCCs) and undertaking pilots: (iii) developing the national cadaster: and, undertaking policy analysis and investment planning for supporting farmland restructuring and immovable property registration.

Component B. Information for Immovable Property Users and Irrigation Support. Appraisal estimate US\$0.31 million. Actual cost at closure US\$0.18 million. This component had three sub-components (i) providing information to farmers and other users of immovable property on the farmland restructuring process: (ii) supporting on-farm irrigation through providing grants to Water User Associations (WUAs) and farmers organizations for financing rehabilitation of on-farm irrigation and water management systems and strengthening their capacity to implement these activities: and, (iii) capacity building support for Environmental Land Management, improving cotton seed demonstrations and associated dissemination of information and capacity building support to agricultural and environmental specialists for training farmers in monitoring environmental conditions and implementing improved agro-ecological practices, including through integrated pest management for sustainable productivity.

Component C. Project Management and Coordination. The ICR does not provide the appraisal estimate and actual cost at closure of this component. Activities included financing costs associated with provision of goods, works, services, training and financing costs associated with strengthening the capacity



for project management, monitoring, evaluation, procurement and financial management activities.

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

Project Costs. Appraisal estimate for the first project US\$10.00 million. Actual cost at closure US\$9.49 million. Appraisal estimate for the second project US\$9.21 million. Actual cost at closure US\$9.10 million.

Project Financing. The projects were financed by an IDA grant. Cumulative grant estimate US\$20.00 million (including US\$10.00 million for the first project and US\$10.00 million for the second). Total amount disbursed US\$20.47 million. The difference between the appraisal estimate and actual disbursement was due to exchange rate changes between the US\$ and XDR. There was parallel financing for complementary activities associated with technical mapping aspects from the European Union (EU), support for registration from the Swedish International Cooperation Development Agency (SIDA), support to legal aid for farmers from the Helvetas Swiss Inter-cooperation and Land Reform aspects from the United States Agency for International Development (USAID).

Borrower Contribution. Appraisal estimate US\$0.10 million. Actual contribution US\$0.09 million. There was support from the local communities. Appraisal estimate US\$0.50 million. Their contribution at closure US\$0.27 million.

Dates. There was one Level 1 restructuring and one Level 2 restructuring for the first project. In addition to the changes noted above, following the Level 1 restructuring on 07/13/2009, the project closing date was extended by six months from 09/30/2011 to 03/31/2012. A Level 2 restructuring in 06/09/2010 for the first project was intended for updating procurement methods and including provisions for potential future organizational reform of key implementing units and increase in project areas.

Additional financing was approved on 03/16/2012. In addition to the changes noted above, the project closing date was extended by six months to 03/31/2015. A Level 2 restructuring on 12/15/2014 further extended the project closing date from 03/31/2015 to 03/31/2016 for completing ongoing activities associated with preparing a plan for improving the immovable property registration system.

The projects closed about two years behind schedule on 03/31/2016.

3. Relevance of Objectives & Design

a. Relevance of Objectives

Relevance of the PDO for the first project.

Tajikistan in Central Asia is the poorest Commonwealth of Independent States (CIS), with 57% of the population classified as below the poverty line. Tajikistan is also an agrarian society, with two thirds of the population dependent on the agricultural sector. Developing the agricultural sector was hence critical in the country context for accelerating the economic growth required for sustained poverty reduction. In the wake of the collapse of the centrally controlled farming system, the government reorganized the need to reorganize the state and collective farms into *dekhan* farms (refers to the former collective farms that were privatized so that all farm members became shareholders and the shareholders were given the option to have individual of family plots). This project was a repeater of a prior Bank-financed Project which provided support, for privatizing 10 Collective/state farms, dividing state /collective farms among 5782 *dekhan* farms and



providing secured land use certificates to *dehkan* farms. Although secure land use rights under the prior project provided significant benefits for farm families in the project areas, at appraisal the introduction of efficient land management systems remained limited, due to the lack of a reliable immovable property data base.

The PDO was consistent with the government strategy. The Poverty Reduction Strategy Program (PRSP) issued in 2004 articulated the need for accelerating economic growth for poverty reduction, improving service delivery, targeting support for the poor, improving governance and eliminating government interference in the *dehkan* farmer's decision making process. The Government's National Development Strategy issued in 2015 reiterated the need for promoting economic growth especially in rural areas and underscored the importance of land tenure security and independent farm management for the poverty reduction goals.

The PDO was well-aligned with the Bank's Country Assistance Strategy (CAS) for the 2003-2005 period. The PDO addressed the CAS objective of furthering the governments PRSP by: (i) generating growth through private sector development, especially in the area of agriculture and agribusiness development: and, (ii) strengthening the institutions needed for a market economy, including through establishing tenure security, capacity building for viable income-generating investments and addressing key policy issues related to farm privatization. The Bank's Country Partnership Strategy (CPS) for the 2015-2018 period highlighted the need for creating enabling conditions for private investment in agriculture and environmental management through among other things, enforcement of property rights.

The revised objective of the first project was intended to make the PDO from the Financing Agreement and the PAD more consistent and to replace "farm privatization" with "farmland restructuring" which more accurately reflected the process (given that farms were private, although still collective at appraisal). Therefore, the high relevance of the original objective applies to the revised objective.

Relevance of Objective of the second project. High. In addition to the activities under the first project, the second project expanded the project scope to include, immovable properties with secure rights and establishing immovable property registry. The high relevance of the first project was therefore, also applicable to the second project.

Rating

High

Revised Rating

High

b. Relevance of Design

Original design of the first project. Before restructuring. Modest.

There was a logical causal chain between the project activities and expected outputs and outcomes. Component one activities such as upgrading and establishing Regional Land Registration Offices (RLROs) and financing equipment for surveying and mapping, could be expected to strengthen the government's capacity for addressing land registration issues. Component two activities such as, educating rural people on land use rights, providing grants to water user and farmer organizations for rehabilitating on-farm irrigation and water management systems and training farmers on Integrated Pest Management, could be expected to provide the required complementary support services associated with land registration. These activities in conjunction with project management support and support for policy development, can be expected to contribute to the PDO of providing private individuals or groups of farmers with land use certifications. The original design was however



ambitious and optimistic in the country context and led to the significant restructurings.

Revised design of the first project. Substantial. The revised design was more in line with the institutional capacity already in place for improving upon the methodology of the prior Bank-financed project and added activities (such as activities associated with broader environmental land management and not just integrated pest management as in the original design).

Design of the second project. Substantial. In the second project, the PDO was revised to simplify the text on farmland restructuring and add support for immovable property registration. The causal links between the project activities, their expected outputs and outcomes were logical. Activities associated with improving the records needed for immovable property registration and undertaking policy analysis and investment planning for immovable property registration in a systematic way undertaking policy analysis and investment planning supporting farmland structuring and immovable property registration could be expected to contribute to the revised PDO of: (i) expand farm restructuring: (ii) increase the number of immovable properties with secure tenure rights: and, (iii) improve the immovable property registration system. The activities could thereby contribute to the higher level objective of meeting the government's strategy of privatizing all of Tajikistan's agricultural land within the next ten years in a way that would enable farmers to make their management decisions in response to market forces.

Rating
Modest

Revised Rating
Substantial

4. Achievement of Objectives (Efficacy)

Objective 1 **Objective**

To expand farm privatization activities under the first farm Privatization Support Project.

Rationale

First Project: Before Restructuring.

Outputs.

- A simplified certificate that can be issued regionally and printed by computer was developed. The simplified certificate eliminated the need to print certificates on special paper with a special cover in Dushanbe.
- A computerized system for integrating Global Positioning System (GPS)/Geographical Information System (GIS) coordinates and orthophoto satellite images to create maps for each property was developed to prevent fraud.
- Four pilot registration offices were completed as targeted.
- One urban and seven rural Regional Cadaster Centers were established as targeted.
- 73 Water User Associations (WUAs) were created in areas where at least 70% of the farmers had



received certificates. These WUAs were created for three purposes: (i) to link farmers to the Water Authority; (ii) to help ensure proper distribution/sharing of water; and, (iii) to assist in reconstruction and maintenance of water systems.

- Eight Regional Land Cadaster Centers were supported as targeted.
- The investment plan was developed as targeted.

Outcomes.

- The indicators were output-oriented and therefore it is difficult to gauge the impact of these investments, but there was a modest expansion of privatization activities.

Rating

Modest

Objective 1 Revision 1

Revised Objective

To expand farmland restructuring activities which were initiated under the Farm Privatization Project

Revised Rationale

First Project: After restructuring.

Outputs.

The outputs described above were also relevant to revised objective.

Outcomes.

- Indicators were mainly output-oriented.
- 122,723 use rights certificates that provided secure land use rights to their properties for individual and family farms was provided at project closure on an area that covered approximately 32% of Tajikistan's arable land. This exceeded both the original and revised targets of 75,000 and 112,000 respectively. The certificates benefited more than 321,000 shareholders, 43% of whom were women.

Revised Rating

Substantial

Objective 2

Objective

To expand farmland restructuring.

Rationale



Outputs.

- In addition to the outputs described above which were also relevant for the second project, the following outputs were produced.
- 16,740 heads of newly established dekhan farm were trained on effective management of farms (on topics associated with agricultural production, environmental sustainability, legal issues and marketing). No target was set for this indicator.
- 12,158 hectares of agricultural lands were restored through the rehabilitation of on-farm irrigation and water management systems. This exceeded the original target of 12,200 hectares.

Outcomes.

- 122,723 use rights certificates that provided secure land use rights to their properties for individual and family farms was provided at project closure on an area that covered approximately 32% of Tajikistan's arable land. This exceeded both the original and revised targets of 75,000 and 112,000 respectively. The certificates benefited more than 321,000 shareholders, 43% of whom were women.
- A beneficiary survey was conducted based on responses from 1,600 farmers at closure. The main conclusions of the survey were as follows: The survey showed that 61.1% of households in the project areas had at least one member who had basic understanding about land use rights and farmland restructuring for family farms. Farmers in the project intervened areas received information about restructuring and land use rights from more sources than farmers in non-project intervened areas. About 45% of rural households made their own management decisions about what to plant on their Dekhan farm plots as compared to 30% at the baseline in 2007 and as compared to the target of 50%. 75% of farmers indicated that their farm incomes had increased as a result of farm restructuring.

Rating

Substantial

Objective 2 Revision 1

Revised Objective

To increase the number of immovable properties with secure tenure rights

Revised Rationale

Outputs.

- 301,829 were trained on matters pertaining to immovable property rights and the processes of restructuring of farms into family holdings or other immovable property needs and procedures. This exceeded the target of 265,000. Training was provided on topics such as: (I) legal aspects, rights and tax issues: (ii) Effective management methods including drafting a business plan, accounting and reporting systems: (iii) Agricultural marketing: (iv) Techniques and technologies for farming crops and livestock; and,



(v) Farm credit including creation of credit unions.

- 201 local specialists were trained on registration of immovable property. (No targets were set for this indicator).
- A total of 140,637 materials were produced at closure. This included, brochures, booklets, bulletins/newspapers and posters.

Outcomes.

- 357,647 shareholders were covered by issued certificates. This exceeded the original target of 250,000.
- 152,851 of these shareholders (43%) of the beneficiaries were women as compared to the target of 113,333.

Revised Rating
Substantial

Objective 3
Objective

To propose a plan for the improvement of the immovable property registration system.

Rationale

Outputs.

- Four pilot plans were completed to improve immovable property registration as targeted.

Outcomes.

- Based on the plans, an investment plan was completed by the State Unitary Enterprise for Registration of Immovable Property (SUIERIP) outlining the specific types of investment needed for a full immovable property registry to be established nation-wide.

Rating
Substantial

5. Efficiency



Economic Analysis. The main economic benefits of the project were assumed to come from the increased value added of agricultural activities (crop production) through enabling access to land by the farm workers of the state and collective farming entities. An analysis conducted at appraisal suggested that the Net Present value (NPV) of US\$2.33 million assuming a discount rate of 12% and the ex ante Economic Internal Rate of Return (EIRR) of 26%. The PAD does not provide a clear description of the methodology followed for the economic analysis. A separate and updated economic and financial analysis was not conducted for the Additional Financing, despite the fact that the additional financing was for an additional US\$10.00 million (equal to the amount of the original project (ICR, page 33).

The ICR reports that there were sectoral efficiency effects. The project supported seven regional centers and one urban center. As a result of the simplified registration system, the average reported number of weeks required to register a private farm reduced from 157-176 days under the existing system to 30 days and the average reported cost of registering a private farm reduced from US\$242.00 to US\$37.00 at project closures. While the ICR provides no details, it notes that simplified system entailed cost savings by eliminating the need for special printing on special papers and most cases empowering the regional centers to issue the certificates rather than routing them through Dushanbe. The ICR (page 15) notes that the sectoral efficiency approach has been widely used for the ex-post analysis of comparable Bank land administration operations.

Administrative and technical issues. There were no cost overruns, with the actual cost both for the first and second projects less than the appraisal estimate. Despite initial delays for several reasons including, issues associated with identifying appropriate technology systems and receiving governmental approval to use them and resistance to farm restructuring from local authorities, these were rectified and all activities were completed, albeit with an extended project closing date.

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		0	0 <input type="checkbox"/> Not Applicable

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

6. Outcome

The relevance of the original and the revised objective to both the country strategy and the Bank strategy for Tajikistan was rated as High. Design before restructuring was unrealistic in relation to the PDO and was rated



as Modest before restructuring. The design after restructuring was rated as Substantial: It was more realistic given the capacity limitations in the country context.

Efficacy of the three sub-objectives - to expand farmland restructuring, to increase the number of immovable properties with secure tenure rights and to propose a plan for the improvement of the immovable property registration system- were rated as Substantial or High across the board except for the pre-restructuring Modest for Relevance of Design and Modest for objective 1. Efficiency was rated as Substantial as there is evidence that the project activities supported sectoral efficiency gains, actual costs were lower than the appraisal estimate and despite delays in the initial years, all activities had been completed, albeit with minor time overruns.

The project was restructured when 21% of the project had been disbursed. Thus, the calculation is as follows: $4 \times 0.2 = 0.8$ for pre-restructuring and $5 \times 0.8 = 4$ for post restructuring. Adding these two results together gives us a total rating of 4.8 for the Outcome. Rounding up gives us a rating of 5 for the total project period which leads to an overall outcome assessment of Satisfactory.

a. Outcome Rating

Satisfactory

7. Rationale for Risk to Development Outcome Rating

Financial risk. Although technological improvements in the farm restructuring process had eliminated the need for unnecessary clearances and thereby led to cost reductions associated with improvements in the farm restructuring processes and affordable user fees for land registry services have been established, there is modest risk given the budget situation in the country.

a. Risk to Development Outcome Rating

Modest

8. Assessment of Bank Performance

a. Quality-at-Entry

This project was prepared based on the experience of similar farm restructuring and land administration projects in the Europe and Central Asia (ECA) region and specifically from the lessons of a Prior Bank financed farm privatization project (Farm Privatization Support Project. P049718). The lessons incorporated in design of this project included, involving local leaders in the process, incorporating awareness raising and education activities directly to farmers and not including farm privatization activities in cotton areas in view of the difficulties associated with replicating farm privatization activities. Several risks were identified at appraisal and risk mitigation measures were incorporated at design. Appropriate arrangements were made for project management (discussed in section 9b) and the arrangements made at preparation for fiduciary and safeguards compliance (discussed in section 11), were appropriate.



The original design was however ambitious given the capacity considerations in the country and this resulted in the restructurings.

Quality-at-Entry Rating

Moderately Satisfactory

b. Quality of supervision

The supervision team used the opportunity accorded by the approval of Additional Financing for the project to further the land policy agenda and bring the design more in line with institutional capacity in place. Supervision missions were at least twice a year and this enabled the supervision missions to provide appropriate and targeted advice. The supervision team was composed of skilled and experienced specialists who had both designed and supervised projects of this kind in the ECA region and elsewhere. Though there were four changes of the Task Team Leaders (TTLs) during the life of the project, the continuity of leadership was more or less maintained given that the second TTL was involved in the project from its inception. The supervision team also restructured the project to improve implementation and adjust to changing circumstances. The Borrower's ICR (page 59) reports that the supervision team worked in tandem with the government and provided assistance in project implementation while simultaneously promoting and assisting in the implementation of governmental decrees that contributed to land and farm restructurings.

Quality of Supervision Rating

Satisfactory

Overall Bank Performance Rating

Moderately Satisfactory

9. Assessment of Borrower Performance

a. Government Performance

Government commitment during implementation was demonstrated by its decrees - such as the Decree of the President #1775 on June 30, 2006 - facilitated the implementation of the farm restructuring process. The government's policy changes such as a formal government decision to forgive cotton debt enabled the new certificate holders to begin farming without a debt burden left over from the collective farm. Support from regional governors aided in overcoming the resistance to farm restructuring from local level functionaries. For instance, a directive from the Oblast Chairman in the Sughd region issued in December 2013 aided in ensuring cooperation from local officials. This directive also provided streamlined procedures for issuing land certificates. The government also enacted legislation merging the two databases for land and property under the State Unitary Enterprise for Registration of Immovable Property (SUERIP) as the new immovable property registration agency.



Government Performance Rating

Satisfactory

b. Implementing Agency Performance

The State Committee for Land Management and Geodesy (SCLMG) was in charge of implementing the project. The Project Management Unit (PMU) that had managed the prior Bank financed project was retained for this project. While the central office of the State Land Committee in Dushanbe and seven Regional Land Registration Offices were responsible for implementing the land registration components, the Farm Information and Advisory Services (FIAS) was responsible for dissemination of information to farmers, the Farmer Training Center (FTC) was responsible for implementing the integrated pest management and the Water Users Associations were responsible for implementing the on-farm irrigation and water management rehabilitation investments. A newly created farm privatization policy office (FPPO) established within the President's Economic Advisor's Office was responsible for coordinating policy-related activities. Although the weak capacity of the implementing agencies was an issue at the start of project preparation, this was rectified during implementation. The implementing agencies performance with respect to M&E (discussed in section 10b) improved over time. The PMU had the required competencies in its staff and this aided fiduciary compliance (discussed in section 11).

Implementing Agency Performance Rating

Satisfactory

Overall Borrower Performance Rating

Satisfactory

10. M&E Design, Implementation, & Utilization

a. M&E Design

M&E at design had as many as 10 outcome indicators seven output indicators. The monitoring indicators were reduced to seven following the first restructuring - the number of certificates issued to family farmers, the number of people in the participating raions who were informed about land law and procedures governing privatization at closure, the number of agricultural lands restored through the rehabilitation of the farm irrigation and water management systems, the number of farmers who were trained on matters pertaining to integrated pest management . These indicators were appropriate for monitoring performance.

M&E was expected to be through existing data sources, supplemented by data collection within the project and through special survey and assessment updates undertaken by contracted specialists. A baseline to assess knowledge of the farmers was conducted in collaboration with USAID.

b. M&E Implementation

Following the approval of Additional Financing for the project, more indicators were added such as female heads of farms and days taken for various approvals. The Project Management Office had adequate



resources for M&E and there was continuity in M&E personnel.

c. M&E Utilization

Apart from internal monitoring, data was used to support policy making. Close monitoring of farm certificate issuance enabled the PMU to move personnel close to where there was demand for certificates. Externally, these data have demonstrated the importance of high-level commitment in accelerating the creation of independent farmers, e.g., in Sughd. Moreover, data on the impacts of certificate issuance were useful in various discussions of the Joint Working Group on Land Reform supported by USAID. The broader scope and findings of the later surveys provided valuable input into discussions on adaptation to climate change in Tajikistan and the role of land reform and women.

M&E Quality Rating

Substantial

11. Other Issues

a. Safeguards

Environmental Safeguards. The Project was classified as a Category B project for environmental assessment purposes. Other than Environmental Assessment (OP/BP), one safeguard policy was triggered: Pest Management (OP 4.09). The PAD (page 16) notes that an Environmental Assessment (EA) was conducted at appraisal and an Environmental Management Framework (EMF) and an Integrated Pest Management Manual (IPM) were prepared during project preparation and publicly-disclosed. For the Additional Financing the revised EMF and IPM were revised (ICR, page 11). The ICR (page 11) reports that there were no safeguard issues and compliance with environmental and social safeguards was deemed to be satisfactory during the implementation of this project.

b. Fiduciary Compliance

Financial management. An assessment of the financial management arrangements conducted at appraisal concluded that the financial management arrangements met the Bank's requirements (PAD, page 42). The PAD (page 42) also notes that the Project Management Office (PMO) had experience with implementing a prior Bank-financed project and was familiar with Bank's financial requirements. The ICR (page 11) notes that there were no financial issues during project implementation. Interim Financial Reports (IFRs) were submitted in a timely fashion. The Project Audit Report for 2015 submitted on June 30, 2016 was deemed to be satisfactory.

Procurement. An assessment was made of the PMOs ability to address procurement issues and a Procurement Plan was prepared at appraisal which provided the basis for the procurement methods (PAD, pages 47 and 48). The ICR (page 11) notes that procurement under the project was conducted in full



compliance with Bank's requirements.

c. Unintended impacts (Positive or Negative)

Capacity Building. Seven short term training courses on GPS and GIS technologies were carried out for the 327 specialists from RLCCs, SCLMG and for engineering students. The training has increased the value of hiring these specialists, and in turn led to high project staff turnover. This was not a desired outcome and benefits of training and retention were underestimated. The farm management and environmental skills training provided new opportunities for local consultants to improve their skills and to advise new farmers. (ICR pp18-19)

d. Other

Institutional Change/Strengthening

In 2009, the Government enacted a number of regulations to facilitate the establishment of an accessible geodetic coordinate system and to upgrade and digitize cadaster maps. The Project supported institutional and legal reforms with the help of technical assistance. One of the main institutional changes was the creation of SUERIP in March 2013. The Project supported four pilot offices to test registration processes and procedures, generate knowledge about bottlenecks and issues and test new procedures. This knowledge and good practice have been absorbed into SUERIP and the new a new Real Estate Registration Project (RERP) (ICR p18).

12. Ratings

Ratings	ICR	IEG	Reason for Disagreements/Comment
Outcome	Satisfactory	Satisfactory	---
Risk to Development Outcome	Modest	Modest	---
Bank Performance	Moderately Satisfactory	Moderately Satisfactory	---
Borrower Performance	Satisfactory	Satisfactory	---
Quality of ICR		Substantial	---

Note

When insufficient information is provided by the Bank for IEG to arrive at a clear rating, IEG will downgrade the relevant ratings as warranted beginning July 1, 2006. The "Reason for Disagreement/Comments" column could cross-reference other sections of the ICR Review, as appropriate.



13. Lessons

The ICR draws the following main lessons from implementing this project, with some adaptation of language.

(1) Cooperation from regional leaders can be useful in speeding up implementation in projects entailing farm restructuring. In this project, the decision of the regional leader in Sughd region to support farmland restructuring, accelerated the process associated with farmland restructuring. As a result, the project was able to respond quickly and move capacity from other regions to the Sughd region to respond to demand. At closure of the 37,423 certificates issued by the project throughout the country during 2014, 74.8% were from this region. Similar impacts were not noted in other regions which waited until the end of the project to begin farm restructuring activities.

(2) Incremental approach can be useful in projects entailing land rights reforms. This project demonstrated the possibilities of a long term engagement and incremental approach to land reform - starting with a pilot for farm restructuring/privatization and moving towards full scale implementation and finally supporting a full-fledged land administration system.

(3) A simple results framework with few indicators that can be measured is required for monitoring particularly in countries with data constraints. In the case of this project, the original design had as many as 10 key outcome indicators. These needed to be reduced for want of data.

14. Assessment Recommended?

No

15. Comments on Quality of ICR

The ICR was consistent with guidelines and concise. The achievements of the results framework including output and outcome indicators were supported by clear and convincing facts and analysis. The ICR candidly discusses the issues that were encountered with the farm restructuring process.

There were some shortcomings. The disbursement numbers discussed in the report were not consistent, failed to note the date and source of data collection. The ICR rated the relevance of design moderate. However, there is no moderate rating used in the ICRR rating scale.

a. Quality of ICR Rating Substantial