



# **Real Estate – Basis for National and EU Policies**

*Advisory Services from the  
World Bank*

**Output 5 - Institutional Action Plan  
for the National Agency for Cadaster and Land Registration  
(ANCPI) of Romania**

**Part One**

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**Acronyms**

ANCPI	National Agency for Cadaster and Land Registration
CNC	National Center for Cartography
eTerra	Electronic Land Registration System
ERP	Enterprise Resources Planning business management software
EU	European Union
ICT	Information and Communication Technologies
INIS	National Spatial Data Infrastructure (NSDI) in Romanian
INSPIRE	Infrastructure for Spatial Information in the European Community; EU Directive
KAAP	Key Area Action Plan
MIS	Management Information System
NPCLB	National Plan for Cadaster and Land Book
NSDI	National Spatial Data Infrastructure
OCPI	Office for Cadaster and Land Registration (local office)
TA	World Bank Technical Assistance Project Real Estate: Basis for National and EU Policies
TNA	Training Needs Assessment
UAT	Territorial Administrative Unit

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## **Preface**

A Reimbursable Advisory Services Agreement Technical Assistance Project - Real Estate: Basis for National and EU Policies (TA) was signed between the National Agency of Cadaster and Land Registration (ANCPI) and the World Bank in April, 2013. It seeks to provide technical assistance to help strengthen ANCPI's policy, regulatory, and institutional framework. Six major outputs of this TA were contemplated: (i) a comparative study of the real estate registration systems (TA Output 1 - completed); (ii) a national strategy for both systematic and sporadic real estate registration (TA Output 2 - completed); (iii) an assessment of the legal framework for cadaster and real estate registration (TA Output 3 - completed); (iv) an Institutional Review of ANCPI's capacities, functions, resources and arrangements (Output 4 - completed); (v) an Institutional Action Plan (Output 5 – the current report); and (vi) draft legislative projects to improve real estate registration services in Romania (Output 6). The Advisory Service Agreement was amended in October 2015 to include three new deliverables (vii) national program for cadaster and land book, (viii) analytical work in support of the EU financed Property Registration Program 2014-2020 and (ix) national program reporting. Especially useful background information for this Output 5, which readers may wish to peruse first, can be found in Annex 1. It provides a list of institutional strengthening recommendations identified in Output 4, which served as the basis for many of the specific action proposals in this Action Plan (Output 5).

## **Executive Summary**

A Reimbursable Advisory Services Technical Assistance Project—Real Estate: Basis for National and EU Policies (TA)—was signed between the National Agency of Cadaster and Land Registration (ANCPI) and the World Bank in April, 2013. It seeks to provide technical assistance to help strengthen ANCPI’s policy, regulatory, and institutional framework. Six major outputs of this TA were contemplated.

Output 5 proposes a comprehensive Institutional Action Plan of deep organizational reform and capacity building. It is comprised of three parts. Part One provides a brief description of the Romanian land registration situation and findings of the previous Outputs in order to provide background and context. Part Two includes seven Key Area Action Plans (KAAPs) covering thematic areas. Part Three provides the terms of reference related to tasks (expert consultancies, working groups, contracts, etc.) listed in the KAAPs.

The objective of this Institutional Action Plan is to help transform ANCPI into a modern and customer-oriented real estate registration agency capable of delivering the ambitious National Program for Cadaster and Land Book (NPCLB) and subsequently functioning as an effective, cost efficient, and transparent agency meeting all the ongoing requirements of a land registration agency in line with EU standards and performance benchmarks.

It is important to emphasize that the strategic objective proposed in the Draft National Strategy Systematic and Sporadic Real Estate Registration (Output 2) is “to complete the registration of all land in Romania with this data stored and kept up-to-date in a national Cadaster and Land Book system that provides efficient, cost-effective, transparent and affordable services to government, the land market and the general public”. This strategic objective also governs the NPCLB and, ultimately, should result in important benefits for citizens, businesses and local and central governments estimated at more than 6 billion euros. But this will not happen without major institutional changes.

The core of the Institutional Action Plan can be described as two pillars:

1. Strengthening agency management in terms of leadership and structure is the most critical element in the Institutional Action Plan. Strategic vision, more agile management, and organizational reforms to enhance two-way communication and better mobilize agency talent and experience are necessary to carry out the remainder of the Action Plan as well as ANCPI’s ambitious mandate.
2. Significant capacity strengthening is needed in information and communication technologies (ICT), human resources, land registration, support processes of financial management, internal audit, and procurement, all appropriately communicated internally and externally to mobilize partners and citizens alike. A portion of self-funding resources

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must be explicitly dedicated up front to these institutional reforms so as to meet the NPCLB targets. Without these investments, senior management's initiatives and proactivity will falter; on the other hand, mere investments in these activities (throwing money at them) will yield sub-optimal results if management remains narrow, overburdened, and subject to *ad hoc* decision making forced by the need to respond to, rather than better anticipate and guide, events.

Action Plan activities begin in early 2015 and continue through 2017. Internal ANCPI expenditures are limited largely to staff costs, although recurrent budgets will increase with the acquisition of new ICT systems and license agreements. External funding is required for expert consultancies and ICT investments.

The cost of implementing this Institutional Action plan is estimated 6 million euro a year for the two first years (2015 and 2016), which constitutes around 5% of ANCPI's annual turnover. The staff costs constitute 3% of the implementation costs and the rest are external costs including investment, service and consultancy costs. ICT investments excluded the Action Plan implementation costs 2.4 million euros for 2015 – 2016 including 4600 days/420 000 euros of staff time. Note that the action plan implementation will not all be extra work, but activities that would be take anyway. The Action Plan will ensure a more organized approach and conduct. The cost estimate is a preliminary estimate which will evolve together with the evolving plan.

Successful implementation will require: (i) agency-wide understanding of the need for change; (ii) commitment of senior management to a major change process; (iii) a structure to promote and monitor the strengthening process; and (iv) sustained governmental commitment to support ANCPI management throughout the institutional change process. Contracting of a project management firm to support ANCPI management and the entire change process is highly recommended.

Several additional considerations should be kept in mind. While the Action Plan as a whole has been sub-divided into components to facilitate the assignment of responsibilities and monitoring of progress, the entire effort should be seen holistically. Like a chain that is only as strong as its weakest link, this Action Plan will achieve its maximum impact if all components and actions are undertaken in a timely and structured manner under the close monitoring of ANCPI management.

As much as flexibility is required in implementation, indeed inevitable, it should not to be pursued as a goal. The Action Plan should be a living tool in which necessary adjustments are made, but with a clear eye toward maintaining core objectives and care that adjustments do not unduly compromise achievement of those goals. The linkages between components are important and broken only at great risk. Strengthening ICT systems and staff is critical to the core business activities, human resource management, financial management, the management information system, communications, transparency, and accountability. Indeed the central role of ICT is prompting a major recommendation regarding organizational structure. Similarly, the

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recruitment, training, and retention of highly qualified and motivated staff underpins all operations, external and internal to ANCPI. The proposed changes in registration processes have significant operational, legal, communication, budgetary, and reputational implications. Fundamental improvements in financial management are needed as a foundation for modern results-informed budgeting, strategic planning, and daily operational control in order to ensure the success of the NPCLB and the credibility of the agency at government and European levels. More than anything, the leadership of the agency needs to share the burden of daily operational oversight and focus more of its limited time on visioning the future, developing and adhering to a realistic strategy to arrive there, and professionally managing subordinates, ensuring they are empowered and able to do their jobs with the new tools and capacities being built.

The timing of actions also deserves careful oversight given the inter-relations noted above. The agency's current Enterprise Resource Planning (ERP) system was first introduced in 2006. But nearly 9 years later it is still not functional, undermining the capacity of various departments including Human Resources and Economics. A working group was recently put in place by the Director General but work has not started yet. An urgent question will have to be answered quickly: Can the current ERP system be improved and implemented across the organization to fulfill the needs and support the management of the NPCLB, or should it be replaced by a new one? In order to reach this important management decision, the working group should begin its deliberations immediately. If an ERP and related MIS are not fully operational rapidly, ANCPI will not have proper tools to plan and manage the activities, to monitor the work progress and the use of resources. Thus, all units could underperform, risking the achievements of NPCLB targets and the self-funding status of the agency itself.

Additional risks exist. If staff are not hired and trained on time, work will be delayed and operational results and capacity building targets missed. If a coherent Strategic Plan is not drafted, vetted, approved, and communicated to all staff, government authorities, and business partners, the agency's guiding role during the critical period of the NPCLB will be lost. Without rapid action to expand and restructure management processes, both the NPCLB and the agency's long-term development, not to mention key features of the capacity building process, could be delayed or derailed.

The core principle behind Output 5 is that the whole is greater than the sum of the parts—while individual actions can be adjusted to changing circumstances, there is a tipping point for adjustments beyond which the cohesion and momentum of the entire process will be fatally undermined.



## **1. Objective and Methodology of the ANCPI Institutional Action Plan**

This report is a deliverable under the Reimbursable Advisory Services (RAS) Agreement signed on April 3, 2013 between the International Bank for Reconstruction and Development (IBRD-World Bank) and the National Agency for Cadaster and Land Registration (ANCPI) for the *Real Estate: Basis for National and EU Policies Technical Assistance Project (TA)*.

During an implementation support mission April 3-4, 2014, a World Bank team and ANCPI agreed on the objectives, methodology, activities, resourcing, and milestones for Output 5. As indicated in the resulting Inception Paper, the objectives are to: (i) deepen the analysis in core areas of substantive and institutional strengthening; (ii) provide concurrent technical assistance and support to priority initiatives undertaken by the agency; and (iii) present an Institutional Action Plan in priority areas for the next three years, outlining needed measures and providing practical implementation guidance where possible.

The priorities for the assessments, technical assistance, and component Key Area Action Plans, were largely identified during preparation of the earlier Outputs. Those Outputs were extensively discussed with ANCPI officials and staff, reviewed intensively within the World Bank, and agreed between the two organizations. To prepare Output 5, a team of international and local experts was put in place, and additional visits by external experts were organized between June and September 2014 on land registration processes, information and communication technologies, and financial management. An Institutional Working Group was established to support and coordinate the work on Output 5.

As noted earlier, the document is comprised of three parts. Part One provides a brief description of the Romanian land registration situation and findings of the previous Outputs to put in context the subsequent summary description of proposed Action Plans and observations on an implementation strategy. Part Two includes the seven KAAPs covering Management and Organization (#1), Human Resources Management (#2), Land Registration Processes (#3), Information and Communication Technologies (#4), Financial Management (#5), Procurement (#6), and Communications (#7). Part Three provides the terms of reference related to the tasks (expert consultancies, working groups, contracts, etc.) listed in the KAAPs.

A number of reports prepared in support of Output 5 are being delivered separately. These include:

- Report on Land Registration Processes
- Report on Finance and Economics
- ANCPI ICT Strategy and Action Plan 2015-2019
- Policy Note on the HRM Strategy and Overall Approach for Capacity Building
- Draft Training Needs Assessment Report
- Draft Policy for recruiting additional staff

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- Draft Training Budget 2014-2018
- Draft Detailed Communication Plan – ANCPI- NPCLB
- Draft Technical Review in support of the National Center for Cartography's (CNC) Business Plan
- Model framework agreement and contract for bidding documents

## **2. Background: Land Registration Performance and Challenges**

### **Status of Romania Land Registration**

In Romania, less than 20 percent of the estimated 40 million real estate properties are registered, and in rural areas only 10 percent. This situation significantly affects economic performance country-wide. An incomplete real estate registration system results in constrained real property markets, asymmetric access to credit markets, inequitable property taxation, over and under-exploitation of natural resources, environmental degradation, lost investments, poor public infrastructure and marginalization and poverty. For example, despite being among the best endowed European countries in terms of land, water, and people, Romania's agricultural performance is significantly below its potential, as average farm yields for most agricultural products are only half of those in the EU-27. Subsistence and semi-subsistence farms account for as much as 99 percent of the 3.9 million farms, a share unparalleled among EU member states.

Most Eastern European countries have full coverage of their legal land registers; property restitution was completed quickly and compensation issues dealt with swiftly through schemes of vouchers or other means; and land administration agencies were adequately reconstituted or strengthened. Most importantly, whatever the variations in approaches, the land registration effort and agencies were given the resources and political support to complete or substantially complete their work. While external resources have been provided, to date Romania has not been able to make full use of them due to pervasive sectorial and organizational shortcomings.

This situation may be on the way to improvement due to four factors: (i) amendment of Law 7/1996 allowing ANCPI to retain land registration revenues; (ii) dedication of these revenues to an ambitious systematic first registration National Program of Cadaster and Land Book (NPCLB) developed by the agency; (iii) a new Land Registration Law now under preparation with support from the RAS TA that aims to ensure a coherent and comprehensive legal framework for land registration and agency operations; and (iv) determination within the agency to address institutional shortcomings comprehensively with support from the analysis of the TA outputs.

## **National Program for Cadaster and Land Book**

During the past year, ANCPI worked on a Draft National Strategy for Systematic and Sporadic Real Estate Registration (National Strategy) in collaboration with the World Bank under the RAS TA, which set up a 900 million euro investment program for finalizing first registration country-wide in Romania over a period of 20 years. The investment is estimated to result in multiple benefits to land holders, investors and government (in total close to 6 billion euros). As part of the strategy, ANCPI and World Bank specialists worked on a Cadaster and Land Book project of about 250 million euros to be implemented with 2014-2020 EU Regional Program support. In January 2014, the Parliament amended the Land Registration Law 7/1996 allowing ANCPI to retain land registration revenues for the benefit of such a NPCLB. The agency and World Bank concluded a draft NPCLB on July 1, 2014 based on the National Strategy and covering the period 2014-2018.

The agency subsequently modified the NPCLB to address new activities: document conversion, a public awareness campaign, archiving activities of documents, etc. It raised the number of Territorial Administrative Units (UATs) to be completed during 2014-2023 to 2381, with a 900 million euros budget. This new version will be submitted to the government for approval.

## **Findings of the Institutional Review**

As part of the RAS, an Institutional Review of ANCPI (Output 4) was prepared and extensively discussed with staff and officials. It has become a major input to the design and preparation of Output 5. The Review assessed the political and legal environment within which the agency operates, the focus of its mission, and its capacities. It noted that the agency had faced a complicated external environment that included an apparent lack of broader government understanding and commitment to its mission; an incomplete, unstable, and/or flawed legal and regulatory framework; frequent turnover in management and the superior agencies to which it reports; and significant disruptions in capacity resulting from the end of self-financing and sharp budget cutbacks stemming from the global financial crisis. Fortunately, many of these issues are being addressed through the recent restoration of partial self-funding and apparent government commitment to address the land registration problem.

The remaining challenges now are largely within the power of ANCPI to rectify. The Review found that the organization and management of ANCPI is sub-optimal with a highly hierarchical culture of decision making, an unduly small and overburdened leadership structure, limited internal communications and information collection, antiquated and paper-based financial and human resource management systems, low and delayed investments in critical ICT, and flawed substantive registration processes. A list of 45 immediate, medium-term, and long-term recommendations was developed based on the report's analysis. (The list is included in Annex 1 of this report.)

### **3. Proposed ANCPI Institutional Action Plan**

The Institutional Action Plan for ANCPI lays out a comprehensive and deep institutional reform and capacity building effort led by ANCPI management, fully appreciating the need for, and difficulties of, such an effort. The objective of the Action Plan is to transform the agency into a modern and customer-oriented real estate registration agency capable of delivering the ambitious NPCLB and subsequently functioning as an effective, cost efficient, and transparent agency meeting all the ongoing requirements of a land registration agency in line with EU standards and performance benchmarks. The KAAPs provide timetables, input activities, and output indicators to guide and monitor the implementation of the Action Plan.

The 45 recommendations in Output 4 have been refined into actions presented in the seven KAAPs listed below (discussed in more detail in the next section and presented in the attached annexes). The KAAPs address the objectives, indicators, measures, specific activities, milestones, dates, responsible parties, and costs external to ANCPI (consultants, ICT, travel, etc.). Complementary documents such as terms of reference outlines for external consultancies and contracts have been provided to support implementation.

As indicated above, the core of the Implementation Action Plan can be described as two pillars:

- a) Strengthening agency management in terms of leadership and structure is the most critical element in the Institutional Action Plan. Strategic vision, strengthened management, and organizational reforms to enhance two-way communications and better mobilize agency talent and experience are necessary to carry out the remainder of the Action Plan as well as ANCPI's ambitious mandate.
- b) Significant strengthening of capacity is needed in ICT, human resources, land registration, support processes of financial management, internal audit, and procurement, all appropriately communicated internally and externally to mobilize partners and citizens alike. A portion of self-funding resources must be explicitly dedicated up front to these institutional reforms so as to meet the NPCLB targets. Without these investments, senior management's initiatives and proactivity will falter; on the other hand, mere investments in these activities (throwing money at them) will yield sub-optimal results if management remains narrow, over-burdened, and subject to *ad hoc* decision making forced by the need to respond to events, rather than anticipate and guide them.

The realization of the NPCLB lies with the success of these institutional reforms and this should be understood by the government. Full support from the broader public administration and senior political leadership will be needed throughout the development and implementation processes. This includes elevating completion of systematic property registration to a top government priority, supporting the legal changes required, reducing administrative constraints, and giving

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ANCPI the capacity to hire new staff, change its processes, and repair, renew and adapt its facilities to the requirements of the NPCLB.

Action Plan activities start in early 2015 and continue through 2017. Costs estimates for external consultancies and training have been provided. Internal ANCPI expenditures will be limited largely to staff costs, although recurrent budgets will increase with the acquisition of new ICT systems and license agreements.

Given its complexity, Action Plan implementation would be facilitated through the assistance of a dedicated project management company. Such a firm would be empowered to facilitate the institutional reform by providing continuous technical assistance to management -- expert resources to assist in the change processes, strategic planning, facilitation of ANCPI management meetings, stakeholder consultations, procurement advice, etc. It is highly recommended that such a company be contracted at the initial stage of the NPCLB.

#### **4. Core KAAP Recommendations**

Seven Key Area Action Plans are annexed. Discussed below are the problems each KAAP seeks to address, descriptions of their objectives and contents, and comments on their inter-relationships.

##### **Management and Organization KAAP #1**

Reflecting the difficult external political, legal, and budgetary environment for ANCPI, its leadership for many years has had to focus on the agency's survival with a premium on short-term maneuverability and "firefighting". Long-term planning, consideration of alternative strategies, open debate of options, and the ability to monitor, reward, and improve performance were not easily available. Now the agency has a unique opportunity, an inflow of resources, and the need to go on the offensive; however, this could overwhelm the narrow leadership structure and existing institutional culture. This unprecedented challenge requires a new approach that should be implemented immediately. The top priority issues to address include: revising a management structure<sup>1</sup> that overburdens the individuals and shortchanges external networking outreach, orderly administration of the agency, and internal cohesion; ensuring good strategic planning<sup>2</sup>; raising the importance of ICT<sup>3</sup> as a driver of modern land registration agencies;

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<sup>1</sup> Recommendation #1 to 5 and 7 from Output 4 – Institutional Review

<sup>2</sup> Recommendation #13 from Output 4 – Institutional Review

<sup>3</sup> Recommendation #5, 6 and 8 from Output 4 – Institutional Review

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mobilizing OCPI<sup>4</sup> and CNC leadership and their input into decision making; recognizing and nurturing professional management skills; and ensuring good project management capacity.

Consequently, the overall objective in this key area is **to strengthen the capacity and structure of ANCPI's management** to better meet the ambitious systemic first registration goals under the NPCLB and improve the efficiency of its expanding sporadic registration activities.

The actions are organized around six main components:

A. Revising the management structure

In order to contribute to the success of the NPCLB, the ANCPI organization structure should be revised to expand the management structure with three deputy directorships for Operations, Strategy/Evaluation, and Administration. A **management team**<sup>5</sup> with regional representation should be activated. As the backbone of a modern land registration organization, the profile of ICT<sup>6</sup> needs to be raised. The ICT directorate should report directly to the Director General.

B. Embracing strategic planning - elevating its role, realism, and impact

A program the size of the NPCLB cannot be delivered without a clear strategic vision shared by senior and middle management and translated into strategic objectives. Thus, a meaningful multiyear ANCPI strategic business plan<sup>7</sup> has to be drafted based on the new context and aligned on the realization of the NPCLB. This will be a very good opportunity to share and emphasize the values stated in the existing *Strategy of the ANCPI for 2013 – 2017*, namely those about performance, integrity, professionalism, competence and accountability.

Strategic planning also provides an appropriate venue for addressing the cross cutting issue, endemic to all public sector institutions, of reducing the risk of corruption. The measures proposed throughout the Action Plan—internal audit capacity building, more robust and integrated management information systems, reforms to reduce discretion in and simplify processes of registration, codes of conduct training and the elimination of nepotism, etc. can all work to improve transparency and protect the agency. Given the high visibility of the NPCLB, vastly expanding agency interaction with citizens, and large increase in procurement spending, a culture of zero tolerance towards corruption by management made practical in concrete measures targeted and monitored by the strategic plan would be a sound initiative.

A strategic planning unit fully empowered and capable to draft, monitor, and evaluate agency, OCPI, and CNC performance against plan indicators, and use the findings to inform decision making has to be put in place.

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<sup>4</sup> Recommendation #7, 8 and 11 from Output 4 – Institutional Review

<sup>5</sup> Recommendation #8 and 9 from Output 4 – Institutional Review

<sup>6</sup> Recommendation #5 from Output 4 – Institutional Review

<sup>7</sup> Recommendation #13 from Output 4 – Institutional Review

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C. Reviewing the CNC Business Plan

Geospatial data are the basis on which a cadastral and land registration system can be built. CNC, as the national mapping organization, should become the lead organization in this area and a business model should be developed accordingly. However, preliminary steps are needed. The role of the CNC has to be clearly defined<sup>8</sup>, both within ANCPI and at the governmental level, and its responsibilities consolidated to ensure efficiency. In order to become an effective national mapping organization, the CNC has to develop a products and services menu based on client and partner needs. It should also increase the involvement of the private sector in products and services production and delivery in order to develop a strong geospatial industry in Romania.

D. Continuously developing management skills

The success of the NPCLB will rely on the contribution of each and every resource. Accordingly, a performance management plan should be developed in which all staff and managers have clear work and training objectives that are aligned with business unit objectives and on which their performance will be evaluated. Managers' performance will also be based on the evaluation of supervised staff and incentives for good performers will be instituted.

Moreover, it will be highly useful, if not necessary, for ANCPI management to contract a project management company<sup>9</sup> to provide continuous project management support and expert resources to support the change process, advise on strategic planning, facilitate ANCPI management meetings (at least during an extended learning period), conduct stakeholders consultation meetings, etc. This company should also provide expert resources to support procurement activities. Currently, this project management company is planned to be hired only under the EU-funded project and therefore, will not start work until 2016. It is highly recommended, however, to contract such a company at the initial stage of the NPCLB in 2015.

E. Strengthening project management oversight capacity

The management of a project the size of the NPCLB needs a clear and efficient project management methodology, and ANCPI management should rely on good management tools. Both procedures and tools will be implemented across the organization. The procedures need to be efficient, consistent and based on international standards and be followed rigorously to ensure the success of the NPCLB both in terms of costs and timeframe.

F. Developing and implementing stakeholder consultation practices

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<sup>8</sup> Recommendation #11 from Output 4 – Institutional Review

<sup>9</sup> TheWorld Bank. 2014. Real Estate – Basis for National and EU Policies (P145716). Draft National Strategy for Systematic and Sporadic Registration (Output 2), Sections 8.3.5 and 9.2

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The NPCLB will trigger cadaster, land registration, surveying and mapping activities on an unprecedented scale throughout the country. All the resources available and more will have to be mobilized to complete systematic registration in the over 2000 targeted UATs<sup>10</sup>. To ensure the success of such a program which will cover the whole country and last many years, important changes will have to be made in many areas: project management, legislation, financial arrangements, information technologies, etc. The NPCLB will cover private, public, and State land in rural and urban areas. Public and private sector stakeholders in the land registration system of Romania will be important players in this effort. Given their roles and responsibilities they should be integrated completely and quickly into the NPCLB as business partners<sup>11</sup>. They have to understand well the objectives, the issues, the challenges, the benefits (for them, for the citizens, for the State), their expected contribution, their responsibilities and the ones of ANCPPI and the others stakeholders, the upcoming changes and how they will be supported, etc. The agency in turn could benefit from suggestions from its partners. Many aspects must be discussed and agreed, requiring a real partnership environment. To achieve this, these business partners, coming from the private and the public sectors, have to be consulted in an organized way.

The success of the NPCLB will also rely on the availability of geospatial information. Therefore the completion of the National Infrastructure of Spatial Information (NSDI) and a Geoportal which will make this information easily accessible for all the stakeholders are essential. These tools will depend on the involvement of all business partners but especially from within the government. A culture of win-win collaboration will have to be strengthened or developed.

The estimated cost of the implementation of KAAP#1 is 554 000 euros for the first two years, with external costs of 458 000 euros and internal costs of 96 000 euros (1070 staff days).

### **Human Resource Management (HRM) KAAP #2**

In a knowledge-based agency like ANCPPI, human resources should be the most important asset. Despite the best efforts of the agency, HR has not received the attention it requires, affecting ANCPPI's performance. There are imbalances of skills, workload and capacity problems in headquarters and local offices, a focus in the HR Department on administration with less attention given to strategic management of human resources, and very limited training over the last three years due to a lack of funds. At all levels and locations, the generally accepted most critical factors affecting HR management are: (i) a lack of specialized personnel; (ii) limited training; and (iii) insufficient/outdated ICT and specialized equipment to support their work. These are serious shortcomings given that the agency needs to rapidly recruit, train, and oversee a large contingent of new staff to support the NPCLB.

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<sup>10</sup> Until now, systematic registration has been completed in 7 UATs under the earlier CESAR project.

<sup>11</sup> Recommendation #17 from Output 4 – Institutional Review



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The overall objective in this key area is **to ensure proper HRM systems and processes to allow for the right people with the right skills to be placed in the right jobs.**

The proposed measures are organized around six main HRM components:

A. Improvements to workforce planning

Human resources are the main asset of ANCPI on which the success of the NPCLB will be built. Having good employees working efficiently in the right places when they are needed is a fundamental objective. It is also a key success factor in the management of a workforce of 2,800, with estimated 600 more to be hired for the NPCLB. Thus, the HR Department has to develop internal procedures to ensure that ANCPI's allocation of human resources is properly planned and carried out in the most efficient way in order to meet organizational needs<sup>12</sup>. A medium-term workforce plan for 2015-2018 should be drawn up based on an in-depth workload assessment.

B. Recruitment

To ensure that ANCPI recruits the most suitable candidates, with the right skills, competences, experience, and potential to meet the current and future needs of the organization, the recruitment procedures and transfer processes have to be redesigned<sup>13</sup>. The updated procedures should be transparent and promote full competency-based selection.

C. Managing the workforce

Motivated employees, fully aware of their role, working in a supportive environment with equitable promotions, incentives and reward mechanisms are the foundation of a performance organization. To build such an organization, actions should be taken to review and update the job description for the positions in the Hiring Strategy and Hiring Plan, to develop proposals for managing promotions and internal staff mobility, and to develop a system of financial and non-financial rewards for personnel with outstanding performance. Attention should be given to identifying sensitive positions (such as with an elevated risk of corruption) and developing preventive measures (such as job rotation).

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<sup>12</sup> Recommendation #22 and 24 from Output 4 – Institutional Review

<sup>13</sup> Recommendation #22 and 24 from Output 4 – Institutional Review

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**D. Staff development**

This component aims to ensure that staff development, particularly training, is encouraged and properly planned, delivered, and evaluated to meet the requirements of both the individual and the organization. Consequently, an integrated training plan for ANCPI, CNC and OCPIs that covers the whole range of organizational needs should be developed<sup>14</sup>. This will be based on a comprehensive Training Needs Assessment (TNA). Specific training identified in the other KAAP will be considered in the TNA under preparation; the overall costing presented under this measure should not be affected significantly. Moreover, an analysis of policy options for training specific cadaster and land registration personnel and of the internal training system, including specific training institutions, will be undertaken. Also training modules on corruption, ethics and codes of conduct are recommended.

**E. Staff performance**

To develop an effective staff performance evaluation system<sup>15</sup> and identify high performers and underperformers, an improved staff performance appraisal system will be developed. This will be based on individual staff objectives in clear connection with organizational objectives.

**F. HRM departments and coordination of HR policy**

Above all, a comprehensive ANCPI HRM Strategy will be developed to serve as an appropriate oversight mechanism at the level of ANCPI HRM Department. Coordination procedures as well as capacity development of the HRM department staff is recommended.

The estimated cost of implementing KAAP#2 is 1.2 million euros for the first two years, with external costs of 1 million euros and internal 166 000 euros (1670 staff days).

**Land Registration Processes KAAP #3**

ANCPI's land registration processes - its core business line - were reviewed<sup>16</sup> and the following key problems were identified: (i) no single national guide on registration practices or method of delivering information exists, leading to inconsistencies and confusion; (ii) barriers to registration abound such as requirements for the first registration apartment unit owner to pay for the registration effort of the entire building for a first registration rural landowner to pay for an entire *tarla* survey if it has not been fully surveyed, and or for an owner to pay transfer and

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<sup>14</sup> Recommendation #27 from Output 4 – Institutional Review

<sup>15</sup> Recommendation #25 from Output 4 – Institutional Review

<sup>16</sup> The World Bank. 2014. Real Estate – Basis for National and EU Policies (P145716). Draft Report on Land Registration Processes

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inheritance taxes, all of which prevent many poor owners from registering ; (iii) registration processes can be unduly cumbersome due to an excessive role for notaries (with their costs) who perform tasks that OCPIs could carry out; (iv) the lack of identification numbers for Roma and others which effectively blocks their registrations; and (v) the slow and incomplete process of converting paper-based and other data—both private and public—to eTerra.

The overall objective in this key area is **to streamline the registration processes in order to reduce the unnecessary costs, technical or legal burdens, and duplicative procedures** that contribute to the low level of land registration in Romania.

The proposed measures range across many aspects of ANCPI's work, but are organized under five headings:

A. Strengthening operations infrastructure

One of the problems with first registration is the lack of consistent rules and guidance across regions, resulting in different outcomes in similar cases, and subsequent reputational risk for ANCPI. An online practice guide should be developed to draw together the multitude of existing directives, regulations, laws, opinions, etc. into a single document that can be easily and quickly accessed. It should also be available to the public, as is the case with land registries in other countries. The guide should be updated to reflect changing circumstances.

B. Removing barriers to registration

A set of actions is proposed to remove barriers to registration by permitting (a) registration of agricultural land within *tarla* without a plan of survey and (b) registration of apartments without a plan of the building and land on which the building sits (and possibly the apartment layout plan). In addition, actions will be taken to continue working with the Ministry of Finance to agree on waiving back taxes and the inheritance tax, with future discussions to be supported by a well-researched economic analysis that shows the benefits to waiving taxes on first registrations.

C. Streamlining selected registration processes

The main actions proposed under this component are streamlining selected registration processes by removing the requirement for a notary's certificate in cases of long-term possession (to be replaced by an administrative check), permitting OCPI staff and contractors to certify copies of documents (instead of requiring notaries to certify), and removing the requirement to provide personal identification numbers for persons who do not have them or cannot easily obtain them, particularly members of the Roma community.

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**D. Completing the conversion project**

Completing the conversion of cadastral documentation and old land books into eTerra is essential. Over the past few years, the documents have been digitized and a large number of them have been converted, but the task is incomplete. Converting the data through a process of verification and data entry will increase the number of registered properties quickly and cheaply. Thus, individual contractors should be used to complete the process of entering data from the digitized cadastral documentation and old land books into eTerra.

**E. Registering all state land**

The registration of state land is an important objective of the NPCLB. This can be achieved through the electronic conversion of existing data held by public bodies and agencies. In addition, ANCPI should develop clear and efficient procedures and work with all government landholders to ensure that all publicly owned properties are identified and recorded.

**F. Improving the quality and efficiency of the quality control process for systematic registration**

Quality control of the results of systematic registration is crucial for the NPCLB. The quality control process has to be improved and clear guidelines and procedures have to be prepared to ensure efficiency and consistency.

The estimated cost of implementing KAAP#3 is 430 000 euros for the first two years, with external costs of 380 000 euros and internal costs of 48 000 euros (580 staff days).

### **Information and Communication Technologies KAAP #4**

Efficient and effective ICT is fundamental in supporting ANCPI, CNC and OCPIs in managing their resources and delivering their business services to customers and partners. ANCPI's IT Department formulated an ICT strategy and action plan in July 2014 with the support of World Bank consultant experts<sup>17</sup>. The strategy has a five-year horizon, includes ANCPI, OCPIs and CNC, and provides a corresponding high level action plan and budget. It seeks to:

- create effective and efficient integrated service delivery models;
- realize new value from ANCPI information assets;
- optimize the use of scarce resources and capabilities;
- strengthen assurance systems to manage risk and quality;
- deliver a migration path for aging legacy systems;

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<sup>17</sup> The World Bank. 2014. Real Estate – Basis for National and EU Policies (P145716). ANCPI ICT Strategy and Action Plan 2015-2019

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- leverage scale and efficiencies;
- partner with the private sector; and
- increase the pace of change.

The main challenges identified include: (i) the outdated eTerra system that supports the agency's land registration and cadastral services, leading to higher costs for maintenance and functional extensions, especially support of e-services; (ii) the limited scope of geospatial information services provided by the National Geoportal, resulting in non-compliance with the EU INSPIRE Directive; (iii) the very limited implementation and use of the ERP system across the business, resulting in inefficiencies and lack of management information to run the agency effectively; (iv) the need for development of a National Open Data Initiative; (v) the need to refresh the National Cartographic Centre's technical infrastructure to align it with the new business plan to be developed; (vi) the inadequate business continuity and disaster recovery solutions that put corporate information at risk; and (vii) the lack of training that has severely reduced technical capacity across the agency.

The overall objective of this key area is **to design and implement strategic ICT components to support the ANCPI mission.**

It is important to mention that all the ICT projects to be developed will be driven by line departments and not by the IT Department. Consequently, for all the projects mentioned below, a project board is to be put in place. Each project board will be led by the director of the relevant business unit.

The proposed measures are organized around eight strategic ICT components:

A. eTerra3: Replace the existing eTerra system and deliver a new, effective ICT solution called eTerra3

Define, procure and implement a new solution to support land registration and cadastral services across the agency. This will be based on a 'service oriented' architecture that will support easier integration with information systems within ANCPI and across government, deliver more efficient business processes and provide better services to businesses and the public. The eTerra3 will also allow ANCPI to deliver a wider range of e-services to clients, supporting the e-government agenda. In the ICT Strategy, some important business requirements were identified as excluded from the eTerra3 specifications. These include:

1. An application or tool kit to support the contractors involved in systematic first registration. This would include online access to the eTerra3 database of land registration, cadastre, digital archive and mapping data and provide robust quality control tools to check applications prior to electronic submission to ANCPI;

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2. A similar application to support sporadic registrations;
3. Facilities to allow sporadic applications to be electronically submitted by notaries and other stakeholders;
4. Data quality analysis and improvement tools to support the data quality improvement program.
5. Facilities to migrate the data held in OCIs' legacy systems into eTerra3;
6. The use of a Unique Transaction Identifier within eTerra3 to enable notary transactions to be monitored and traced and support the integration of eTerra3 with the invoicing element of the Accounting Module of ERP; and
7. On-going extensions over 2017-2019.

As it was not possible to suspend the on-going tender process, the challenge will be to find a way to include some of these requirements in the negotiation process of the contract to be signed with the IT company, within the planned deliveries or in priority during the maintenance period.

**B. Geoportal: Complete the implementation of the National Geoportal compliant with INSPIRE**

The success of the NPCLB will also rely on the availability of geospatial information. Therefore, the completion and updating of the NSDI and a fully operational national Geoportal compliant with the INSPIRE Directive are essential. Currently, the national Geoportal is operational but most of the required datasets are missing. This component proposes a set of actions that aims to complete the implementation of the national Geoportal based on INSPIRE international experience.

**C. Enterprise Resource Planning (ERP): Complete the development and implementation of the ERP solution**

The proposed measures under this topic aim to complete, if possible, the development and implementation of the ERP solution and ensure that it is operational across the agency. In addition to being available throughout the organization (ANCPI, CNC and all OCPIs), the ERP solution must support accounting, budgeting, human resource management, procurement planning, contracts management, asset management and marketing and sales. A working group was recently put in place by the Director General but the work has not started yet.

Regarding ERP, an urgent question will have to be answered quickly: can the current system be improved and implemented across the organization to fulfill the needs and support the management of the NPCLB or should it be replaced by a new one? In order to reach this important management decision, the working group has to be activated immediately. This working group will have to first review the needs regarding the ERP system. Then, an IT company should be involved to see if and how the gap between the current application and the business needs can be filled and at what cost. The working group subsequently will need to make recommendations and ANCPI management take and implement a decision.

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**D. Management Information System (MIS): Develop and implement an MIS solution**

The ANCPI Management needs to monitor and evaluate ANCPI and its subordinated units' performance based on the strategic and financial plans and KPIs. The management information system (MIS) to be developed should integrate information from many sources, namely from ERP and eTerra3, monitor the KPIs, generate a dashboard and provide reports. This is required for efficient management of the NPCLB.

**E. Support Open Data Initiative: Develop and implement an open data policy for ANCPI that is compatible with the strategic business plan**

ANCPI will have to develop and implement an open data policy that is compatible with ANCPI's strategic business plan, the Government's "Digital Agenda," and the associated National Open Data Initiative. ANCPI will release open data on both the national Geoportal and ANCPI Geoportal.

**F. Technical Infrastructure: Refresh of the CNC in accordance with the new business plan**

The technology used by the map production facilities at the CNC has not been significantly updated since 2003. This is unacceptable and exposes the agency to a significant risk of technology and service failure. Thus, it will be urgent to design, develop and implement the new technical infrastructure. However, this will be done only after the CNC business plan has been developed, reviewed, and approved (KAAP #1, Component C previously described).

**G. Infrastructure Management: Ensure that the telecoms network, desktop environment, business continuity center, and disaster recovery center are effectively managed and meet the ongoing requirements of ANCPI and OCPIs**

This project will ensure that the telecoms network, desktop environment, business continuity center, and disaster recovery center are effectively managed and meet the on-going requirements of ANCPI and OCPIs. This will ensure that the technology infrastructure provides an effective environment to deliver the ICT strategy across ANCPI and the OCPIs.

**H. Capacity Building and Training: Ensure that ANCPI, CNC and OCPIs have the appropriate knowledge and skills to procure, implement, manage, and use ICT**

The IT Department will not deliver software development services but become an intelligent customer to development outsourced to the private sector. The IT Department should therefore:

- Define the ICT strategy and associated action plan (and budget);
- Provide ICT support to the business in defining new ICT solution requirements and specifications;
- Provide ICT support to the business units;

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- Provide training to the business units for ICT solutions;
- Provide 1st level support for ICT solutions to the business units;
- Coordinate with contractors in the provision of support and maintenance of ICT solutions;
- Ensure that the ICT infrastructure delivers appropriate performance and capability to the business; and
- Securely manage the information generated by the business.

Associated capacity building and training programs for the IT staff will be done through the training needs assessment and the workforce planning under the KAAP #2 on Human Resources.

The estimated cost of implementing KAAP#4 is 10 million euros for the first two years, with external costs of 9.6 million euros and internal costs of 70 000 euros (850 staff days).

### **Financial Management KAAP #5**

This critical support process of ANCPI was assessed for Output 5<sup>18</sup> and identified the following core problems: (i) the budget department (called Economics Department) lacks needed ICT systems (ERP and MIS) and is instead using labor-intensive spreadsheet software that often requires manual data entry; (ii) the Department does not adequately track the sources and uses of funds or manage the agency's finances in a modern fashion to support results-informed budgeting; (iii) too much time is devoted to payment collection issues; (iv) staff technical skills are more appropriate for accounting functions and need to be upgraded; (v) the Internal Audit unit is seriously understaffed and physically dispersed, reducing its output and the quality of its products; and (vi) the budget unit is not gathering or using the financial statistics or policy analysis capacity needed for the minimum level of financial planning, much less for broader agency-wide strategic planning.

The overall objective in this key area is **to significantly strengthen the operations and capacity of ANCPI's Economics Department and change its function from mainly accounting to an expanded and more dynamic role encompassing resource allocation planning, monitoring, and controlling.** This will improve its daily operations and contribute to successful implementation of the NPCLB.

The measures proposed under this KAAP are organized around three main components:

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<sup>18</sup> The World Bank. 2014. Real Estate – Basis for National and EU Policies (P145716). Report on Finance and Economics.



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- A. Design and monitor a multi-year financial plan that supports the ANCPI Strategic Plan (see Management and Organization KAAP):

The Department will develop detailed information on revenue and cost models, analyze the financial implications of strategic options, track the performance of key financial indicators, and deepen its analysis of the agency's overall financial performance.

- B. Develop the capacity of the Economics Department

A major effort will be undertaken to strengthen the skill sets of staff to enable them to meet the demands of the Department's new role in business planning, ERP and MIS, results-informed budgeting, and providing timely and relevant information and policy advice for resource allocation decision making.

- C. Develop the capacity of the Audit Department

The Audit Department must be strengthened to permit a more proactive focus on systemic risks, higher standards of analysis, and more consistent and timely completion of its work program. This will enable it to play a greater role in promoting corruption free behavior. At the same time it will also be able to ensure greater efficiency and effectiveness to ANCPI operations. The priorities of this component will include recruitment of additional staff, concentration of staff in headquarters to promote synergies, and a training program.

The estimated cost of implementing KAAP#5 is 51 000 euros for the first two years, with external costs of 36 000 euros and internal costs of 15 000 euros (200 staff days).

## **Procurement KAAP #6**

ANCPI's procurement processes and capacity were reviewed, and key findings concluded that although the organization has extensive experience in public procurement activities, the demands of the NPCLB will overload staff, and additional personnel are needed. OCPI staff can help in different procurement stages, such as bid evaluations and contract management; however, they still need to become familiar (through training) with current public procurement legislation, use of the specific standard forms for evaluation, and applying the selection and award criteria. ANCPI should also strengthen and secure its contractual clauses in order to better implement and manage contracts and protect the agency. Specific clauses needing upgrading include contract termination, responsibilities of the contractor's personnel, liability, contract interruption due to discontinued funding, and originality of the work.

Starting in March 2014, ANCPI's Procurement Department developed/updated procurement procedures in accordance with SR EN ISO 9001:2008. Uniform procedures should also be used

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in subordinate structures OCPIs and CNC in order to standardize the general approach. This will give OCPI and CNC staff the opportunity to improve their skills and provide better quality support to ANCPI.

The overall objective in this key area is to focus on improving the process, organization and procedures for efficient and transparent procurement, **contributing to the successful implementation of the NPCLB, and improving daily operations.**

The proposed measures are organized around three main components:

A. Strengthening ANCPI's Procurement Department capacity

Under this component, procurement procedures will be standardized and adapted to the needs of the NPCLB. Following the training needs assessment, training in public procurement will be undertaken under the HR KAAP. Cross-functional contract management teams will be put in place to ensure uniformity and consistency. The number of employees in the ANCPI Procurement Department will be increased in order to support the requirements of the NPCLB. ANCPI's procurement team will be supported by external consultancy services.

B. Expanding OCPI's role in procurement processes

This component aims to incorporate staff from OCPIs in procurement procedures by adapting ANCPI operational procurement procedures to OCPIs' use and ensuring the training of OCPI staff in public procurement.

C. Improving contract management tools, communication and reporting

A set of actions will be undertaken to write specific and strong contractual clauses in order to better implement and manage contracts and protect ANCPI rights. This will be supported by a modern management information system.

The estimated cost of implementing KAAP#6 is 84 000 euros for the first two years, with external costs of 70 000 euros and internal costs of 14 000 euros (160 staff days).

### **Communications KAAP #7**

ANCPI is about to launch the NPCLB through an ambitious effort that will challenge staff and business partners (notaries, surveyors, municipalities, many ministries, etc.) as well as citizens, who will need to be well informed. Internal and external communications will be an important factor in the success of this program. Agency capacity in communications and public relations, however, is currently limited. There are few full-time, specialized, or experienced staff and there appears to have been no training in subjects specifically related to communications and no

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formal strategy document or plans were found. Thus, ANCPI has a limited ability to respond rapidly and effectively to public controversies (which are likely to arise over the National Program), or even capacity to conduct internal communications at the level required to promote a unified vision and ensure a two-way flow of information within the agency.

The overall objective in this key area is **to strengthen the capacity of ANCPI and OCPIs to communicate the goals of, and mobilize citizen support for, the National Cadaster Program as well as the agency's regular operations.**

The proposed measures are organized around three main components:

A. Creating a comprehensive national communication strategy

Under this component, a national communication strategy covering the entire NPCLB period and reaching the entire population, both rural and urban, will be developed. The purpose of the strategy will be to increase the visibility of the NPCLB and garner the support and involvement of the public, local authorities, and other state institutions in the successful implementation of the project. This will include the creation and implementation of a media campaign, organization of information activities for key stakeholders (meetings, workshops, conferences, advisory committee meetings, etc.) and development and implementation of local communications.

B. Improving communication and public relations capacity

The NPCLB will cover the entire country and affect citizens and numerous other stakeholders. This will require additional staff trained in communication management, both in headquarters and in OCPIs. New staff should be trained in communications and in public relations and mentored by experienced colleagues. Worth exploring is also an establishment of an ombudsman position as a way of public confidence. Improving ANCPI's website and/or creating a new one for the NPCLB

This component proposes a set of actions for improving and updating the ANCPI website to include all the necessary information related to the NPCLB. The website will offer detailed information and be accessible at any time by staff and the public.

The estimated cost (excluding website and media campaign costs under consideration) of implementing KAAP#7 is 26 000 euros<sup>19</sup> for the first two years, with external costs of 16 000 euros and internal costs of 10 000 euros (120 staff days).

## **5. Conclusions**

Institutional reform is not easy. It is comparable to fixing a bicycle while riding it, and even harder if the institution is in a race to meet deadlines. However, ANCPI has a wealth of talent if properly mobilized, a client base anxious for its success, international partners ready to provide resources, and a new authorization to fulfill its mission.

The proposals in this Output represent the best conceptions of ANCPI/OCPI and external experts of what needs to be done, along with practical guides for achieving the goals. If adapted, kept updated and well monitored, this Institutional Action Plan should become the roadmap for strengthening the agency's ability to complete the systematic real estate registration program and create an efficient, effective, and transparent land registration agency for Romania.

Next steps include a careful but rapid *review of the Institutional Action Plan* by management and staff of ANCPI/OCPIs, *open debate and agreement on* (or refinement of) core elements, creation of an Institutional Action Plan *implementation management structure* under the oversight of senior leaders, and *early launch of priority actions*. The risks of poor coordination, disjointed efforts, time mismatches, poor communication and faltering dedication are real. They can be overcome, however, by full commitment and forceful leadership by senior management. With energetic leadership, motivated staff, and a solid plan, ANCPI is now well placed to reach its potential.

This Institutional Action Plan is a starting point and will require a continuous updating and monitoring. Quick engagement of a project management company would best facilitate its implementation as well as the implementation of NPCLB.

## **Annex 1 - Recommendations from Output 4-Institutional Review**

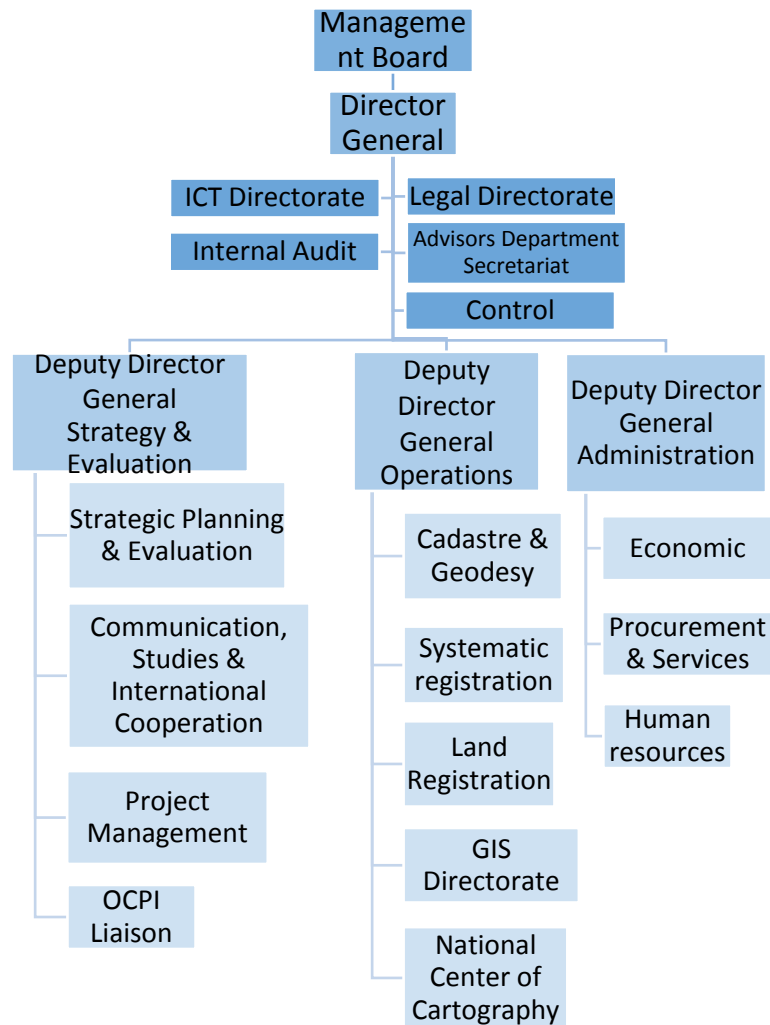
The following recommendations resulted from the Institutional Review (Output 4). They served as a basis for the Institutional Action Plan of Output 5, but were refined, expanded, or replaced by deeper assessments in several areas by international and national experts, as well as by ANCPI itself. They reflect changes in ANCPI's legal framework (especially the new requirements of the Emergency Ordinance 8/2014) as well as evolving circumstances confronting the agency. With few exceptions, all Output 4 recommendations are under the control of ANCPI. All are considered important, but they were grouped by theme and by the desired time frame for initiation—immediate (within 6 months), medium term (in 6-18 months), and long term (after 18 months).

### **Recommendations**

#### *Structure: Immediate Priorities*

1. Expand the management structure to include three deputy directors (formal titles subject to decision), one each for Operations, Strategy/Evaluation, and Administration.
2. Assign a Deputy Director General for Administration to oversee economic analysis, budgeting, procurement, general services (facilities, supplies), and human resources.
3. Assign a Deputy Director General for Strategy and Evaluation to be responsible for strategy development and evaluation (long-term strategy and annual plans), communications and international cooperation, OCPI liaison, and project management.
4. Assign a Deputy Director General for Operations to oversee substantive registration, cadaster, and geodesy work, and the National Center of Cartography in terms of agency policies, activities, and quality control.
5. Assign ICT, Legal, Internal Audit, Control, and the Advisors Departments to report to the Director General along with the three Deputy Director Generals.
6. Communicate to ANCPI staff that ICT should be seen, funded, and integrated as not just a service provider, but as the backbone of ANCPI's evolving business model.
7. Create an office of OCPI Liaison to facilitate a better integration of the agency, enhance the performance of and support to local offices, and improve two-way communications.

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8. Activate a management team to provide advice to the Director General and convey his decisions and guidance to their respective staff. The management team should be composed of the:

- Director General
- 3 Deputy Directors General
- IT Director
- Legal Director

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- Advisors Department
  - OCPI Liaison (though subordinate, important for OCPI communication)
9. Establish structured meetings for the management team (with agenda, minutes and follow-up) on a weekly or twice monthly basis at the beginning, considering all the work that will have to be organized. Eventually, the meetings could be organized on a monthly basis. The objectives of the management team meeting would be to better involve the deputy directors and the directors of the units under the direct responsibility of the DG in the management of the agency, sharing its vision, information, and orientations, agreeing on the priorities, and following project results, deliverables, costs, etc. Upon request, and depending on the agenda, other directors could be invited to join a management meeting. Such a process would improve the management culture and ensure continuity and institutional memory.
  10. Investigate on a priority basis the extent of differences in OCPI/BCPI outputs, staff workloads, productivity, and service provision with the aim of identifying possible remedial actions in the shorter term, as possible, to redeploy staff, shift workloads, accelerate transfers of staff or vacant positions, consolidate offices, etc.
  11. For CNC, review its business model, define its niche in the geospatial market in Romania, and prioritize activities supporting systematic and sporadic land registration, including the registration of state lands and the completion of the street address project.

*Structure: Medium-term Priorities*

12. Create and fill assistant director positions in OCPIs to address internal administrative issues, resolve complaints, and do quality control, freeing Directors for interactions with headquarters, citizens, and local stakeholders, and for conceptual leadership for the unit and ANCPI generally. These positions would be competitively filled following exams in all relevant ANCPI disciplines (cadaster, registration, ICT), and if not subject to political rotation, could contribute to continuity and increasing professionalism in the office. Private sector executive search firms could be utilized to improve the competitiveness of the candidates and credibility of the process if outside candidates are sought.
13. Develop a long-term strategic plan through an open participatory process, taking into consideration the anticipated completion of systematic registration, the implementation of electronic applications, ICT development and demand projections, to determine skills needs, optimum number of offices and staffing levels, role of ICT, etc. Priority attention to eTerra development, land book conversion, and scanning documents when presented could significantly reduce space and staff requirements,

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affecting costs, staffing plans, office closures, and the priority of other capacity building efforts.

*Leadership; Immediate Priorities*

14. Expand senior management access to specialized advice and training in modern corporate management and strategy, performance based management, ICT development, and best practice land registration administration.
15. Promote participation by key officials/staff in Board meetings to improve comprehensiveness of discussion, two-way communication, responsiveness to Board member inquiries, follow-up to Board decisions, consistency and integration of decisions, sharing of strategic vision, etc.

*Leadership: Medium-term Priorities*

16. Conduct management training for all managers on a priority basis, especially in the so-called “soft skills” of verbal and written communications, strategic thinking, team building, creative problem solving, conflict resolution and negotiation, etc.
17. Put in place a regular consultation mechanism with ANCPI business partners: president of the Association of notaries, president of the Association of land surveyors, president of mayors association, and possibly others.
18. Pursue legal changes to reduce the size of the Management Board. Through a process of executive nomination and parliamentary approval, appoint members through a process of Executive nomination and Parliamentary approval with skills in corporate management, ICT, and other relevant specialties, stagger their terms of office, and more actively utilize the Board in its advisory and oversight capacity.
19. Create an interagency commission (with ANCPI as its secretariat) on land registration, chaired by the Director General of ANCPI, and a second committee headed by the Prime Minister to hear appeals from the commission. The Commission should have the mandate to rationalize government policies in real estate registration, vet all land related legislation, promote collaboration among sector actors, improve state land management and ensure registration of that land, resolve outstanding issues, and promote a more integrated national land policy.

*Leadership: Long-term Priorities*

20. Establish the Director General term-appointment structure for multi-year fixed term contracts, with removal only for malfeasance or inability to perform his/her duties. Establish and sustain appointment of subordinate staff through competitive merit-based selection.



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21. Significantly strengthen strategic management processes—planning, inclusion of all units in design and vetting of plans, benchmarking, reengineering, monitoring and evaluation, and internal communications.

*Human Resources: Immediate Priorities*

22. Unify the HR function and expand the responsibilities of ANCPI Human Resources Department to include monitoring and approving core personnel actions throughout ANCPI, including hiring, promotion, and evaluation of OCIP/BCPI staff in line with an approved HR strategic plan.
23. Working with IT staff, implement an HR management information system as a top priority to automate operations and refocus efforts on issues of HR planning, performance monitoring, staff training, and career development.

*Human Resources; Medium-term Priorities*

24. Conduct an agency-wide training needs assessment of all staff based on job requirements agreed by senior officials and HR professionals.
25. Establish a more rigorous and candid performance evaluation system with results agreements and rankings with agency-wide target levels to promote candor, feedback, and links to training programs. To improve performance linkage to salary incentives, study the impact of government unified pay scale on competitiveness of ANCPI compensation, especially in specialized skill areas, with the aim of developing a rationale for future salary flexibility.
26. Change the law regarding the personal liability of ANCPI/OCPI staff for professional responsibilities and/or have the agency cover any liabilities not relating to criminal activity such as fraud or corruption. Consideration might be given to establishing an insurance fund to compensate those adversely impacted by actions taken in good faith by ANCPI/OCPI staff in registration of property rights. This insurance fund could be funded by a levy on tariffs and fees, an annual budget allocation or other means. Changes in law could be developed in consultation with the State Auditor's Office.

*Human Resources: Long-Term Priorities*

27. Develop a prioritized training program based on the needs assessment, with delivery by external experts (domestic and foreign as appropriate), agency staff, and heavy use of e-learning modules. Emphasize transfer of information and techniques to potential agency trainers (training of trainers), perhaps establishing an ANCPI Training Center.

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*Processes: Immediate Priorities*

28. Create a new unit to (a) support public departments and agencies in registering state land, (b) coordinate discussions, and (c) facilitate the provision of mapping and registration data, guidance and specifications, and assistance in planning and supervising the actions required to register state land. This unit should also work with representatives from the railway authorities to design and implement an agreed strategy to convert and register the existing railway Land Books.
29. Establish a joint task force of ICT staff and end users to review efforts to develop and install management information systems (finance, ERP, personnel, etc.) and develop time-bound action plans to adjust, integrate, and accelerate installation of and improvements to core ICT systems (i.e., those supporting financial management, HR, ERP, etc.).
30. Strategic planning and operational units should work with the Economic Directorate to identify performance benchmarks for pilot testing and subsequent expansion agency wide. These indicators would be utilized for the “dashboard,” budget formulation, annual reports, personnel decision making, and strategic planning.
31. Expand the responsibilities of ANCPI’s Economics Directorate to monitoring and approval of core budget actions throughout the agency, with the aim of identifying and promoting efficiency gains, leveling and lowering costs, and focusing on performance accountability.

*Processes: Medium-term Priorities*

32. Create standardized manuals of operation and process guidelines, with special attention to promoting training and uniform interpretations of regulations.
33. Develop a new fully integrated land registration system on a business driven and detailed architecture.
34. Develop indicators and establish a “dashboard” management information system for senior managers to monitor key performance indicators in real time. The goal is a Balanced Scorecard that captures and displays key data on agency progress toward strategic goals, annual plans, HR and financial performance, and client service.
35. Strengthen the economic analysis (versus finance/budget) capacity of the Economics Department to serve senior management, strategic/annual/finance planning, and operational activities. This capacity should lead to the gradual adoption of programmatic multi-year budgets linking resource allocation to results, and eventually develop results based costing and budgeting systems.

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36. Strengthen the focus of Internal Audit on systemic risk monitoring, preventive measures, and collaborative and positive interactions with other units to identify and mitigate emerging problems.

*Processes: Long-Term Priorities*

37. Undertake internal improvements in substantive processes including streamlining procedures, elaborating clear and transparent rules, improving information flows to the public, developing and implementing and monitoring clear standards for service delivery, moving toward digital applications and paperless organization, and improving the quality of data in eTerra.

*Culture; Immediate Priorities*

38. Seek to identify, articulate, instill, and practice values of transparency, integrity, mutual respect, openness to debate and feedback, and positive efforts to resolve problems in recognition of the inherent dynamics of a knowledge-based organization staffed by educated professional personnel.
39. Increase internal communications for the purpose of training, quality control, unified interpretations of regulations, and agency information sharing. Can include regular newsletters, town hall VC meetings, agency-wide annual meetings, and questions & answer sessions.
40. Promote the creation of “communities of practice” among professions—registrars, cadaster, ICT, front desk personnel—across the agency and in regions.
41. Facilitate regular VC connections to discuss common problems and identify possible solutions.

*Culture: Medium-Term Priorities*

42. Explore instituting anonymous 360 degree assessments of all managers by staff reporting directly to them.
43. Establish agency rules regarding nepotism in new appointments, management oversight of related individuals, and promotions.
44. Undertake repairs of facilities prioritized by safety, efficiency, and client service considerations.

*Culture: Long-Term Priorities*

45. Institute regular and fully anonymous staff surveys every three years.