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INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED CREDIT

IN THE AMOUNT OF EUR 41.8 MILLION
(US$50 MILLION EQUIVALENT)

TO

CÔTE D'IVOIRE

FOR A

COTE D'IVOIRE LAND POLICY IMPROVEMENT AND IMPLEMENTATION PROJECT

March 7, 2018

Social, Urban, Rural And Resilience Global Practice
Africa Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective December 29, 2017)

Currency Unit =	CFA Franc (CFAF)
USD 1.00 =	CFAF 547
USD 1.00 =	EUR 0.836

FISCAL YEAR
January 1 - December 31

ABBREVIATIONS AND ACRONYMS

AFD	*Agence Française de Développement* (French Development Agency)
AfDB	African Development Bank (*Banque Africaine du Développement*)
AFOR	*Agence Foncière Rurale* (Rural Land Agency)
ANDE	*Agence Nationale de l'Environnement* (National Environment Agency)
BCEAO	*Banque Centrale des États de l'Afrique de l'Ouest* (Central Bank of West African States)
BNETD-CIGN	*Bureau National d'Études Techniques et de Développement* (National Bureau of Technical and Development Studies) - *Centre d'Information Géographique et Numerique* (Geographic and Digital Information Center)
CBA	Cost Benefit Analysis
CBO	Community-Based Organization
CF	*Certificat Foncier* (Land Certificate)
CFR	*Commission Foncière Rurale* (Rural Land Tenure Commission)
CGFR	*Commission de Gestion Foncière Rurale* (Rural Land Tenure Committee)
CPAR	Country Procurement Assessment Report
CQS	Consultant's Qualification
CSA	*Cellule de Suivi et d'Analyse* (Monitoring and Analysis Unit)
CSO	Civil Society Organization
CVGFR	*Comité Villageois de Gestion Foncière Rurale* (Village Land Tenure Committee)
DA	Designated Account
DAF	Directorate of Administration and Finance
DBMS	Database Management System
DDA	*Direction Départementale de l'Agriculture* (Departmental Directorate of Agriculture)
DFR	*Direction du Foncier Rural* (Directorate of Rural Land Tenure)
DG	Director General
DRA	*Direction Régionale de l'Agriculture* (Regional Directorate of Agriculture)
DRC	Disaster Recovery Center
DTV	*Délimitation des Territoires Villageois* (Village Boundary Demarcation)
EPA	*Établissement Public National à caractère Administratif* (National Public Administrative Institution)

ERR	Economic Rate of Return
ESA	*Ecole Supérieure d'Agronomie* (Graduate School of Agronomy)
ESMF	Environmental and Social Management Framework
EU	European Union
FIRCA	*Fonds Inter-professionnel pour le Conseil et la Recherche Agricole* (Inter-professional Funds for Agricultural Advice and Research)
FM	Financial Management
FTP	File Transfer Protocol
GIS	Geographic Information System
GNSS	Global Navigation Satellite System
IC	Individual Consultant
ICB	International Competitive Bidding
IDA	International Development Association
IE	Impact Evaluation
IFR	Interim Financial Report
IGF	*Inspection Général des Finances* (General Finance Inspector)
INFPA	*Institut National de Formation Professionnelle Agricole* (National Institute of Agricultural Vocational Training)
INP-HB	*Institut National Polytechnique Félix Houphouët-Boigny* (Houphouët-Boigny National Polytechnic Institute)
ISO	International Organization for Standardization
LCS	Least Cost Selection
LIS	Land Information System
M&E	Monitoring and Evaluation
MINADER	*Ministère d'Agriculture et du Développement Rural* (Ministry of Agriculture and Rural Development)
MOU	Memorandum/Memoranda of Understanding
NCB	National Competitive Bidding
NGO	Non-Governmental Organization
NPV	Net Present Value
OGC	Open Geospatial Consortium
OP	Operational Policy
OTA	*Opérateur Technique Agréé* (Authorized Technical Operator)
PA	Project Advance from the Project Preparation Facility
PAP	Project Affected Persons
PEFA	Public Expenditure and Financial Assessments
PFM	Public Finance Management
PIM	Project Implementation Manual
PIMA	Public Investment Management Assessment
PNIA	*Programme National d'Investissement Agricole* (National Agricultural Investment Program)
PNSFR	*Programme National de Sécurisation du Foncier Rural* (National Rural Land Tenure Security Program)
PPA	Project Preparation Advance
PPP	Public Private Partnership
PPR	Post Procurement Review
PPSD	Project Procurement Strategy for Development
QCBS	Quality and Cost Based Selection

RAP	Resettlement Action Plan
RCT	Randomized Control Trial
RFP	Request for Proposal
RINEX	Receiver Independent Exchange Format
RPF	Resettlement Policy Framework
RTK	Real Time Kinematic
SA	Social Assessment
SBD	Standard Bidding Documents
SIF	*Système d'Information Foncière* (Land Information System)
SOE	Statement of Expenditures
SV	*Secretariats Villageois* (Village Secretariats)
TOR	Terms of Reference
VBA	Visual Basic for Application
WGS	World Geodetic System
WAEMU	West African Economic and Monetary Union

Regional Vice President:	Makhtar Diop
Country Director:	Pierre Frank Laporte
Senior Global Practice Director:	Ede Jorge Ijjasz-Vasquez
Practice Manager:	Jorge A. Munoz
Task Team Leader(s):	Andre Teyssier, Mercedes Stickler

BASIC INFORMATION

Is this a regionally tagged project?	Country(ies)	Financing Instrument
No		Investment Project Financing

[ ] Situations of Urgent Need of Assistance or Capacity Constraints

[ ] Financial Intermediaries

[✓] Series of Projects

Approval Date	Closing Date	Environmental Assessment Category
28-Mar-2018	01-Sep-2023	A - Full Assessment
Bank/IFC Collaboration		
No		

Proposed Development Objective(s)

The Project Development Objective is to build the capacities and institutions necessary to support implementation of the national rural land tenure security program and to register customary land rights in selected rural areas.

Components

Component Name	Cost (US$, millions)
Component 1 – Strengthening Rural Land Institutions	18.23
Component 2 – Support Implementation of the National Rural Land Tenure Security Program	23.34
Component 3 – Training for Land Tenure Professionals	8.41
Component 4 – Program Coordination, Monitoring and Knowledge Management	4.01

Organizations

Borrower :	Ministry of Economy and Finances
Implementing Agency :	National Rural Land Agency (AFOR) Ministry of Agriculture and Rural Development

PROJECT FINANCING DATA (US$, Millions)

[✓] Counterpart Funding	[ ] IBRD	[✓] IDA Credit	[ ] IDA Grant	[ ] Trust Funds	[ ] Parallel Financing

Total Project Cost:	Total Financing:	Financing Gap:
54.00	54.00	0.00
	Of Which Bank Financing (IBRD/IDA): 50.00	

Financing (in US$, millions)

Financing Source	Amount
Borrower	4.00
IDA-61900	50.00
Total	**54.00**

Expected Disbursements (in US$, millions)

Fiscal Year	2018	2019	2020	2021	2022
Annual	0.36	4.69	8.83	19.13	16.99
Cumulative	0.36	5.04	13.87	33.01	50.00

INSTITUTIONAL DATA

Practice Area (Lead)

Social, Urban, Rural and Resilience Global Practice

Contributing Practice Areas

Agriculture
Fragile, Conflict & Violence

Climate Change and Disaster Screening

This operation has been screened for short and long-term climate change and disaster risks

Gender Tag

Does the project plan to undertake any of the following?

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF

Yes

b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment

Yes

c. Include Indicators in results framework to monitor outcomes from actions identified in (b)

Yes

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	Substantial
2. Macroeconomic	Substantial
3. Sector Strategies and Policies	High
4. Technical Design of Project or Program	High
5. Institutional Capacity for Implementation and Sustainability	High
6. Fiduciary	Substantial
7. Environment and Social	Substantial

8. Stakeholders	Substantial
9. Other	Low
10. Overall	High

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

[ ] Yes [✓] No

Does the project require any waivers of Bank policies?

[ ] Yes [✓] No

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01	✓	
Natural Habitats OP/BP 4.04		✓
Forests OP/BP 4.36		✓
Pest Management OP 4.09		✓
Physical Cultural Resources OP/BP 4.11	✓	
Indigenous Peoples OP/BP 4.10		✓
Involuntary Resettlement OP/BP 4.12	✓	
Safety of Dams OP/BP 4.37		✓
Projects on International Waterways OP/BP 7.50		✓
Projects in Disputed Areas OP/BP 7.60		✓

Legal Covenants

Sections and Description

The Recipient shall have ensured the establishment of a procurement complaint handling mechanism acceptable to the Association no later than three (3) months after the Effective Date.

Sections and Description

The Recipient shall have ensured the recruitment: of a senior accountant, an audit and internal control manager, a procurement specialist and a social and environmental specialist no later than three (3) months after the Effective

Date.

Sections and Description
The Recipient shall have ensured the appointment of an external auditor no later than five (5) months after the Effective Date.

Sections and Description
The Recipient shall, not later than November 30 of each year of Project implementation, prepare and furnish to the Association an annual work plan and budget containing all activities proposed to be included in the Project and a proposed financing plan for expenditures required for such activities, setting forth the proposed amounts and sources of financing. The Recipient shall afford the Association a reasonable opportunity to exchange views with the Recipient on such proposed Annual Work Plan and Budget and thereafter ensure that the Project is implemented in accordance with such Annual Work Plan and Budget as shall have been approved by the Association.

Sections and Description
The Recipient shall have ensured the configuration of an accounting software no later than five (5) months after the Effective Date.

Sections and Description
The Recipient shall have ensured the execution of a contract with the IGF to manage the internal audit function of the Project no later than five (5) months after the Effective Date.

Sections and Description
AFOR shall prepare and furnish to the Recipient and the Association no later than six (6) months after the Effective Date a Field Operations Manual with the requirements described in Section I.D of Schedule 2 of the Financing Agreement.

Sections and Description
AFOR shall prepare and furnish to the Recipient and the Association no later than one (1) year after the Effective Date a Social Assessment with the requirements described in Section I.G of Schedule 2 of the Financing Agreement.

Conditions

Type	Description
Effectiveness	The Recipient has adopted the Project Implementation Manual with the requirements described in Section I.C of Schedule 2 of the Financing Agreement.

Type	Description
Effectiveness	The Recipient has ensured that AFOR has mandates, resources, and the following staff: (i) a financial manager, (ii) an information technology and geographical information systems manager, (iii) a field operations manager and (iv) a communications and training manager.

Type	Description
Effectiveness	The Subsidiary Agreement (i) has been executed on behalf of the Recipient and AFOR and (ii) has been duly authorized or ratified by the Recipient and the AFOR and is legally binding upon the Recipient and AFOR in accordance with its terms.

PROJECT TEAM

Bank Staff

Name	Role	Specialization	Unit
Andre Teyssier	Team Leader(ADM Responsible)		GSULN
Meredith Mercedes Stickler	Team Leader		GFA12
Maurice Adoni	Procurement Specialist(ADM Responsible)		GGOPF
Jean Charles Amon Kra	Financial Management Specialist		GGOAW
Abdoul Wahabi Seini	Social Safeguards Specialist		GSU01
Abdoulaye Gadiere	Environmental Safeguards Specialist		GEN07
Aletheia Amalia Donald	Team Member		AFRGI
Dite Eulalie Marcelle Bah	Team Member		AFCF2
Dong Kyu Kwak	Team Member		GSULN
Hadji Huseynov	Team Member		GSURR
Issa Thiam	Team Member		WFACS
Jean-Philippe Tre	Team Member		GFA01
Maman-Sani Issa	Safeguards Advisor		OPSES
Mariame Bamba	Team Member		AFCF2
Michael B. O'Sullivan	Team Member		GTGDR

Paul Scott Prettitore	Team Member		GSULN

Extended Team

Name	Title	Organization	Location
Georges Kouamé	Sociologist	Consultant	
Suha Satana	Economic/Financial Analyst		Ankara,Turkey
Théodore Dagrou	Legal Expert	Consultant	

COTE D'IVOIRE
COTE D'IVOIRE LAND POLICY IMPROVEMENT AND IMPLEMENTATION PROJECT

TABLE OF CONTENTS

I. STRATEGIC CONTEXT

A. Country Context

1. **For the first two decades following its independence in 1960, Côte d'Ivoire enjoyed levels of political stability, economic growth, and poverty reduction unique within the region.** Policies promoting land access and agricultural development and particularly investments into smallholder cocoa and coffee helped local farmers and migrants to capitalize on the ample arable lands in the country's southern belt. The country became the leading exporter of cocoa globally by 1980 and the leading African exporter of pineapples, palm oil, rubber, and bananas, and Gross Domestic Product (GDP) grew by an average 6 percent per year during this period. The agriculture sector was a primary contributor to GDP (23% in 1982) and helped Ivorians achieve the highest annual per capita income in the sub-region.

2. **However, starting in the 1980s, these positive trends began to reverse as a result of rapid population growth and economic decline.** As a result of falling cocoa and coffee prices and fiscal mismanagement, annual GDP growth averaged –0.2 percent during the period of 1981-1992, and the country fell from middle to low income status. As the economy retracted, unemployed urban youth returned to their rural villages to seek alternative livelihoods and sometimes found it difficult to access land. Starting in 1999, the country fell into a period of protracted political crisis and armed conflict that contributed to increased poverty.

3. **Côte d'Ivoire has achieved impressive economic performance since the return of political stability in 2011.** Under President Alassane Ouattara's mandate, the Government has undertaken important structural reforms to improve the business climate and introduced a supportive fiscal policy that together enabled a strong rebound in economic activity. During the period from 2011 to 2015, economic activity grew by an average of 9 percent per year, which led to an increase in real per capita income of more than 20 percent. Over this same period, the poverty incidence declined slightly from an estimated 51 percent to 46 percent. However, other human development indicators, for example related to health and education, have been more difficult to improve and constitute significant challenges to eliminating poverty and reducing inequality across the country.

4. **Despite recent achievements, the root causes of land conflicts remain fundamentally unaddressed and threaten to undermine the country's fragile transition toward peace and development.** Poverty continues to be overwhelmingly concentrated in rural areas and among the young (51.4 percent of those under the age of 25 years are poor, compared to 35−39 percent among other age groups). To achieve the ambitious National Development Plan 2016−2020, which aims to accomplish strong and inclusive growth by halving poverty and facilitating structural transformation, the Government will need to address the underlying drivers of conflict and provide an enabling environment for agriculture-led economic growth and transformation. The Government recognizes that reforming the land sector will be critical to achieving these two important objectives.

B. Sectoral and Institutional Context

5. **From the 1960s onwards, President Houphouët-Boigny promoted the development of cash crops in the forested areas of southern and western Côte d'Ivoire, encouraging the migration of farmers from the north of the country, Burkina Faso, and Mali.** At the time, migrants engaged in direct, verbal negotiations with the

local communities to obtain various forms of access to the land. Agreements usually included mechanisms for sharing the benefits of the land to ensure good social and economic relations. Such agreements were sometimes witnessed, documented (*petit papiers*) and approved by community leaders but were rarely registered with local authorities. As land was abundant, coffee and cocoa plantations were able to develop and became the mainstay of economic growth until the 1990s. Migrants, depending on the area, may now represent up to 45% of rural households. Land arrangements between local people and migrants subsequently came under scrutiny for various reasons: (i) the economic success of the migrants due to the profitability of the plantations caused a degree of resentment amongst the local communities; (ii) young people returning home from the cities where they had failed to find jobs came into competition for land with migrants and disputed the land transactions made by their relatives in their absence; and (iii) these tensions were exacerbated by national debates promoting Ivorian nationality as a precondition for ownership status, along with various other politically inspired manipulations. The violence in 2002 and 2010 caused massive population displacement into other rural regions, including classified forest areas and neighboring Liberia. The return of these displaced people could trigger further conflict. Pressure on rural land is rising due to growing interest in agricultural land for investment, population growth, and on-going migration, including as a result of drought and climate change in the Sahel. New cycles of violence may ensue if the rural land rights of both "*autochtones*" (locals) and migrants are not clarified and regularized.

6. **Recognizing the need to secure rural land rights, in 1998 the Government enacted a land law that provides for the regularization of customary land rights and the registration of rural property rights.** The Government of Côte d'Ivoire has shown genuine political will to improve land governance. In 1998, the Ivorian authorities overhauled the legal framework for rural land administration by adopting Law No. 98-750 of December 23, 1998. The law, whose implementation is overseen by the Ministry of Agriculture and Rural Development and involves numerous agencies and actors (see paragraphs 8 and 11 below), aims to transform customary land rights into formally recognized ownership rights across 24 million hectares (ha) of rural lands within ten years. According to the law, this transformation proceeds in two steps: (i) transitional land certificates (*certificat foncier* – CF) are issued to any applicant(s) (individual or group) that can prove continuous and uncontested use of the land and (ii) within three years of certificate registration, individual certificate holders who are Ivorian citizens may apply for land titles, whereas lands certified to non-Ivorians must first be registered to the State, who can then issue a long-term land lease to the applicant.

7. **Land registration is currently fractured across multiple laws and ministries.** Rural, urban, and forest lands are governed by different laws and ministries. Urban land rights are governed by the Urban Property Rights Acquisition Law of July 2013 under the Ministry of Construction, Housing, and Urban Planning. Whereas, forest lands are governed by the Forest Code of July 2014, which is administered by the Ministry of Water and Forests. Given the multiplicity of actors and legal frameworks, this project will focus exclusively on rural lands governed by the Rural Land Law of 1998, which cover more than 71% of the national territory and fall under the authority of the Ministry of Agriculture and Rural Development. The Directorate of Rural Land Tenure (*Direction du Foncier Rural* – DFR) under the Ministry of Agriculture and Rural Development is currently charged with overseeing land certification, while the prefect, under the Ministry of the Interior, validates and signs land certificates. Although there is no official rural land registry, in practice some Regional Directorates of the Ministry of Agriculture maintain a registry of land certificates. Meanwhile, titles must be registered in the national cadastre (*la Direction du Cadastre*) under the Ministry of the Budget, although it includes fewer than 200 parcels nationwide.

8. **The implementation of the Rural Land Law** Law No. 98-750 of 23 December, 1998 **has been complicated by the differential access to land titles stipulated by the law.** It was hoped that Law No. 98-750 would help to

modernize agriculture and to ensure peace and social cohesion. However, the 1998 law differentiates access to land titling according to nationality, which may lead non-Ivoirians to question the nature of their land rights.

9. **Women's access to land also remains constrained by their lower levels of legal awareness and conservative customary norms that preclude women from owning land independently of their male relatives.** There are no legal restrictions on women's ability to own or transact in land (*1998 Rural Land Law*), and male and female heirs have equal rights to inheritance (*1964 Inheritance Law)*. The Inheritance Law also requires that, in cases where property cannot be divided, the sole inheritor compensates the other would-be inheritors for their share of the value of the property. During marriage, husbands are responsible for administering marital property (*1964 Law on Marriage*), though spousal consent is required for major transactions. However, a combination of restrictive social norms and women's more limited control over economic assets has prevented women from accessing land. In particular, social norms in areas under customary land tenure require land to be passed through inheritance to male relatives only. Women therefore currently access land through one of three mechanisms: via a male relative (e.g., through their father and later their husband), through a gift, or by purchasing the land. As of 2014, nearly 40% of Village Land Tenure Committees did not include a single female member, and a further 55% included just one or two females among an average of thirteen members. Since these committees are responsible for identifying customary land rights in their village, it is troubling that the certification process, firstly, does not typically include female representation in the committee and, secondly, relies heavily on the committee's interpretation of who holds customary land rights without reference to the gender-neutral succession rights provided for under the Inheritance Law.

10. **Overall, the current sporadic land certification procedures are, on the one hand, complicated and costly, and, on the other, incomplete.** A number of analytical studies have highlighted the following bottlenecks in the existing sporadic certification procedures:

    (a) **Numerous processing steps and multiple institutions and actors that are not coordinated:** Land certification itself involves more than 20 steps across various institutions under different ministries, some of which depend on uncompensated time and travel costs for participants. Separate site visits are required by the private surveyor (*géomètre privé*) who maps the parcel boundaries and the local official designated with the responsibility of confirming the parcel's owners (*commissaire-enquêteur*), a service that is in addition to their normal duties at the Departmental Directorate of Agriculture (*Direction Départementale de l'Agriculture* – DDA) under the Ministry of Agriculture and Rural Development (*Ministère d'Agriculture et du Développement Rural* – MINADER). Multiple trips are often required to come to agreement among potentially multiple land owners and renters on the ownership and boundaries of individual plots. The certificates are validated by a Rural Land Tenure Committee (*Commissions de Gestion Foncière Rurale* – CGFR) constituted by the sub-prefect and, once validated, are finally signed by the prefect, whose authority derives from the Ministry of Interior.

    (b) **Survey procedures in need of modernization and alignment with technical standards, including consideration of the costs and benefits and of the status of the geodetic network,** given that there are only 43 first order geodetic points.

    (c) **Moreover, the conversion of land certificates into land titles could inadvertently undermine secondary rights, including for women.** The legal requirement that initial land certification – which can be completed for individual, joint, or group land holders of Ivoirian or non-Ivoirian citizenship –

is followed within three years by titling of rural plots – which can only be issued to Ivoirian individuals – is extremely problematic, particularly given that the Rural Land Law and its implementing regulations do not provide for systematic registration of secondary land use rights as part of the certification process.

(d) **The existing land information system (LIS) relies on outdated technologies, and the official registry of land certificates and leases is not always updated, which does not allow for the formal and regular registration of transactions.** The existing electronic LIS is based on expensive commercial software and depends on outdated technologies for data capture, sharing, storage and backup. Furthermore, since the certificates were envisioned as a temporary rights recognition document under the 1998 law, no system for maintaining a hard copy of the LIS (register book) or registering any subsequent transactions was established. Moreover, there are no official procedures for registering transactions in land certificates. This complicates local authorities' ability to resolve land conflicts and prevents the emergence of a more formal land market.

11. **As a result, Côte d'Ivoire has one of the most costly customary land certification processes in the region, and implementation of the 1998 Rural Land Law has been limited and largely dependent on donor support.** The average cost of certifying an individual plot is around $421 as part of a systematic process and $1,370 for on demand (sporadic) certification, well above both what rural landholders can afford to pay and what it costs to register parcels of comparable size in the region. Although average parcel sizes in Côte d'Ivoire (15 ha based on existing certificates) appear to be relatively larger than other sub-Saharan African countries that have undertaken large-scale land registration (e.g., average parcel sizes in Ethiopia, Madagascar, Rwanda, and Uganda are less than 5 ha), the average per parcel cost in Côte d'Ivoire is nonetheless one of the highest in the region. Several social, historical, and environmental factors unique to Côte d'Ivoire explain this high cost. In particular, the large-scale migration encouraged by President Houphouët-Boigny and incomplete assimilation of these migrants into the receiving communities has led to competition for land and complicates an inclusive, community-based land rights validation process. As such, additional conflict resolution support is often required from outside actors, including local government officials and private technical operators. In addition, group certification requires adjudication of the land rights of numerous owners and land users, and large areas of the country are covered by forests, tree plantations, and/or clouds, which precludes boundary demarcation using low cost satellite or aerial imagery.

12. Only about 4,000 land certificates had been issued as of September, 2017, out of an estimated 1 million rural plots (0.34%). Furthermore, there have been only 134 cases of certificates being transformed into title as required by the 1998 Rural Land Law, and no rural leases have yet been formalized on previously certified lands titled in the name of the state. These figures can be partly explained by the years of civil war, during which field work was impractical, but also by the bottlenecks highlighted above. In 2013, given extremely limited progress, the Government extended the deadline to obtain certificates by ten years (i.e., to 2023), and the new Land Policy envisions extending the period during which land certificates must be transformed into titles from three to ten years. Still, given the challenges, nationwide implementation of the 1998 law will remain difficult to achieve in the near future.

13. **Although the village boundary demarcation process (*délimitation des territoires villageois* – DTV) was conceived as a way to resolve conflicts between villages, its implementation has been problematic.** This process aims to verify the geographic territory of each village and thus to determine the area of authority of each Village Land Tenure Committee (*Comités Villageois de Gestion Foncière Rurale* – CVGFR), which was expected to facilitate subsequent land certification operations. The DTV process essentially requires the

consensual demarcation of the boundaries between neighboring villages. However, this concept is not always well understood by the rural communities, who typically expect that their village boundaries will coincide with the boundaries of their land parcels (which is rarely the case). The demarcation of villages populated by people who moved to the area more recently is often further complicated by the context of the economic disparities between such villages and their neighbors. As a result, only some 1,000 village boundaries have so far been demarcated out of an estimated 8,500 villages in the country, although significant DTV progress is expected thanks to on-going donor support to some 5,000 villages. Nonetheless, donor support to the certification process is planned for only 400 villages, leaving over 90% of potentially demarcated villages without the certificates that actually recognize landholders' property rights.

14. **Rural land rights therefore remain unclear, and secure land access in Côte d'Ivoire remains a constraint on investment and development.** Numerous public and private development projects in various sectors, including agriculture, roads, and urban and industrial development, depend on secure access to land. In the absence of clearly recognized and recorded land rights, many projects are forced to spend time and resources attempting to resolve more or less complicated land issues prior to implementation. Importantly, by providing written recognition of existing rights through land certificates, the 1998 law has obvious potential to clarify land rights and to provide the enabling conditions for improving social cohesion, enhancing private agricultural investment, and eventually raising agricultural yields and incomes.

15. **In 2016, the Government established a Rural Land Agency (*Agence Foncière Rurale* – AFOR) under the Ministry of Agriculture and Rural Development to entrust rural land registration to a single entity through a streamlined and simplified National Rural Land Tenure Security Program (*Programme National de Sécurisation du Foncier Rural* – PNSFR)**. AFOR was established by decree as an independent agency under MINADER that is charged with overseeing the implementation of the rural land registration process by private technical operators and will have direct responsibility over all but the last step of the certification process ("A to Y"), which will continue to be the validation by and signature of the prefect. A strong, highly respected AFOR leadership team financed by the Government was appointed in August 2017,[1] and AFOR's Steering Committee (*Conseil de Surveillance*), including representatives from the Prime Minister's office and the various ministries involved in the rural land sector, was established in September 2017. Going forward, the Directorate of Rural Land Tenure (*Direction du Foncier Rural* – DFR) will continue to oversee implementation of the Land Policy, including reforms to the legal and regulatory framework. There is no hierarchical relationship between DFR and AFOR.

16. **The Government has demonstrated its commitment to accelerate rural land registration and has recently taken steps to enact regulatory reforms that streamline the process under AFOR and allow for the use of simplified and less costly procedures using simple technologies.** A Working Group was established in 2014 to propose procedural simplifications, and this Working Group has recently been reconstituted to update the regulatory framework to incorporate AFOR; drastically simplify and reduce the costs of land registration, including by allowing for the use of simple technologies for collecting and managing alpha-numeric and geographic data; and recognize the validity of rural land registries (*conservations foncières rurales*) to register transactions in land certificates and formalized land contracts. To encourage land owners and users to register their rights, the Government has indicated that no rural land taxes will be levied for at least a generation. Rather, through these institutional and regulatory reforms, the Government aims to facilitate a legal rural land market and thereby avoid and mitigate rural land conflicts.

[1] The Government has already begun financing AFOR, including its directors' salaries, as of September, 2017.

17. **Following a national consultation process, the government also adopted a Land Policy aiming to update the overarching objectives and guidance for the land sector in January, 2017, which further underlines the government's commitment to the necessary institutional and regulatory reforms.** As already noted, the Land Policy calls for an extension of the period during which land certificates must be transformed into titles from three to ten years. The Government has also established a "Monitoring and Analysis Unit" (*Cellule de Suivi et d'Analyse* – CSA) under the Prime Minister's Office to identify and address challenges to the implementation of the 1998 Rural Land Law. Even prior to these simplifications, land certifications have lately been increasing: at the end of 2013, Côte d'Ivoire had only 306 land certificates, but this number increased thirteen-fold by 2017.

18. **Still, the necessary prerequisites to launch a systematic national land tenure security program are not yet in place.** To ensure Côte d'Ivoire has the capacity to meet the challenge of implementing a nationwide rural land registration program, (i) reforms to the legal framework (to extend the legal duration of land certificates from three to ten years, as called for in the Land Policy) and the regulatory framework (in particular to incorporate AFOR into the relevant texts; see Annex XIII) are needed to facilitate the PNSFR; (ii) AFOR's institutional structure needs to be clarified and its procedures developed; (iii) a sufficiently dense and accurate geodetic network and modern land information system need to be developed; (iv) simplified, fit-for-purpose operational procedures using simple technologies, participatory processes involving local community members as para-surveyors and archivists, and land registries at the department level that will simultaneously register the rights of all land users (e.g., to allow for less costly survey methods, simultaneous registration of both land certificates and contracts/leases, a lower and standardized fee structure, etc.) need to be developed and tested through small-scale pilots; and (v) training programs to produce qualified land administration staff for both the public and private sector need to be designed and implemented. In addition, moving forward, it will be critical for all development partners to harmonize their support to the National Rural Land Tenure Security Program through the newly formed AFOR as the primary authority responsible for ensuring its implementation to avoid competing procedures and land information systems. Implementing the PNSFR nationwide is an ambitious legal, technical, and institutional effort for which the Government of Côte d'Ivoire has requested the support of the international community, and in particular the International Development Association (IDA).

C. Higher Level Objectives to which the Project Contributes

19. **Land reform is identified by the 2015 Systematic Country Diagnostic (SCD) as one of the key prerequisites for progress in all other areas proposed to foster sustainable and inclusive growth, as well as gender equity.** To address the central challenge of reducing poverty and boosting shared prosperity in the short to medium term, the SCD recommends to the Government to implement an inclusive jobs strategy based on raising productivity in the agricultural and non-agricultural sectors. The SCD further notes that the current lack of tenure security constrains investment in agricultural development, agribusiness, manufacturing, and mining exploration and has been a root cause of conflict. As such, the Country Partnership Framework (CPF) for FY16-FY19 highlights land as a priority and a key to stability and development and notes that the Government also considers land tenure security a prerequisite for the modernization of the agriculture sector. The proposed project contributes directly to Objective 4 of Focus Area One (Accelerating Sustainable Private Sector-Led Growth) of the CPF by formalizing and enhancing access to land for business and agriculture. The CPF underlines the need for clear land rights and informed land transactions as they are an incentive for investment by both smallholders and private investors and are an essential foundation for shared growth. Land rights documentation and formalization is crucial for the gradual implementation of a transparent

formal land market that provides confidence to stakeholders and facilitates responsible investment. Formalization also allows for dispute resolution based on reliable documentation, which helps prevent the deterioration of minor disputes into more serious conflicts, and supports social cohesion. The CPF proposes to support improvements to the land administration system through a Land Policy Implementation Project, as well as cross-cutting engagement in other operations. The CPF recommends that the operation supports the completion of the land policy and national land rights registration in order to (i) avoid a return to new cycles of violence by formalizing existing land rights and land agreements between owners and occupants in a fast and cost-effective way and (ii) gradually establish the prerequisites for a formal land market based on transparent and informed transactions. In the long-term, these investments are expected to facilitate formal land leases, and more secure land tenure will enable increased investments in various sectors, including agriculture, to catalyze a more dynamic rural economy.

20. **The project will directly support implementation of the second generation of the National Agricultural Investment Program (*Programme National d'Investissement Agricole* – PNIA II), which recognizes that secure land tenure and the effective management of the land registration process are fundamental to increasing the value of rural land and access to finance.** In particular, the project activities will directly support implementation of sub-component 6.6 (Securing Rural Land Tenure) under Investment Program 6 (Strengthening of the Institutional Framework, Sector Governance, and Business Enabling Environment). The project is also related to Investment Program 5 (Expansion of Access to Finance and Private Investment), which plans to create a fund to support registration in order to facilitate land access and secure land tenure.

II. PROJECT DEVELOPMENT OBJECTIVES

A. PDO

21. The Project Development Objective is to build the capacities and institutions necessary to support implementation of the national rural land tenure security program and to register customary land rights in selected rural areas.

B. Project Beneficiaries

22. The direct project beneficiaries are rural populations who currently own or use[2] agricultural land and public and private land sector professionals, who will gain the skills needed to support rural land administration.

23. In the longer term, over the course of the two-phased program, citizens, private investors, and the country will benefit from increased social cohesion and more secure land tenure rights, which will lead to a stronger business environment and enable investments in multiple sectors. The overall program is expected to benefit the descendants of current land owners and users, as the formalization of existing land use agreements (*petits papiers*) into registered contracts is expected to reduce the risk of new cycles of land-related violence for future generations. Commercial farming companies, small or large, are also expected to benefit in the longer term from the more transparent and reliable land transactions that land registration will enable.

[2] In addition to registering ownership rights through the land certificate, this project will also support the registration (formalization) of existing land use rights as articulated in written (petits papiers) and/or verbal agreements between customary land owners and customary land users.

C. PDO-Level Results Indicators

24. **Proposed key results include:**

(i) Target population with use or ownership rights recorded as a result of the project, **gender disaggregated** (Number, of which female (%)) (core sector indicator);

(ii) Land parcels with use or ownership rights recorded as a result of the project, **gender disaggregated** (Number, of which registered to one or more females (%)) (core sector indicator);

(iii) Number of Village Land Tenure Committees (*Comités Villageois de Gestion Foncière Rurale* – CVGFR) established or reestablished by the project (number);

(iv) Land sector professionals trained by the project, **gender disaggregated** (Number, of which female (%));

(v) Share of population in targeted villages with rating 'Satisfied' or above, **gender disaggregated** (% overall, % of females) (mandatory citizen engagement indicator).

III. PROJECT DESCRIPTION

A. Project Components

Component 1 – Strengthening Rural Land Institutions (US$ 18.23 million)

25. **The objective of Component 1 is to build the capacity of the institutions charged with implementation of the Land Policy and the 1998 Rural Land Law and to establish a viable Land Information System and geodetic network**. The component will primarily build the capacity of the Directorate of Rural Land Tenure (*Direction du Foncier Rural* – DFR) to oversee implementation of the Land Policy; support AFOR to establish and staff its headquarters and local offices with adequately trained professionals; support AFOR to develop a new digital Land Information System (LIS); and build the capacity of the Geographic and Digital Information Center (*Centre d'Information Géographique et du Numérique* – CIGN) of the National Bureau of Technical and Development Studies (*Bureau National d'Études Techniques et de Développement* – BNETD) to oversee the establishment of and manage a new Continuously Operating Reference Stations (CORS) network.

a) Sub-component 1.1: Support to institutions in charge of land policy

26. Sub-component 1.1 will provide technical assistance, small-scale infrastructure, and equipment to build the capacity of the national and local institutions charged with overseeing implementation of the 2017 Land Policy. Support to the Directorate of Rural Land Tenure (*Direction du Foncier Rural* – DFR) will consist primarily of technical assistance to support the legal and regulatory reforms needed to facilitate implementation of the Land Policy, including the regulatory reforms needed to simplify the existing sporadic registration procedures; to introduce more cost-effective systematic registration procedures; to clarify the rights conferred by group and individual land certificates and land use contracts; and to ensure the sporadic and systematic registration procedures are compatible and feed into a single, comprehensive rural Land Information System.[3] The project will also support the monitoring of implementation of the Land Policy

[3] It is hoped that this rural LIS could eventually form the basis of a national LIS. However, significant reforms to the legal and institutional frameworks would be required to harmonize rural and urban land administration, which are beyond the scope of this project.

through a national M&E system. Support to prefects and sub-prefects will similarly consist primarily of technical assistance and trainings to facilitate their roles in rural land administration, as well as minor travel and incidental costs involved in their support to the land registration process. In addition, the project will support a small office building and basic equipment, such as paper record books, to pilot the establishment of Village Secretariats (Secrétariats Villageois – SV). The project will also support the establishment of a Land Observatory to conduct research on the implementation of the Land Policy, publicize the research findings and facilitate related stakeholder consultations, and provide evidence-based policy recommendations to the Government based on the research findings. Finally, this sub-component will provide technical assistance to build the capacity of civil society organizations (CSOs) involved in the sector to conduct independent monitoring, support the grievance redress mechanism, and contribute to public dialogue on the Land Policy.

b) Sub-component 1.2: Support to the Rural Land Tenure Agency

27. IDA finance will support the competitive recruitment of qualified AFOR staff in the national office and in the regions and departments where Bank financing will support rural land registration. IDA funds will also support the renovation of existing buildings for regional[4] and department-level[5] AFOR offices and the procurement of furniture and office equipment to implement local land registries at the department level (conservation foncières locales).[6] The project will also support the development of a PNSFR strategic implementation plan. Finally, this sub-component will support technical assistance to build the capacity of AFOR, such as to recruit qualified consultants and/or consulting firms to facilitate the effective functioning of AFOR.

c) Sub-component 1.3: Modernization of the Land Information System

28. This sub-component will support the development of a modern Web-based land information system (LIS) (*Système d'Information Foncière* – SIF) to record the boundaries and land ownership and use rights (certificates and contracts) of parcels within the National Rural Land Domain (*Domaine Foncier Rural*).[7] The SIF will be developed using an incremental approach that initially produces first-phase applications equipped with simple functionalities, including field data collection and paper scanning, and a smooth transition from paper-based processes to digital land certificates. The new SIF will incorporate raster imagery that can be shared with other public and private entities through mobile devices and desktop applications, including to facilitate land registration operations. With technical assistance, AFOR will design the modernized SIF, populate the SIF with existing data, field test the SIF, and provide training to AFOR staff to manage the SIF. The IT department of AFOR will be responsible for the SIF from the initial stage of system development to the final stage, including in planning, designing, development, functional test, integrated test, and system operation, to reinforce their technical knowledge and skills and enable them to fully manage the sustainable operations, maintenance, expansion and advancement of the SIF. This sub-component will also support AFOR

[4] The five regions preliminarily selected by the Client for implementation are as follows: Sud Comoé, N'Zi, Bafing, Indiene-Djuablin, and Agneby-Tiassa. Additional regions may be incorporated into the project to achieve the targeted results within the available budget. Regions with past or on-going violent land conflicts have not been and will not be selected.
[5] The Client has preliminarily identified a list of fourteen departments within these five regions where the project will be implemented: Bocanda, Dimbokro, Aboisso, Adiaké, Tiapoum, Abengourou, Agnibilékro, Ouaninou, Touba, and Sikensi. Additional departments may be incorporated into the project to achieve the targeted results within the available budget.
[6] Based on local capacity and infrastructure in rural areas, it is expected that these land registries will (at least initially) be based on physical land register books that will be used to update the national SIF on a regular basis. The registry design and procedures will be determined through the Land Registration Operational Procedures and Economic Model Study being financed through the project advance.
[7] The 1998 Rural Land Law (Law No. 98-750 of 23 December 1998) and its implementing regulations only apply to the *Domaine Foncier Rural*, which explicitly excludes public lands, urban lands, classified forests, and other protected areas.

to procure georeferenced high resolution satellite imagery to facilitate field surveys and to incorporate this imagery into the SIF. The recent satellite imagery will be used to create vector layers of initial preliminary parcel boundary polygons generated using software processing and desk delineation. This base map will be made available to field registration teams through data downloads onto devices running mapping software. The new SIF will be designed to allow for data from the existing LIS to be incorporated and will be compliant with the national institutional and regulatory framework and international standards and best practices. Once the basic solution is proven through testing, additional functions will be developed. The project will then invest in proper equipment and the SIF roll-out.

d) Sub-component 1.4: Support to establish a national geodetic infrastructure

29. This sub-component will support the installation of Continuously Operating Reference Stations (CORS), associated infrastructure, and equipment to establish the geodetic infrastructure needed for accurate and economically feasible Global Navigation Satellite System (GNSS) surveying. It will also provide technical assistance to support the CIGN of the BNETD. The BNETD-CIGN will contribute to and closely supervise the work of a private firm to complete the design, site feasibility study, and the delivery, installation, and calibration of the equipment (e.g. CORs units and a control center), and initial maintenance of the GNSS CORS sites. The firm will also provide TA to support BNETD to manage the system for the first three years and training to enable BNETD-CIGN staff to fully take over management thereafter.

Component 2 – Support Implementation of the National Rural Land Tenure Security Program (US$ 23.34 mn)

30. **The overarching objective of this component is to develop and test a streamlined, simplified, low-cost and participatory systematic registration process that will provide each and every land owner and land user with a formal document that recognizes their customary land rights – whether a land certificate or a lease agreement.** This component will support AFOR to oversee the development and test the initial implementation of a new "4-in-1 package" for systematic land registration consisting of four activities (clarification, village boundary demarcation, land certification, and formalization of land use contracts) using simplified procedures[8], simple technologies, and local land registries (linked to the national SIF) maintained by the AFOR offices at the department level. The new process draws both from global fit-for-purpose principles and the specific context in Côte d'Ivoire. The new land registration process will be implemented in selected areas[9] during this first 5-year project, starting with an initial small-scale pilot in one or two regions. It is expected that by the end of this first project, final procedures will be codified for nationwide scaling during the second phase of the program.

31. **Component 2 will introduce several innovative practices[10] to the formal land registration process to safeguard the rights of all land holders, including migrants and women, through the addition of two new elements to the land registration process: clarification and the formalization of land use contracts.** The

[8] The specific procedures will be defined in the Field Operations Manual within the first six months after effectiveness, and the DFR with support from the Working Group will facilitate the necessary regulatory reforms under Sub-component 1.1.

[9] The five project regions preliminarily selected by the Client are as follows: Bafing, Sud-Comoé, N'ZI, Indiene-Djuablin, and Agneby-Tiassa. Additional regions may be incorporated into the project to achieve the targeted results within the available budget. Regions with past or on-going violent land conflicts have not been and will not be selected. In addition, the Client has preliminarily identified a list of fourteen departments within these five regions where the project will be implemented: Bocanda, Dimbokro, Aboisso, Adiaké, Tiapoum, Abengourou, Agnibilékro, Ouaninou, Touba, and Sikensi. Additional departments may be incorporated into the project to achieve the targeted results within the available budget. The project will test implementation in selected areas of each department subject to available budget, and these areas will be determined by the Client at a later stage.

[10] See Annex 14 for a list of innovative practices that will require legal and/or regulatory reform.

clarification activities will include a participatory inventory of existing land rights and land agreements (sometimes recorded by *petits papiers*). Registering land use contracts will improve the functioning of existing alternative dispute resolution mechanisms at the levels of customary leaders and sub-prefects/prefects in the long term by providing customary and local officials with easy access to verified land rights documentation through the local land register book maintained by the local AFOR office at the department (prefect) level. The project will also support training for customary and local officials who engage in mediation and negotiation to improve their legal and social awareness, as well as basic administrative costs for these alternative dispute resolution mechanisms (e.g. travel costs and record keeping) to ensure any disputes that arise during implementation are resolved in a peaceful and inclusive manner through these existing alternative dispute resolution mechanisms, with the right of appeal to a first instance court. The project will also support targeted awareness-raising as part of clarification to ensure that all stakeholders understand their rights under the law and to promote women's land rights. Finally, measures to enable the active engagement of women, migrants, youth, and other vulnerable groups, including as members of the CVGFRs, will be incorporated throughout the land registration process.

a) Sub-component 2.1: Clarify existing rights and support CVGFRs

32. The Clarification activities will lay the foundation for subsequent activities by (i) raising awareness of the registration process using gender-sensitive communications methods that are tailored to the local socio-cultural and political economy context; (ii) identifying local land tenure systems and issues that may affect land registration, including gender gaps; (iii) ensuring that all landholders – including women and migrants – are aware of their rights and can participate in the subsequent steps in the land registration process on an informed basis; (iv) establishing and/or strengthening village-level institutions (CVGFRs), including to ensure representation of women and migrants, potentially through the establishment of inter-village CVGFRs; and (v) training local para-surveyors and archivists, including women. Additional activities to promote women's land rights, such as gender norms discussions with family members and/or village leaders, will be implemented in at least a subset of project villages as part of a gender-sensitive impact evaluation. Exchange visits to enable village stakeholders to learn from the experiences of other villages would also be supported.

b) Sub-component 2.2: Village Boundary Demarcation

33. In villages where the DTV process has not been completed, the project will support a simplified[11] and more comprehensive approach to village boundary demarcation that builds on the clarification activities, lays the foundation for peaceful and inclusive certification and contract formalization, and incorporates lessons learned from NGO pilots. The process will adopt a participatory approach that relies on the CVGFR and the knowledge of local resource persons from the concerned village and neighboring villages to build shared understanding of the history and boundaries of the village. With support from the para-surveyors and archivists trained during clarification, the CVGFR and resource persons will sketch the village boundaries using modern technology. The revised DTV process will include support for trainings, mediation, and dialogues among community leaders, prefect(s) and/or sub-prefect(s), and village members to facilitate negotiated agreements between (among) villages with contested boundaries. In addition, land access agreements with non-village members, for example to allow neighboring villages or pastoral herders to access a shared resource, such as grazing land, will be documented during this process.

[11] Simplifications to the existing demarcation procedures will be needed to reduce the costs, for example by relieving the excessive accuracy and boundary marker requirements. DFR will lead the regulatory text revisions under Sub-component 1.1

c) Sub-component 2.3: Certification of Collective and Individual Land Rights

34. This sub-component will support the implementation of a low-cost, participatory, and systematic rural land certification process that includes the incorporation of parcel boundaries and land ownership and use rights into a digital LIS, as well as the establishment of paper-based land registry books at the department and village level to record changes to rights in selected areas. Certification will be implemented simultaneously with the formalization of land use agreements (*contractualisation*) (Sub-component 2.4) and will be accompanied by support for trainings and mediated dialogues among community leaders, prefect(s) and/or sub-prefect(s), and village members. Also, as part of the impact evaluation, financial incentives for property to be registered to legitimate female landholders may be tested in selected villages, for example by offering preferential fees (subsidies) for land certificate applications that include a female.

d) Sub-component 2.4: Formalization of Land Use Agreements

35. This sub-component will record existing written land sharing agreements in the paper-based village- and department-level land registries and in the digital LIS. It will include mediation services to help land owners and land users resolve differences in understanding of the terms and/or nature of their existing agreements and will leverage improved contract templates that specify the key terms of the agreement (for example, the parties, length, payment in kind/cash, and remedies in case of violations).

Component 3 – Training for Land Tenure Professionals (US$ 8.41 million)

36. The overall objective of this component is to help develop the human resources necessary for the implementation of land policy at the national level. To this end, the component will support the development of a Master's degree, technical diploma, and vocational training courses on rural land tenure in partnership with existing training institutions. Special effort will be made to include female trainees. A Land Training Master Plan sponsored by the project preparation facility and disseminated prior to the effectiveness of the IDA financing will provide the necessary details for the three following sub-components:

a) Sub-component 3.1: Graduate Training for Rural Land Tenure Engineers

37. This sub-component will support the Graduate School of Agronomy (*Ecole Supérieure d'Agronomie* – ESA) of the Houphouët-Boigny National Polytechnic Institute of Yamoussoukro (*Institut National Polytechnique Félix Houphouët-Boigny* – INP-HB) to establish a multidisciplinary Rural Land Tenure Master's Degree program of up to two years that will prepare 25-50 graduates annually to contribute to rural land registration and administration. Project support will include acquisition of technical and office equipment, educational materials, study tours, and contribution to tuition[12] and teaching costs for the first five years of the program.

b) Sub-component 3.2: Vocational Training for Rural Land Technicians

38. This sub-component will support the National Institute of Agricultural Vocational Training (*Institut National de Formation Professionelle Agricole* – INFPA) to develop a one-year multidisciplinary Rural Land Tenure Diploma program that will prepare graduates (50-70/year) to serve as field technicians for land registration operations. Project support will include equipment, minor rehabilitation of buildings, technical assistance in curriculum design, study tours, and limited support for recurrent costs.

[12] IDA funds can only be used to support tuition fees for students that are selected competitively according to clearly defined selection criteria agreed with the IDA prior to the selection process.

Sub-component 3.3: Continuing Education for Land Sector Professionals

39. This sub-component will support a variety of short-term, non-degree learning opportunities for land sector professionals, such as civil society organization (CSO) representatives and magistrates. The project will support the development of curricula, procurement of equipment, and costs for hosting these training courses. Training modules will be developed in partnership with educational institutions, such as INP-HB.

Component 4 – Program Coordination, Monitoring and Knowledge Management (US$ 4.01 million)

This component covers AFOR's investment and recurrent costs for the management of the IDA finance, including (a) all aspects of project preparation, management and audit, including fiduciary management, procurement, and monitoring and mitigation measures related to safeguards; (b) communication, knowledge generation and management, and coordination across project partners; and (c) monitoring and evaluation (M&E). Specifically, the following activities are included: (i) operating costs for the project, including preparatory studies, field supervision, transport and information technology (IT) support; (ii) financial management, including external audits and accounting; (iii) safeguards compliance, including completion of the Social Assessment (SA) and follow-up actions; (iv) communications and knowledge management, including national and international study tours to learn from relevant experiences; and (v) M&E, including the baseline survey, recurrent data collection, midterm review, and final evaluation, as described in Section IV B of the PAD. Building on the results of the SA, this sub-component will support the development of a strategic communications strategy to guide communication campaigns implemented by private technical operators (*Opérateurs Techniques Agréés* - OTAs) as part of the registration process. All AFOR staff costs are covered under Component 1, including the hiring of financial management, procurement, safeguards, and M&E specialists. AFOR will be considered as the PIU itself. As AFOR is a new institution that is still in the process of defining its procedural and operational (implementation) manuals and hiring its staff, early support from IDA to AFOR will ensure its systems are fully aligned with the World Bank's policies and requirements and that staff with prior experience with World Bank procedures can be recruited as appropriate.

B. Project Cost and Financing

Project Components	Project cost (USD)	IDA Financing (USD)	Trust Funds	Counterpart Funding (USD)
Component 1 – Strengthening Rural Land Institutions	18.24	14.24		4.00
Component 2 – Support Implementation of the National Rural Land Tenure Security Program	23.34	23.34		
Component 3 – Training for Land Tenure Professionals	8.41	8.41		
Component 4 – Program Coordination, Monitoring and Knowledge Management	4.01	4.01		
Total Costs				
Total Project Costs	54.00	50.00		4.00

Front End Fees			
Total Financing Required	54.00	50.00	4.00

C. Lessons Learned and Reflected in the Project Design

40. **The project design incorporates lessons learned from the land sector in Côte d'Ivoire, including from previous IDA support, and addresses the drivers of land conflicts between indigenous land owners and migrant land users**. The project will be implemented under a single implementing agency (AFOR) that is uniquely responsible for the entire land registration process, and the project will operate through AFOR rather than through a stand-alone PIU that is disconnected from the government's program. The project will also introduce a number of innovations to address challenges faced by earlier projects, including a new clarification phase to provide a foundation for a more informed and participatory registration process; a new phase to register land use agreements through land leases between land uers and certificate holders; more inclusive CVGFRs that incorporate the perspectives of all social groups, including migrants; and a simplified village boundary demarcation process that will remove the costly and politically-contentious process of registering village boundaries.

41. **More broadly, the project design incorporates numerous lessons learned from recent and on-going systematic rural land registration processes in Côte d'Ivoire and the region, as described below:**

    a) **Fit-for-purpose:** The low overall rate of land registration in the region, including in Côte d'Ivoire, highlights the need to design participatory registration procedures using simple technologies that are affordable for local landholders and that provide a level of tenure security and accuracy commensurate with existing demand. Rural land tenure in Côte d'Ivoire remains largely governed by customary practice and varies across the country. While individual land certificates may be appropriate in the west and southeast, where a history of relatively intensive cash cropping has led rights to be relatively individualized, collective certification is more likely to be appropriate in the center and north, where group ownership of land remains the norm. Moreover, while sub-meter accuracy standards may be appropriate in more peri-urban rural areas, where land values are generally higher and land markets are already emerging, experience from Ethiopia, Madagascar and even densely-populated Rwanda suggests that highly accurate fixed boundaries are less important than general boundaries that are acknowledged by the local community and the government for low value rural lands with relatively limited land market activity. The project will therefore adopt a participatory and cost-effective certification process that builds on local knowledge of existing land rights, involves community members in land certification, uses simple and modern technologies, and will be tested through a small-scale pilot to build local ownership and awareness and ensure the procedures align with existing capacity and customary land tenure practices.

    b) **Develop and then test a low-cost, participatory, and systematic land registration process:** The project will support the development of a systematic land registration process that uses best practices for low-cost and participatory first time land registration that build on the pilot experience of a non-profit organization, Institut Audace Afrique. These include the use of cost-effective digital technologies for mapping and registering land rights, such as high resolution satellite imagery, mobile phones/tablets; the inclusion of neighboring land holders, customary

authorities, and neighboring village representatives in the registration process; and the use of local para-surveyors and para-archivists to support participatory village and parcel mapping. In addition, the project will provide technical assistance to the DFR and the Working Group to make the necessary regulatory revisions to facilitate this new systematic registration process, as well as simplifications to the existing sporadic registration procedures, and to ensure their compatibility. Finally, this first project will pilot test these new procedures in one or two regions initially and eventually in selected areas of a limited number of additional regions and support additional procedural and regulatory revisions as needed through an adaptive process that will ultimately lay the foundation for scaling up systematic land registration in the second project.

c) **Formally document all forms of customary land rights:** While the Rural Land Law provides for the formal recognition of customary land ownership rights through land certificates, the project has been explicitly designed to result in formal documentation of all land rights holders ("a paper for everyone" / "*un papier pour tous*"), regardless of the nature of these rights (e.g., ownership, access, use), given the well-recognized multiplicity of land rights within the region. The need to document land use and access rights is especially important in the context of Côte d'Ivoire, where women's customary land rights remain relatively weak and disputes over land access between *autochthone* land owners and migrant land users contributed to the civil conflict. The project will thus incorporate recent innovative approaches to scan and archive *petits papiers* and will furthermore support the formalization of these land contracts.

d) **Inclusive:** In addition to women and migrants, youth also often face difficulty accessing and maintaining control over land that is important for their livelihoods. Pastoral herders also need temporary transit rights through farmlands to access critical water and grazing points. As such, the project includes targeted citizen engagement and communications activities to raise awareness of the value of securing and strengthening the rights of women, migrants, and youth and of formalizing the customary land access arrangements negotiated between farmers and herders. These activities will be critical given that previous efforts to formalize customary land rights in Africa have been accused of excluding and further marginalizing women and other vulnerable groups whose land rights may be secondary to those of the dominant group.[13]

e) **Streamlined and long-term land administration**: Secure land tenure ultimately depends on effective land administration, which itself depends not only on the capacity of local authorities to manage and update land registry databases, but also on landholder demand for land services, including to register changes in land ownership or use rights. In contexts where customary or informal governance of land continues to predominate rural land administration, as in Côte d'Ivoire, experience – for example from Cambodia, Ethiopia, and Rwanda – suggests that land administration systems need to be designed not only for massive first-time land registration, but also to allow for subsequent changes in land rights to easily be registered at low cost and with a minimum number of steps and institutions involved. The experience of Rwanda, where the government achieved an impressive scale of first-time land registration but land transactions remain largely informal, highlights the need to raise awareness of and demand for maintaining formal records of land ownership as transactions inevitably occur. The reformed institutional structure and land registration procedures that will be supported by the project will streamline

[13] Lawry, S., Samii, C., Hall, R., Leopold, A., Hornby, D. and F. Mtero. 2014. The Impact of Land Property Rights Interventions on Investment and Agricutlural Productivity in Developing Countries: a Systematic Review. Campbell Systematic Reviews.

rural land registration and administration under AFOR to facilitate easy and affordable registration of subsequent transactions in local land registries and the national SIF. The project will also include public communications campaigns about the importance of formally registering changes in land rights and engage citizens to better understand their concerns with and constraints to registration to ensure that the land registry continues to reflect existing realities on the ground. This will be particularly important to achieve the program's overall goal of formalizing the active informal rural land market in Côte d'Ivoire to reduce an important source of land conflicts and to ensure that user fees provide sustainable financing for rural land administration.

f) **Capacity building**: Previous land policy implementation efforts in the region have stalled as a result of limited capacity within government and among private sector service providers, such as surveyors. As such, the project includes an explicit and substantial training component (Component 3) to build a new generation of professionals, from technicians to engineers. The project will also support short courses and on-the-job training for existing land professionals to facilitate their implementation of the new legal and regulatory framework for rural land tenure.

g) **Citizen engagement, conflict prevention, and conflict mediation**: Given the potential for land rights formalization to bring previously latent land conflicts to the fore, the project will incorporate various kinds of conflict prevention and mediation support involving local customary and formal authorities depending on the nature of the dispute. These activities will be tailored to the local socio-cultural and political economy context based on the outcomes of the Social Assessment. Previous land registration processes in Côte d'Ivoire have in many cases been delayed due to misunderstandings over whose rights can be recognized, the implications of the procedures (for example, that village boundary demarcation does not confer ownership rights, and members of one village can certify their parcels within another village), and village boundary disputes. The project will therefore add a new clarification step to land registration that seeks to proactively engage citizens in a participatory rights identification exercise and increase their understanding of the relevant laws and procedures. The revised land registration procedures will also register land use agreements, mitigating a key concern of land users that the land certification process will undermine their existing land use rights. To ensure that disputed parcels or village boundaries do not indefinitely delay registration of agreed boundaries, alternative dispute resolution mechanisms will be supported through customary community leaders and local government authorities (e.g., prefect, sub-prefect) where land owners or villages cannot agree on a shared boundary. Also, importantly, resources will be reserved to return to the conflict-affected areas to complete the registration process once the dispute has been resolved.

h) **Client ownership and donor coordination**: Learning from previous IDA and donor support to rural development in Côte d'Ivoire, including the Rural Land Management and Community Infrastructure Development Project, the IDA finance will be executed through existing Government institutions with support from private technical operators and the participation of local community members, and all sector donors have agreed to align their support with the Government's National Land Rural Land Tenure Security Program. Finance from the IDA and other donors will thus directly support the national and decentralized public institutions charged with rural land policy and administration, including the DFR and the newly established AFOR at the national level and the CVGFR at the village level. This will avoid the coordination and sustainability challenges associated with multiple stand-alone project implementation units and ensure close cooperation and buy-in from the relevant Government institutions throughout implementation,

while building Government capacity for sustainability after external financing ends. Program preparation involved all relevant Government agencies, as well as donors, private technical operators, and NGOs active in the sector and also private citizens. Furthermore, implementation will be coordinated under a single ministry to ensure close alignment of activities managed by different executing agencies and avoid an onerous multi-ministerial coordination unit. To further strengthen existing Government institutions and streamline implementation, the AFOR Steering Committee will serve as the Steering Committee for the IDA finance.

IV. IMPLEMENTATION

A. Institutional and Implementation Arrangements

42. **To ensure sustainability and build AFOR's capacity to serve as the comprehensive implementing agency for the 1998 Rural Land Law, the IDA finance will be managed by AFOR using competitively-selected staff.**[14] The Government is implementing the PNSFR through a program approach. In accordance with the decree creating AFOR and following the needed regulatory reforms, implementation of rural land registration will now be streamlined under AFOR to promote coherent, coordinated, and standardized approaches for land registration nationwide. Since the 2016 decree that established AFOR provides it with full responsibility to manage public funding, the IDA financing will be managed directly by AFOR rather than through a separate Project Implementation Unit to ensure that PNFSR implementation is streamlined under a single national institution. Other donors have also expressed their interest in directly financing AFOR to avoid a proliferation of Project Implementation Units and procedures. To fulfill its mandate, AFOR must oversee the implementation of a single program of land activities throughout rural Côte d'Ivoire in compliance with a single comprehensive Field Operations Manual that will be developed under the project. Also with support from the IDA financing, AFOR will develop a single monitoring and evaluation system and a single reporting system as part of a single comprehensive Project Implementation Manual. As long as the AFOR Director and Deputy Director continue to be financed through public funds, they will be eligible to authorize expenditures in accordance with the World Bank policies and procedures.

43. In accordance with the 2005 Paris Declaration on Aid Effectiveness, the Government of Côte d'Ivoire requested close coordination among the donors supporting the rural land sector. To avoid inconsistencies in procedures and implementation and the duplication of reporting and M&E systems, AFOR will have a single set of policies and procedures that are acceptable to the IDA and other donors to the sector. As AFOR is a new institution whose effective establishment currently depends on the IDA finance, the operational and procedural manuals, as well as the safeguards norms, will be aligned with IDA requirements. Thus, AFOR will be considered as the project implementation unit (PIU) of the IDA financing. AFOR will be responsible for procuring all goods and services under this project for all implementing partners and for providing overall monitoring and management of the use of the IDA finance. To overcome the registration implementation challenges identified above, AFOR will be responsible for overseeing the overall implementation of the new 4-in-1 systematic land registration process. AFOR will procure, monitor, and evaluate qualified multidisciplinary private service providers (OTA), who will conduct all of the field work, prepare the certification applications and improved contracts, and submit all documentation to AFOR. The *Préfet* will remain responsible for final validation and signature of all land certificates. To avoid gaps or inconsistencies

[14] Any civil servants seconded to AFOR will be recruited competitively and will not receive civil servant salaries during their service to AFOR.

and progressively build trust with communities during the implementation process, a single private service provider will be responsible for completing all relevant[15]activities in a given geographic area as a continuous process subject to continued satisfactory performance as determined by AFOR. AFOR will coordinate with other government institutions as needed through Memoranda of Understanding (MOUs), for example with BNETD-CIGN for the on-going maintenance of the CORS network (Sub-component 1.3) and with INP-HB and INFPA for their graduate (Sub-component 3.1) and vocational degree (Sub-component 3.2) programs, respectively. The AFOR Steering Committee (*Conseil de Surveillance*), which consists of representatives of all government institutions with authorities related to rural land, will act as the Steering Committee for the project by providing overall strategic guidance and coordination with all relevant government institutions.

44. AFOR will recruit and maintain the key implementation staff for its Project Implementation Unit composed of a Financial Management Specialist, a Procurement Specialist, and Social Development and Environmental Safeguards Specialists through the life of the project. These staff members will have experience with IDA procedures and requirements as appropriate and will establish the necessary systems for *inter alia* fiduciary management, procurement, and safeguards. The implementing agency designated to manage the project advance (PA), *Fonds Inter-professionnel pour le Conseil et la Recherche Agricole* (FIRCA), will remain as the transitional PIU for the project until the human resources and systems of AFOR are assessed by the IDA as being sufficient to take over management of the project. From effectiveness, it is expected that the Director General and Deputy Director General of AFOR will jointly manage the project, with key staff supported by the project funding streamlined within AFOR's organizational structure (Annex 10).

B. Results Monitoring and Evaluation

45. **Building the capacity of the Government of Côte d'Ivoire to monitor the implementation of the National Rural Land Tenure Security Program and resulting development outcomes is a core part of the project design.** As such, the M&E for this project will be managed by AFOR.[16] Indicators related to activities coordinated by other institutions, such as the legal reforms (DFR) and training courses (INP-HB, INFPA) will be collected by these coordinating institutions and submitted to the AFOR M&E Specialist as agreed in the Results Framework.

46. **In close coordination with AFOR, the World Bank's Africa Gender Innovation Lab (GIL) will design and manage the implementation of an independent impact evaluation of the land registration activities under Component 2.** The impact evaluation will be implemented with independent trust funds by the GIL in partnership with a local research institute and/or survey firm. The role of the AFOR M&E Specialist will also include sharing information and coordinating with (i) the DFR M&E staff; (ii) the independent impact evaluation of the land registration activities under Component 2 that will be completed by the World Bank Gender Innovation Lab and (iii) the Land Observatory. The impact evaluation will assess the impact of land registration on not only land tenure security, but also agricultural investment and women's empowerment.

47. **The project will also support improved monitoring of land policy reform implementation nationwide through the local land institutions, the DFR, a Land Observatory, the prefects and sub-prefects, and civil society.** The DFR will monitor the overall progress of land policy reform implementation. The project will support the establishment of a Land Observatory within an Ivoirian institution that remains to be identified to act as an independent monitoring institution, including through targeted analytical work and policy

[15] Where DTV has already been completed, the process will begin with a targeted clarification phase to support land certification and the formalization of land leases.
[16] The M&E system will be designed and baseline indicator values determined by a firm under contract to FIRCA through the PA.

recommendations. The project will also liaise with, collaborate with, and assist local civil society organizations (CSOs) and/or community-based organizations (CBOs) to support the monitoring and evaluation of land registration activities in the field.

C. Sustainability

48. **The project's support to the establishment of AFOR, long-term land administration systems and technologies, and overall capacity building in the rural land sector will help to ensure its sustainability.** The project will support the establishment of AFOR through staff recruitment, the development of key systems (e.g., fiduciary management, procurement, safeguards) and operational procedures, and training for AFOR staff, as well as other rural land tenure sector stakeholders to enable AFOR to fulfill its mandate as the government authority charged with ensuring implementation of the 1998 Land Law. The government has committed to progressively replace IDA finance with public and/or private funding sources to ensure that AFOR does not remain dependent on IDA finance, and a feasibility assessment will be completed using the Project Advance (PA) to guide the progressive transition of AFOR finance. In addition, under Component 1, the project will support an improved land information system (SIF) that takes advantage of recent technology developments to reduce the costs and time required to upload, validate, and access data and the development of a CORS network that will provide accurate and up to date geodetic information of use to multiple sectors. Both systems will be developed using "fit for purpose" principles to ensure their sustainability, and the SIF and CORS data will also be backed up offsite to ensure that the data are protected in the event of a natural or human-induced disaster. Detailed feasibility assessments for both the SIF and the CORS network are also being supported by the PA to ensure their technical designs and business models are sustainable. The reformed institutional arrangements and simplified land registration procedures that will also be supported under Component 1 and implemented under Component 2 will streamline rural land administration under AFOR, introduce new procedures and an affordable fee structure for formally recording changes in land certificates and contracts, and generate user demand for updating land records to facilitate registration of subsequent transactions through awareness-raising and citizen engagement. Building demand to register transactions will be particularly important to achieve the program's overall goal of formalizing the active rural land markets in Côte d'Ivoire to reduce a significant source of land conflicts. In addition, the project advance will finance a financial analysis for rural land registration and administration under AFOR to inform decisions about what fees (if any) should be charged to certificate and contract holders for initial registration, as well as for the registration of subsequent transactions. Finally, Component 3 will ensure a sustainable supply of qualified professionals in the land sector, from the technician level to engineers and decision-makers, through building the capacity of magistrates, AFOR staff, field operators, prefects and sub-prefects, and CSOs to interpret, implement, and monitor implementation of the 1998 Rural Land Law.

D. Role of Partners

49. **The project will be implemented in close technical collaboration with the development partners involved in the rural land sector in Côte d'Ivoire.** The collaboration will benefit from the Côte d'Ivoire Land Donor Working Group that is co-chaired by the European Union (EU) and the World Bank. The French Development Agency (Agence Française du Développement – AFD), the African Development Bank (AfDB), the Food and Agriculture Organization (FAO), USAID, and GIZ are also part of the group. The working group helps to coordinate support to the rural land sector and to facilitate policy dialogue with the Government. Amongst the outcomes to date of this on-going donor coordination, it was agreed that (i) AFOR is to be considered as a unique implementation agency in charge of any international support to the rural land sector and (ii) any funding should be implemented in compliance with AFOR's management tools, including the Project

Implementation Manual, and with the Field Operations Manual. The donor coordination process will be maintained during the project implementation period to ensure close technical supervision of the project, to avoid duplication of investments, and to ensure a coordinated policy dialogue with the Government. Further discussions with the donor community will be held to assess the opportunity of a joint technical pool of expertise that could advise the Government during the implementation stage in collaboration with or in addition to IDA implementation support missions.

V. KEY RISKS

A. Overall Risk Rating and Explanation of Key Risks

50. **The overall risk is High.** Below is an explanation of the most relevant risks and mitigation measures.

51. **Macroeconomic: Substantial** – The economy continues its strong growth, albeit from a relatively low base. However, Côte d'Ivoire continues to be vulnerable to price shocks in a range of international commodity markets, including cocoa and other agricultural products as well as oil products.

52. **Political and Governance: Substantial** – There is risk for increased tensions and conflict due in part to existing (potentially latent) rural land disputes involving primarily native landowners and internal/external migrant land users. Such disputes may be compounded by the return of refugees and internally displaced persons and political tensions generated by the civil war. Tensions may also increase as rural land increases in value. To mitigate these issues, the project includes several innovative activities aimed at supporting both conflict prevention and conflict mitigation. As part of the new clarification phase, the project will support an inclusive and multi-level communication strategy that will clearly communicate the objectives and steps of the registration process and emphasize that all rural landholders (whether owners or users, indigenous or migrants) will receive a formal document from the process. The project will for the first time formalize oral and written evidence ("*petits papiers*") of land use rights and informal land transactions at the same time as land certification to ensure that land users' rights are not undermined by the certification process. The project will also provide training and other support to existing alternative dispute resolution mechanisms at the community and local government levels. Finally, to further minimize the potential for land conflicts and related political risks, the land registration activities will target areas that are less affected by land conflicts.

53. **Sector Strategies and Policies: High** - The Government has established a Working Group to amend the regulatory framework for rural land tenure in line with the 2017 Land Policy and to incorporate AFOR into the land registration procedures while drastically simplifying these procedures and lowering the overall cost of registering customary land. Still, a number of ambiguities persist, including on the long-term legal status of customary land certificates; the nature of land rights for which long-term land users are eligible (use vs. ownership). These issues will be mitigated, to the extent possible, by providing technical assistance to the Government working group on effective amendments to the relevant legal and regulatory frameworks. As per the Land Policy, the Government has also committed to extend the validity of land certificates to ten years by revising the Rural Land Law.

54. **Technical Design of Project: High** – The technical design of the project has been developed in consultation with key stakeholders and independent experts and builds on lessons learned from previous Bank support to the sector (see Lessons Learned). Continued consultations, preparatory studies, and hands-on implementation support will support revisions to the project design as necessary throughout project implementation.

55. **Institutional Capacity for Implementation and Sustainability: High** – A number of institutional weaknesses have been identified in the existing sporadic land registration process, including: inadequate human resources; complicated and expensive village boundary demarcation and land certification procedures; lack of procedures for updating land certificates over time; lack of technical capacity of the responsible civil servants; and a limited number of qualified domestic service providers. These issues will be mitigated by: building the capacity of a single implementing agency (AFOR) to oversee implementation of the entire land registration process under the National Rural Land Tenure Security Program; building land administration capacity at the local level through decentralized AFOR offices, CVGFRs, and Village Secretariats; clarifying and drastically simplifying the procedures related to surveying and registration of land and issuance of certificates to enable systematic registration; developing a national rural land tenure training and education plan to build the capacity of public and private actors; rehabilitating the SIF to enable registration of land use agreements and changes in land certificates and land use agreements over time; strengthening the geodetic infrastructure; and designing and implementing a strategic communications/outreach plan.

56. **Fiduciary: Substantial –**This is due to (i) the lack of experience and familiarity of AFOR with IDA financial management and procurement procedures and (ii) the design of the project, which involves several actors and beneficiaries based in remote and geographically dispersed locations across the country. A Financial Management Action Plan has been developed to mitigate the overall financial management risks. Additional risk mitigation measures include the following: (a) no later than three months after credit effectiveness, AFOR will hire one procurement specialist and one procurement assistant and (b) before effectiveness, AFOR will submit a PIM to IDA for review and adopt it in accordance with the Procurement Code and the recommendations of the procurement assessment.

57. **Environmental and Social: Substantial** – The potential adverse environmental impacts related to minor civil works are expected to be moderate and reversible under appropriate mitigation measures. First-time land registration processes include the inherent risk of undermining the land tenure rights of vulnerable persons, including the poor, women, migrants and ethnic/religious minorities. These risks will be mitigated through the development and implementation of an improved land registration process that includes the following innovations: comprehensive community outreach and consultation process prior to land registration (clarification); a more inclusive process for adjudicating customary land rights (individual and group) through CVGFRs that include representatives from all social groups; and the formalization of land use agreements, which will also be recorded in the SIF, at the same time as land certificates are registered to land owners. In addition, the project will support the establishment of a Land Observatory to monitor conflicts and other risks during the land registration process and alternative dispute resolution mechanisms at customary and local government levels to resolve any disputes that do arise during the land registration process in an inclusive and peaceful manner.

58. **Stakeholders: Substantial** – Stakeholders, including public officials (Ministry of Agriculture, Ministry of Justice, Ministry of Finance, AFOR), officials in local government offices (prefects, sub-prefects, courts), customary leaders/councils and potential beneficiaries have all been consulted and have endorsed the development objective and informed the project design. Pro-active citizen engagement will continue throughout the implementation phase to adapt the project design and implementation process as needed.

59. **Climate Change and Disaster Risks: Low** – The Project will help address climate change and disaster risks by supporting both adaptation and mitigation. Although the results of the Climate Change and Disaster Risk Screening indicated that, overall, the project is at low risk of climate change and disaster risks, several activities have been designed specifically to reduce these risks and contribute to adaptation and mitigation.

These include (under Component 1) the renovation of existing offices to house department-level AFOR staff and equipment; the installation and maintenance of a CORS geodetic reference network; the development of a computerized, web-based Land Information System; and (under Component 2) the development of a paper-based land registry to be maintained at the department level and the digitization of land contracts. Project support will incorporate design and maintenance measures to reduce potential climate change and disaster risks, such as climate-controlled storage of LIS-linked computers and paper land registries in the local AFOR offices and flood-proof building designs for CORS units and AFOR offices. In addition, project support to the development of digital georeferenced data and databases (CORS and LIS) with remote storage and back-up is expected to reduce the vulnerability of data loss in the event of natural disasters.

VI. APPRAISAL SUMMARY

A. Economic Analysis

60. A cost-benefit analysis was undertaken for the project (Annex 8), which will support the establishment of a formal rural land administration system, including a comprehensive rural land registry. When all project costs, including counterpart funding, are included in the analysis, the estimated efficiency parameters for the project are as follows: an IRR estimated at 34%, with NPV (assuming 10% discount rate) of US$ 97 million, and a benefit to cost ratio of 3.07. Despite the adoption of highly conservative assumptions, these efficiency parameters are encouraging for a project of this scale and complexity. The calculations are dependent on (and hence sensitive to) the overall project costs (including government contributions) and the per unit incremental agricultural value of US$ 75/ha. Since tangible benefits can only be quantified for Component 2, an additional analysis was undertaken considering only the cost of Component 2. The resulting efficiency parameters are even higher, as follows: IRR of 110%, NPV of US$ 122 million, and benefit-cost ratio of 6.43.

61. The process of establishing and rolling out a national comprehensive rural land administration system will require sustained investment, and the benefits are likely to accrue well beyond the typical project time line. In the short term (5 years), this first phase of the series of projects is expected to result in the establishment of an effective process and the necessary systems to implement nationwide rural land registration, including through the improved capacity of public and private sector land administration professionals to register land rights and related transactions. In the medium term (10 years), this project, together with the proposed second phase, is expected to strengthen the tenure security of rural land users and owners and, in so doing, result in two main benefits for rural landholders and economies over the long term (20 years):

    (a) **Increased land-based investment:** By resolving competing claims and ensuring land holders that they will be able to benefit from future returns to investment, land registration can incentivize greater land-based investments, such as in perennial crops and soil and water conservation, that in turn can increase productivity. For example, Ethiopia's rural land registration program was found to increase investment and land productivity, and the recent mapping of customary land ownership in Benin (the first step in formal land registration) led to a roughly 40 percent increase in the likelihood of household investments in perennial cash crops and trees on farms.

    (b) **Reduced land conflicts:** By clarifying land use and ownership rights and providing formal and informal dispute resolution mechanisms with formal, standardized land rights documentation to use in adjudicating disputes, the project is expected to reduce the incidence of land conflicts through the prevention and mitigation of land-related disputes. In Ethiopia, for instance, land registration reduced the number of border and inheritance-related land disputes. The reported incidence of disputes may

be expected to increase in the short term during the registration process, as existing claimants seek to strengthen their claims ahead of rights adjudication. However, in the long run the increased transparency and efficiency resulting from a formal rural land administration system is expected to reduce the need to defend existing land claims and the time required to resolve disputes, thereby reducing related costs and further enhancing investment incentives. Given that land conflicts in neighboring Burkina Faso are associated with reductions in agricultural productivity of over 40 percent, the benefits of resolving existing land conflicts and preventing new ones could be substantial.

62. The project design assumes that the average cost to deliver a certificate can be decreased by at least half to at most $200 per certificate. Given average parcel sizes of 15-20 hectares (ha) in Côte d'Ivoire, the new certificates should cost at most $13/ha, which is in line with costs achieved through other low-cost land registration initiatives in the region on a per hectare basis (e.g., $12/ha in Rwanda; $14/ha in Uganda, $32/ha including village boundary demarcation in Zambia). Several social, historical, and environmental factors unique to Côte d'Ivoire may make it difficult to achieve the lowest cost in the region. In particular, the large-scale migration encouraged by President Houphouët-Boigny and incomplete assimilation of these migrants into the receiving communities has led to competition for land and complicates an inclusive, community-based land rights validation process. As such, additional support will be required, including to facilitate alternative dispute resolution and to (re)establish CVGFRs that are truly inclusive, to ensure that legitimate landholders' rights are registered and not undermined. In addition, parcel sizes are larger than average for the region and may be held or used by numerous owners and land users, and large areas are covered by forests, tree plantations, and/or clouds, which precludes boundary demarcation using satellite imagery, which is perhaps the least costly technology for field surveys that can achieve reasonable accuracy.

63. This CBA assumes a very modest average incremental return of US$ 75 per hectare[17] as a result of increased land-based investments and reduced land conflicts due to the formalization of lease agreements for about 800,000 ha for which customary certificates would be issued. As already indicated, there is considerable evidence from the region supporting our hypotheses that land certification programs lead to increased investment in land and result in higher farm income. Given that behavior change at the farm level will take some time to materialize following land registration, it is assumed that the full benefit of enhanced productivity gains can only be accessed gradually over a ten-year period. As such, the CBA assumes that full project benefits will take effect 10 years after project implementation.

64. Given the nature of the project's results framework and the fact that some of the benefits, for example regulatory and institutional reforms and capacity building, will be difficult to quantify and monetize, the economic analysis will not make a distinction between the different components and will measure benefits over a 20-year time frame (planning horizon), including an implementation period of 5 years and an operational period of 15 years. As already described, formal land registration is expected to increase tenure security and thereby result in increased land-based investments and reduced land-related conflicts. Where customary land institutions remain strong and communities are relatively homogenous, smallholders' perceived tenure security can be quite high, which suggests that formalization of customary rights may have a more modest impact on tenure security. By contrast, the gains to formalization of customary rights are likely to be higher where existing customary institutions have been less able to protect legitimate land rights.

[17] This estimate of US$ 75/ha incorporates two sub-estimates: for parcels where lease arrangements are formalized, the per unit incremental gain is estimated to be about US$ 100/ha, and for parcels where certification alone is completed, the incremental gain would be around US$ 50/ha. Given that certification is expected to cover twice as many parcels as the formalization of lease agreements, this yields a weighted average of US$ 75/ha over the entire intervention area of 802,000 ha.

This may be the case where customary land rights are challenged by powerful interests from outside the local community or where substantial intra-community conflicts exist, such as between migrants and long-time residents, as in Côte d'Ivoire. The presence of such challenges to tenure security in Côte d'Ivoire suggests that customary land owners and users are likely to perceive a considerable increase in their tenure security as a result of the clarification and formal government recognition of their land ownership and/or use rights.

65. It may nevertheless take some time for landholders' perceived tenure security to adjust under the new formal land administration system, as norms and practices that have historically been governed by customary authorities in practice are replaced by formal institutions, regulations, and processes, and major shifts in perceived tenure security may only be expected to emerge when their new formally recognized rights are challenged in some way. Consequent changes in behavior are likely to take even longer to develop, such as decisions to invest in perennial crops or to resolve land disputes using improved dispute resolution mechanisms. Furthermore, measurable development outcomes that can be monetized are expected to be limited, since the components mainly focus on policy and institutional reforms (Component 1), initial land registration implementation in targeted areas (Component 2), and capacity building (Component 3). Major benefits in terms of increased land-based investment, reduced conflicts, and increased land productivity are largely expected to materialize only during the operational period.

66. Given the scarcity of rigorous evidence on land registration programs, an impact evaluation measuring outcomes up to four years after implementation will be conducted by the World Bank Gender Innovation Lab using a Randomized Control Trial (RCT) design. However, since several of the project's outcomes of interest may take longer to fully manifest, these causal medium-term impacts will be traced for an additional six years over the life of the two-phased program through AFOR's M&E system.

67. In addition, a financial analysis that assesses the long-term financial sustainability of the formal rural land administration system managed by AFOR will be conducted as part of the AFOR Operational Procedures and Economic Model study prior to effectiveness. This analysis will assess the resource and financing obligations of the rural land administration system over the first 5-year project. It will estimate the expected volume of transactions and associated fees that will be required to maintain a viable land registry to inform the design of the AFOR operational procedures and institutional structure. As part of this analysis, viable financing options for first-time and subsequent transaction registration will be explored, including whether and the extent to which registration costs should be subsidized for all or some users, such as landholders below a certain income or land area threshold.

Rationale for public sector financing

68. Land administration is an essential public service that underpins economic growth and poverty reduction.[18] While the private sector has an important role to play, particularly in terms of land surveying, there are a number of reasons that public sector provisioning and financing is required. Firstly, the cost of first time land registration, which requires one-time up-front procedures, including village boundary demarcation and the adjudication of competing claims to each and every parcel, far exceeds both the likely value of many remote rural land parcels and the capacity of poor rural landholders to pay for this process – particularly at the current average cost of $1,230 per plot. The fact that less than 0.30% of certifiable land has so far been formalized underscores the fact that relying on private financing capacity is insufficient to incentivize nationwide land formalization. Secondly, such on-demand land registration systems risk leading to elite capture, as the more wealthy and powerful are better able to take advantage of formal land registration

[18] Deininger, K. 2003. *Land Policies for Growth and Poverty Reduction.* Washington, DC: The World Bank.

processes than the poor and vulnerable.[19] To address both of these issues, systematic first-time land registration – accompanied by comprehensive outreach and communications to ensure all landholders benefit – is considered best practice, with subsequent transactions in rights being registered on demand.[20]

69. While the public sector is best placed to lead the first-time land registration process, some functions, in particular the boundary mapping and demarcation process, can be outsourced for private sector implementation, especially since the need for mass-demarcation is by nature short-term. The public sector can also benefit from short-term private sector expertise in the design and implementation of a land registry that allows for adjudicated rights to be quickly and efficiently incorporated into a comprehensive database. However, the public sector still needs to maintain oversight of the land formalization process to ensure that it effectively confers government recognition of landholders' rights and to guarantee the long-term sustainability of the land administration system overall.

70. Given the need to incorporate all parcels into the formal land registry and the limited ability of rural landholders to pay for land registration, there is also justification for public sector financing of the process. The value of a comprehensive rural land administration system depends crucially on the incorporation of all rural parcels into the land registry and the subsequent registration of transactions in registered parcels. If some parcels or transactions are not registered, this erodes the ability of the land registry to serve as a valid record of rights and increases the costs of verifying rights to and transactions in registered parcels that remain in the system. As such, where individual landholders are unable to pay for the costs of first-time registration or subsequent transactions, which is the case for many rural poor in Côte d'Ivoire, there can also be justification for public sector financing of land registration. Where land holders do have the capacity to pay, fees can be levied to maintain the long-term financial viability of the land administration system. Over time these investments also develop private sector capacities for certain service delivery (e.g., surveyors).

Value added of Bank's support

71. The World Bank is uniquely positioned to assist the Government of Côte d'Ivoire in addressing its land policy implementation given the Bank's extensive global experience in this area. The Bank has supported the implementation of land rights registration systems in some Sub-Saharan African countries (Ghana, Uganda, Tanzania, Malawi) and is involved in supporting land policy design elsewhere in the Africa Region (Madagascar, Sénégal, Mauritania, Benin, DRC). These experiences have shown that policy implementation requires sustained support at scale over many years. Given its established technical experience and ability to disburse considerable financial resources, the World Bank is ideally positioned to help the Government of Côte d'Ivoire realize its commitment to secure land rights throughout the countryside in the ten coming years.

72. The World Bank also has developed specific expertise and good working relationships with the Government of Côte d'Ivoire through several Advisory Services and Analytics tasks, including a Land Governance and Assessment Framework (LGAF) in FY16 and a Technical Assistance activity in FY15-16 that analyzed rural land issues and opportunities for an ambitious nationwide land operation. These tasks also enabled a substantial policy dialogue with the Government, which helped to reach consensus on some of the key land policy guidelines. The Government has already leveraged this expertise, as well as analytical work supported by

[19] *Ibid*. See also Cotula, L., Toulmin, C., and C. Hesse. 2004. *Land Tenure and Administration in Africa: Lessons of Experience and Emerging Issues*. London: International Institute for Environment and Development.
[20] Deininger, K. 2003. *Land Policies for Growth and Poverty Reduction.* Washington, DC: The World Bank.

other donors (AFD, FAO and EU), to draft its Land Policy Document and begin implementation.

73. Finally, the World Bank has the requisite convening power to support the Government of Côte d'Ivoire in coordinating the multiple on-going donor-supported projects to ensure a coherent national land policy implementation process. The scope, intervention areas, and activities of the proposed project have been designed to complement ongoing and planned projects supported by other development partners, mainly rural development programs supported by the Agence Française de Développement (AFD), the European Union (EU), the African Development Bank (AfDB) and the Food and Agriculture Organization of the United Nations (FAO). Since December 2015, the EU has supported a 5-year policy DPO (€41 million) focused on rural land activities and the establishment of a technical unit in charge of the monitoring of the implementation of the rural land law. AFD also allocated resources (€11.5 million) through a rural development project land component (Programme d'Appui de la Relance des Filières Agricoles en Côte d'Ivoire, PARFACI) to support the implementation of the rural land law that includes village boundary demarcation, land certificate issuance, and registration of rural land leases in 15 départements. The World Bank co-chairs a Donors Working Group on Land together with the EU that has worked to ensure these activities are implemented in a coordinated manner. EU and AFD have also expressed their interest in supporting some of the remaining investments needed to fully establish a new National Land Agency and a Land Observatory.

74. The World Bank is thus uniquely placed to support the Government of Côte d'Ivoire in executing its ambitious land policy implementation plan as a result of its global experience, financial resources, technical expertise, and convening power.

B. Technical

75. **The Government project preparation team is highly responsive and has already made considerable progress to ensure project readiness, and the newly installed AFOR senior leadership team has demonstrated efficiency and effective collaboration with the MINADER project preparation team.** The Client is in the process of finalizing all of the TORs needed to recruit key AFOR management and technical staff and to design the new systematic registration procedures, the new SIF, and the CORS (see next paragraph). Furthermore, the Working Group has commenced its deliberations to identify specific regulatory amendments needed to streamline land registration under AFOR and to codify simplified, low-cost systematic procedures, and the DFR has already identified an initial list of regulatory reforms with support from the Working Group that it hopes to present for approval prior to loan effectiveness. The project advance will also support AFOR to complete recruitment of key central management positions (yellow boxes in Annex 10), including the financial management, procurement, safeguards, and M&E specialists; procure basic goods and equipment, including the necessary fiduciary management systems; and to begin procurement of the new LIS and CORS network. All of these actions highlight the strong political will for this project from the highest levels of the Government and support project readiness.

76. **The project advance is supporting a series of preparatory studies and planning deliverables that are already underway (see Annex 11 for a time line, including status of TORs and procurements), including:**

    (a) Design of systematic land registration operational procedures and long-term financial model for rural customary land administration streamlined under AFOR that will be codified in a Field Operations Manual that describes, at a minimum, the detailed activities, procedures, responsibilities, budgeting (costs and fees, if any), and sequencing (temporal and spatial) for PNSFR implementation (at least in the areas to be supported by IDA finance under Component 2);

(b) Feasibility study and TORs for the design and management of the new LIS;

(c) Feasibility study and TORs for the design and management of a CORS network;

(d) Design and development of an AFOR M&E system;

(e) Design of a Rural Land Tenure Training Master Plan; and

(f) Development of AFOR Project Implementation Manual, which will cover all administrative procedures related to the management of IDA financing, including detailed arrangements and procedures for: (i) institutional coordination and day-to-day execution of the Project; (ii) Project budgeting, disbursement and financial management; (iii) procurement; (iv) monitoring, evaluation, reporting and communication; (v) safeguards monitoring and mitigation; and (vi) such other arrangements and procedures as shall be required for the management of the IDA finance.

77. **The project has been designed to build the Government's capacity to implement systematic land registration while simultaneously testing the feasibility of revised land registration procedures in targeted areas and supporting the necessary regulatory reforms to enable the testing and subsequent scaling up of systematic land registration nationwide.** Given, on the one hand, the Client's strong and demonstrated commitment to implement large-scale, systematic land registration, and, on the other, the need to put in place the necessary prerequisites to facilitate nationwide systematic land registration, the project design and budget allocations strike a balance among regulatory and institutional reforms, planning and preparation for registration, and initial testing of new systematic land registration procedures. The Government originally requested IDA support to implement a nationwide land registration operation covering an estimated one million parcels in a country that has delivered fewer than 4,000 land certificates to date. Given that the pre-requisites for such an operation are not yet present in Côte d'Ivoire, this project has been designed to fulfill these pre-requisites by supporting the regulatory reforms needed to formalize a simplified but more comprehensive systematic land registration process and developing the strong institutions, infrastructure, and human capacity necessary to implement the revised 4-in-1 systematic land registration process. The project also incorporates a modest scale of field operations (Component 2) to test the new systematic land registration process, which includes two innovative new elements (clarification and land use agreement formalization), in selected areas of a limited number of regions. It is expected that at the end of this first five-year project, the Government will be ready to scale up systematic land registration nationwide with IDA finance through a second project of at least five years using a series of projects (programmatic) approach.

78. **While a project design focused exclusively on supporting the pre-requisites for systematic land registration was considered, the risk of losing an important window to test the new systematic registration procedures and demonstrate initial tenure security results is too high.** With support from the IDA, the Government of Côte d'Ivoire has already identified the strengths and weaknesses of the existing procedures through the Land Governance Assessment Framework (Annex 6) and an in-depth assessment of the existing land registration procedures. In addition, the Working Group has discussed with the Government a preliminary list of regulatory reforms that are needed to simplify the certification process and support systematic land registration (Annex 7), and the Government is expected to adopt the initial regulatory reforms needed to facilitate testing of a systematic land registration streamlined under AFOR prior to project effectiveness. Furthermore, Institute Audace Afrique and other non-governmental organizations (NGOs) have also been experimenting, in collaboration with the Government, with innovative, low-cost, and participatory approaches to accomplish the ultimate objectives of land registration: to clarify customary rights, reduce land conflicts, and increase tenure security. These approaches reflect best practice but are not yet formalized.

The Government is thus requesting IDA support to codify new systematic registration procedures incorporating these pilot approaches in the regulatory framework, test their effectiveness at a reasonable scale (roughly 400 villages), and build the institutional framework, human capacity, modern LIS, and geodetic network necessary to implement the new systematic land registration process nationwide.

79. **Patience, long-term investment, and close technical supervision will be required to support Côte d'Ivoire in implementing a systematic rural land registration process, including the prerequisite regulatory and institutional reforms, which underlines the need for a series of projects.** An indicative sequencing of the key activities over the course of this first project and the overall program is indicated below:

    a) **Phase One implementation will be sequenced such that initial small-scale pilot registration operations in one or two regions can begin in parallel to the development of the necessary capacity and systems to build buy-in, support learning by doing, and demonstrate first tangible results**. Key activities that have already begun or are expected to commence soon after effectiveness include:

        (i) Finalize the recruitment of AFOR staff at the central and decentralized levels in the first region(s) targeted for pilot systematic land registration using IDA financing;

        (ii) Oversee the installation of the new LIS and CORS by private firms, which is expected to begin soon after effectiveness as a result of the procurement preparations that will be completed during the project preparation phase;

        (iii) Train CVGFRs, customary leaders, sub-prefects and prefects in the pilot area(s) and establish a local committee composed of representatives of different stakeholders to monitor the new systematic land registration process in one or two regions, with simplified village boundary demarcation and a focus on formally registering land use agreements to show early results and build support for the process from all stakeholders;

        (iv) Establish a Land Observatory to draw lessons from the pilot registration operation;

        (v) Update the Field Operations Manual and regulatory framework to reflect pilot lessons;

        (vi) Draft TORs to implement systematic registration in selected areas of all selected regions;

        (vii) Train the first cohorts of land engineers and technicians at INP-HB and INFPA.

    b) **Once the necessary capacity and systems are in place, Phase One implementation will be scaled up across selected areas of all selected regions:**

        (i) Finalize the recruitment of AFOR staff at decentralized levels in the remaining regions targeted for systematic land registration using IDA financing;

        (ii) Oversee implementation of Component 2 in selected areas of the selected regions by OTAs; and

        (iii) Continue training land tenure engineers, technicians, and other sector professionals.

    c) **The second phase in the series of projects will support the Government to scale up systematic registration nationwide.** The project will support the Government to prepare a comprehensive strategic plan describing the nationwide implementation of the PNSFR, including sequencing, financing needs, and existing and potential domestic and international sources of finance.

C. Financial Management

80. The financial management (FM) arrangements for the project have been designed with consideration for the country's post-conflict situation while considering the Bank's minimum requirements under Bank Policy and Directive – IPF, which describes the overall FM Bank policies and procedures.

81. The Government has adopted in 2014 a strategic framework for public financial management (PFM) reforms, which aims to address the PFM challenges highlighted in recent assessments of the PFM system.

82. The Bank cannot thus, at this time, rely 100% on the public expenditure framework for this project. The Government of Cote d'Ivoire requested to use a ring-fenced financing mechanism for the fiduciary aspects of the project. For this project, the newly created entity in charge of land management AFOR has been proposed by the Government to manage the project. The Directorate of Administration and Finance (DAF) to be established under the responsibility of the Director General (DG) of AFOR will manage the overall FM aspects of the project.

83. An assessment of the Directorate of Administration and Finance was conducted during project preparation to assess whether this directorate could manage the proposed project. The main findings arising from this assessment, conducted in November 2017, were that the DAF is not yet established or operationalized; hence, there is a capacity shortage in terms of human resources and FM tools, including an FM procedures manual and a computerized FM system. The DG and the Assistant Director General of AFOR appointed by decree lack familiarity with Bank-financed project procedures and requirements. However, the assessment revealed that the procurement plan and the budget of the project preparation advance (PPA) managed by Fonds Inter-professionnel pour le Conseil et la Recherche Agricole (FIRCA) are being used to complete the recruitment of the key staff, as well as the design and implementation of the FM tools.

84. Due to the critical areas for operationalization of the DAF associated with the risk level, the conclusion was that the DAF could be in a position to manage IDA funds once the following measures are implemented prior to and after project effectiveness: (i) appoint, on a competitive basis, the key FM staff, including the Director for Administration and Finance, the audit and internal control officer; the senior accountant and the accountant; (ii) draft the FM procedures manual; and (iii) acquire and install the accounting software and train the users of the software. Furthermore, AFOR is designated as a *Etablissement Public National à caractère Administratif* (EPA) under the responsibility of the Ministry of Agriculture; therefore, in line with the country PFM system, a Budget controller and a Public accountant should be appointed. In line with the Use of Country System as stipulated in the new decree n° 475 governing the modalities of donor-financed project implementation in Cote d'Ivoire, the two civil servants should be involved in the management of the project funds. However, according to the Decree n° 2016-590 dated on August 3, 2016, creating AFOR, on its Chapter V – Article 22 and 23, AFOR is subject to apply corporate accounting system (SYSCOHADA). Hence, no Public Accountant and Budget Controller will be assigned to AFOR. Finally, AFOR will be required to prepare and submit (i) annual work plan and budgets no later than November 30 of the year preceding the year the work plan should be implemented; (ii) interim un-audited financial statements (IFR) on a quarterly basis no later than 45 days following the end of the quarter; and (iii) audited annual financial statements no later than six months after the end of the fiscal year.

85. A designated account (DA) in XOF will be opened at the central bank (BCEAO). A transaction account managed by the Director of Administration and Finances will be opened in a commercial bank on terms and conditions acceptable to the Bank. Payments on and to the transaction account will be signed both by the Managing Director and the DAF. Interest income on the transaction account will be deposited into a specific account

opened in a commercial bank. As needed, regional bank accounts (sub-accounts) will be also opened in commercial bank at regional level to transfer funds to Local office.

D. Procurement

86. A formal assessment of the capacity of the proposed project's executing agency, the *Agence Foncière Rurale* (Rural Land Agency) (AFOR) to implement procurement actions was carried out in October 2017 to ensure that IDA standards are adequately met. The detailed procurement responsibilities and activities of these entities are provided in Annex 2. The assessment found that AFOR does not yet have procurement capacity at the time of the assessment. However, AFOR is in the process of hiring a procurement team (one senior procurement specialist and four procurement assistants) with experience in IDA procurement procedures, and the senior procurement specialist is being hired using the project advance. In addition, the project implementation manual (PIM)[21] has yet to be drafted. However, funds have been reserved under the project advance to draft the PIM, and the procurement sections of the PIM will reflect the recent amendments and modifications of the Côte d'Ivoire Procurement Code to address some inadequacies noted with regard to contract management and delays in contract approval and signing (Decree n°2015-475).

87. Procurement under the project will be carried out in accordance with the World Bank's 'Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants;' the World Bank's "Procurement Regulations for Borrowers," in force since July 2016; and the provisions stipulated in the Financing Agreement. The World Bank's standard bidding documents (SBDs) shall be used for procurement of works and goods under International Competitive Bidding (ICB), and the World Bank's standard Request for Proposal (RFP) shall be used for large value contracts involving selection of international consultants.

88. Details on the procurement arrangements for this project are included in Annex 2, including the thresholds for prior review and procurement methods that will be applicable.

E. Social (including Safeguards)

89. The project is expected to support the formalization of several innovative practices, including a systematic inventory of existing customary land ownership rights, a systematic inventory of land use agreements and registration of these agreements (*petits papiers*), and awareness-raising to promote women's land rights. The preparation of the project involves community mobilization and communication to inform the beneficiary communities and reduce the potential for land-related civil conflicts. The project will implement a consistent communication strategy throughout implementation and will support efficient rural land rights registration, including clear access for land users to ensure their land use and access rights are also registered. The project's grievance redress mechanism will be based on existing alternative dispute resolution mechanisms involving both customary and formal government authorities at multiple levels down to the village level. These innovative measures will be especially important in the context of Côte d'Ivoire, where

[21] The PIM will cover all administrative procedures related to the management of IDA financing, including detailed arrangements and procedures for: (i) institutional coordination and day-to-day execution of the Project; (ii) Project budgeting, disbursement and financial management; (iii) procurement; (iv) monitoring, evaluation, reporting and communication; (v) safeguards monitoring and mitigation; and (vi) such other arrangements and procedures as shall be required for the Project. In addition, a separate Field Operations Manual will be prepared within the first six months of effectiveness to describe, at a minimum, the detailed activities, procedures, responsibilities, budgeting (costs and fees, if any), and sequencing (temporal and spatial) of PNSFR implementation in the areas to be supported by IDA finance under Component 2.

the customary land rights of various stakeholders, especially women, remain relatively weak, and there is a history of disputes over land access between customary (*autochthone*) land owners and migrant land users.

90. A broader project communication strategy built on awareness-raising and information sharing will be developed during implementation, and the project will also include community capacity building as part of the new clarification phase of registration. Community members will become conversant with the basic principles and activities of the land registration process (clarification, village boundary demarcation, certification, and formalization of land use agreements) and the rationale for using participatory approaches. They will also be involved in various steps in the project preparation and implementation process. The project will therefore adopt a participatory and cost-effective registration process that builds on local knowledge of existing land rights, involves community members in land registration, achieves reasonable accuracy standards, and builds local capacity. Using participatory methods helps communities develop and supports implementation of programs that best match their needs and demands.

91. Furthermore, a Social Assessment is under preparation to help make the project more responsive to overall social development concerns, particularly in targeting vulnerable groups and underserved communities while minimizing or mitigating risks and adverse impacts. The Social Assessment also includes gender sensitivity analysis to further strengthen the gender focus of the project and particularly to take into consideration women's role in rural land management. The land registration process could potentially affect vulnerable, underserved groups, such as migrants and customary land owners without titles. Therefore, issues related to social impacts will be defined through the Social Assessment (SA) for the project, which will examine the potentially affected groups, the nature of the impacts, and how to reduce negative impacts and increase the overall social benefits for groups involved in the project. The findings of the SA will be incorporated into the project to mitigate potential social risks and increase the overall social benefits, including to inform processes to support informed consultations and achieve broad community support; the grievance redress mechanism; and monitoring, evaluation, and reporting during implementation relating to vulnerable groups.

92. Footnote 8 to OP 4.12 explicitly states that the policy does not apply to disputes between private parties in land titling projects, although it is good practice for the borrower to undertake a social assessment and implement measures to minimize and mitigate adverse social impacts, especially those affecting poor and vulnerable groups. In this project, OP 4.12 is triggered due to the potential for resettlement associated with minor civil works, such as office building renovation or construction. The Borrower has prepared, consulted upon, and disclosed a Resettlement Policy Framework (RPF) on December 4, 2017. The ESMF and RPF revealed that no actual land acquisition is required for the project.

F. Environment (including Safeguards)

93. The project is associated with positive environmental and social impacts, such as clarified land rights, fewer land disputes, and reduced vulnerability of land owners and users, leading to increased security of agricultural investments and an enabling environment for sustainable management of natural resources (soil, water, fauna and flora).

94. The Project is rated as Environmental Assessment Category "A", requiring a full environmental assessment. The following environmental safeguard policies are triggered: OP 4.01 "Environmental Assessment"; and OP 4.11 "Physical Cultural Resources". The Category "A" is predicated on the fact that project activities may be associated with significant social issues, while the potential adverse environmental impacts are expected to be moderate and reversible under appropriate mitigation measures. Considering that the exact geographic locations of project specific interventions are not yet determined with certainty, the Borrower has developed

an Environmental and Social Management Framework (ESMF) in compliance with the core requirements of the triggered safeguards policies: OP 4.01 (Environmental Assessment) and OP 4.11 (Physical Cultural Resources).

95. A section focusing on “chance find” guidance has been developed in the ESMF to handle aspects related to physical cultural resources discoveries in and adequate and timely manner.

96. The ESMF lays out procedures for screening and mitigating project impacts and includes the following: (a) checklists of potential environmental and social impacts and their sources; (b) procedures for participatory screening of proposed sites and activities and the environmental and social considerations; (c) procedures for assessing potential environmental and social impacts of the planned project activities; (d) institutional arrangements for mitigating, preventing, and managing the identified impacts; (e) typical environmental management planning process for addressing negative externalities in the course of project implementation; (f) a system for monitoring the implementation of mitigation measures; and (g) recommended capacity building measures for environmental planning and monitoring of project activities.

97. Responsibility and oversight of the Project’s overall compliance with national and World Bank safeguard policies will rest with the social development and environmental safeguard specialists to be hired by the Borrower as the main staff in charge of project implementation and monitoring of safeguard aspects within AFOR. The two safeguards specialists, and in particular the environmental safeguards specialist, will work in close collaboration with the National Environment Agency (*Agence Nationale de l’Environnement* – ANDE). ANDE leads safeguards compliance for all projects in the country and will not only conduct periodic monitoring of the project’s compliance with proposed mitigation of changes, but also changes in environmental resources (i.e., water and soil quality, flora and fauna, soil erosion etc.) from the baseline as appropriate.

98. Further, all activities under the project will be contingent on broad-based and sustained consultation with local communities in the project’s intervention area. Mitigation measures for identified environmental and social impacts, including avoiding or sparing cultural and historical resources and other environmental clauses, will be properly implemented by AFOR, as specified in the safeguard instruments and bidding documents.

99. **Climate Co-Benefits:** Project support to the development of a geodetic network and digital LIS will enable the Government to integrate up-to-date and georeferenced data on land ownership and boundaries with other data, such as data related to infrastructure, land use, and climate models, and thereby strategically plan the provision of future services and infrastructure development in light of projected climate change vulnerability and disaster risk management needs, which is expected to contribute to climate change adaptation. Furthermore, investment in the geodetic infrastructure and LIS will benefit the scientific community responsible for earth monitoring and other sectors responsible for disaster planning and response. Finally, global evidence indicates that by securing long-term investments, formal land rights registration is expected to lead to more sustainable land investments, such as increased tree planting and improved soil and water management, that will in turn enhance climate change mitigation by increasing surface and sub-surface carbon sequestration in the project areas compared to a without-project scenario.

G. Other Safeguard Policies (if applicable)

100. **Citizen engagement and inclusion of vulnerable groups, including women, youth, and pastoralists:** As noted above, both women and migrants face barriers to secure land access in Côte d’Ivoire. In addition to

women and migrants, youth also often face difficulty accessing and maintaining control over land that is important for their livelihoods. Pastoral herders also need temporary transit rights through farmlands to access critical water and grazing points. As such, the project includes targeted citizen engagement and communications activities to raise awareness of the value of securing and strengthening the rights of women, migrants, and youth and of formalizing the customary land access arrangements negotiated between farmers and herders. These activities will be critical given that many previous efforts to formalize customary land rights in the region have been accused of excluding and further marginalizing women and other vulnerable groups, whose land rights may be informal to those of the dominant group. The project will also include public communications campaigns about the importance of formally registering changes in land rights and engage citizens to better understand their concerns with and constraints to registration. These activities will be tailored to the local socio-cultural and political economy context based on the outcomes of the Social Assessment.

101. **Conflict prevention and conflict mediation:** Given the potential for land rights formalization to unearth previously latent land conflicts, the project will incorporate various kinds of conflict prevention and mediation support involving local customary and formal authorities depending on the nature of the dispute. Previous land registration processes in Côte d'Ivoire have in many cases been delayed due to misunderstandings over whose rights can be recognized, the implications of the procedures (for example, that village boundary demarcation does not confer ownership rights, and members of one village can certify their parcels within another village), and village boundary disputes. The project will therefore also add a new clarification step to land registration that seeks to proactively engage citizens in a participatory rights identification exercise and increase their understanding of the relevant laws and procedures. To ensure that disputed parcels or village boundaries do not indefinitely delay registration of agreed boundaries, the project will support existing alternative dispute resolution mechanisms that involve local customary community leaders and local government authorities (e.g., prefect) where land owners or villages cannot agree on a shared boundary. Also, importantly, resources will be reserved to return to the conflict-affected areas to complete the registration process once the dispute has been resolved.

H. World Bank Grievance Redress

102. Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY : Cote d'Ivoire

Cote d'Ivoire Land Policy Improvement and Implementation Project

Project Development Objectives

The Project Development Objective is to build the capacities and institutions necessary to support implementation of the national rural land tenure security program and to register customary land rights in selected rural areas.

Project Development Objective Indicators

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Target population with use or ownership rights recorded as a result of the project		Number	0.00	267000.00	Semi-annually	Local Land Register Books + Land Information System (Système Information Foncière – SIF)	AFOR
Proportion of females among target population with use or ownership rights recorded as a result of the project		Percentage	0.00	30.00	Semi-annually	Local Land Register Books + Land Information System (Système Information Foncière – SIF)	AFOR

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Description: This is a numerical indicator that measures the number of people who are named on land certificates as a result of project support. The target is based on the assumption that each certificate on average will correspond to 5 persons for an estimated 53,400 customary land certificates to be delivered by the project. This estimate in turn is based on an assumption that half of the certificates delivered will be to individuals and the other half to groups of rights holders, principally at the level of a household, for which the average household size is 10 members. Each person only counted once, even if they have multiple parcels certified.							
Name: Land parcels with use or ownership rights recorded as a result of the project		Number	0.00	53400.00	Semi-annually	Local Land Register Books + Land Information System (Système Information Foncière – SIF)	AFOR
Proportion of land parcels with use or ownership rights recorded in the name of one or more females as a result of the project		Percentage	0.00	30.00	Semi-annually	Local Land Register Books + Land Information System (Système Information Foncière – SIF)	AFOR
Description: This is a numerical indicator that measures the number of land certificates delivered as a result of project support. Disaggregate by number of certificates that list one or more woman's name (each parcel only counted once).							
Name: Number of Village Land Tenure Committees (Comités Villageois de Gestion Foncière Rurale – CVGFR) established or reestablished by the project		Number	0.00	400.00	Semi-annually	AFOR M&E to record number of CVGFRs established in project areas	AFOR
Description: This is a numeric indicator intended to measure a key local institution needed to register rural land rights.							

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Land sector professionals trained by the project		Number	0.00	10616.00	Semi-annually	For degree courses, degree-delivering institution to send AFOR M&E unit completion data; for short-courses and master classes, host institution to send AFOR M&E unit attendance data	AFOR
Proportion of females among land sector professionals trained by the project		Percentage	0.00	30.00	Semi-annually	For degree courses, degree-delivering institution to send AFOR M&E unit completion data; for short-courses and master classes, host institution to send AFOR M&E unit attendance data	AFOR
Description: This indicator measures the number of land professionals who attend either degree courses or professional trainings (e.g., short courses or master classes) supported by the project and is a proxy for the overall level of capacity in the land sector. Assumes roughly 250 graduates from INP-HB, 250 graduates from INFPA, 50 AFOR/DFR staff trained, 10,000 CVGFR members trained (assuming on average 10 members per group), 12 prefects trained, 24 sub-prefects trained, and 10 magistrates trained, and 20 participants in other trainings supported by the project (e.g. members of civil society). Each person counted once, if even they attend multiple trainings.							
Name: Share of population in targeted villages with rating 'Satisfied' or above		Percentage	0.00	90.00	Semi-annually	AFOR M&E	AFOR
Share of female population		Percentage	0.00	90.00	Semi-annually	AFOR M&E	AFOR

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
in targeted villages with rating 'Satisfied' or above							
Description: This is a numerical citizen engagement indicator that measures the overall satisfaction of beneficiaries of project support to increase land tenure security at the village level.							

Intermediate Results Indicators

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: AFOR staff recruited according to a strategic staffing plan		Percentage	10.00	95.00	Semi-annually	AFOR M&E	AFOR
Description: This is a percentage indicator to track the establishment of AFOR on the basis of a strategic staffing plan. The percentage will be calculated as the number of AFOR positions hired as compared to the total number of positions hired and under recruitment according to a strategic staffing plan.							
Name: Proportion of field surveys completed by the project using Continuously Operating Reference Stations (CORS) installed by the project		Percentage	0.00	80.00	Semi-annually	Land Information System (Système Information Foncière – SIF)	AFOR
Description: This is a percent indicator to track the use of a new national geodetic network established with project support.							

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
Name: Proportion of land certificates that are recorded in the digital Land Information System (Système Information Foncière – SIF)		Percentage	0.03	80.00	Semi-annually	Local Land Register Books + Land Information System (Système Information Foncière – SIF)	AFOR
Description: This is a percentage indicator to track the incorporation of land certificates into a comprehensive digital rural Land Information System.							
Name: Number of policy workshops on rural land tenure supported by the project		Number	0.00	20.00	Semi-annually	AFOR M&E system to record all workshops supported with the project budget	AFOR
Description: This is a numeric indicator to track the project's contribution toward policy dialogue related to rural land tenure. Assumes one per quarter.							
Name: Number of land contracts recorded in the Land Information System (SIF)		Number	0.00	106800.00	Semi-annually	Land Information System (Système Information Foncière – SIF)	AFOR
Description: This is a numeric indicator to track the incorporation of existing informal land use agreements ("petits papiers") and new more formalized land use contracts into the SIF. The target assumes that on average two land use agreements and/or contracts will be recorded in the SIF per land certificate delivered.							
Name: Proportion of local land institutions supported by the project with physical		Percentage	0.00	80.00	Semi-annually	AFOR M&E system	AFOR

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
land registry books							
Description: This is a percent indicator to track the establishment of physical land register books at the local level.							
Name: Number of master classes offered for land sector professionals supported by the project		Number	0.00	20.00	Semi-annually	AFOR M&E unit to record all master classes supported with the project budget	AFOR
Description: This is a numeric indicator to track the project's contribution toward the capacity building of rural land tenure professionals.							

Target Values

Project Development Objective Indicators

Indicator Name	End Target
Target population with use or ownership rights recorded as a result of the project	267000.00
Proportion of females among target population with use or ownership rights recorded as a result of the project	30.00
Land parcels with use or ownership rights recorded as a result of the project	53400.00
Proportion of land parcels with use or ownership rights recorded in the name of one or more females as a result of the project	30.00
Number of Village Land Tenure Committees (Comités Villageois de Gestion Foncière Rurale – CVGFR) established or reestablished by the project	400.00
Land sector professionals trained by the project	10616.00
Proportion of females among land sector professionals trained by the project	30.00
Share of population in targeted villages with rating ‘Satisfied’ or above	90.00
Share of female population in targeted villages with rating 'Satisfied' or above	90.00

Intermediate Results Indicators

Indicator Name	Baseline	End Target
AFOR staff recruited according to a strategic staffing plan	10.00	95.00
Proportion of field surveys completed by the project using Continuously Operating Reference Stations (CORS) installed by the project	0.00	80.00
Proportion of land certificates that are recorded in the digital Land Information System (Système Information Foncière – SIF)	0.03	80.00
Number of policy workshops on rural land tenure supported by the project	0.00	20.00
Number of land contracts recorded in the Land Information System (SIF)	0.00	106800.00
Proportion of local land institutions supported by the project with physical land registry books	0.00	80.00
Number of master classes offered for land sector professionals supported by the project	0.00	20.00

ANNEX 1: DETAILED PROJECT DESCRIPTION

COUNTRY : Cote d'Ivoire
Cote d'Ivoire Land Policy Improvement and Implementation Project

Component 1 – Strengthening Rural Land Institutions (US$ 18.23 million)

1. **The objective of Component 1 is to strengthen the institutions charged with implementation of the Land Policy and the 1998 Rural Land Law and to establish a viable Land Information System and geodetic network**. The component will primarily support the Directorate of Rural Land Tenure (*Direction du Foncier Rural* – DFR) to oversee implementation of the Land Policy; AFOR to establish and staff its headquarters and local offices and to develop a new digital Land Information System (LIS); and the Geographic and Digital Information Center (*Centre d'Information Géographique et du Numérique* – CIGN) of the National Bureau of Technical and Development Studies (*Bureau National d'Études Techniques et de Développement* – BNETD) to contribute to and oversee the establishment of a Continuously Operating Reference Stations (CORS) network.

a) Sub-component 1.1: Support to institutions in charge of land policy

2. Sub-component 1.1 will provide technical assistance, small-scale infrastructure, and equipment to the national and local institutions charged with overseeing implementation of the 2017 Land Policy. Support to the Directorate of Rural Land Tenure (*Direction du Foncier Rural* – DFR) will consist primarily of technical assistance to support the legal and regulatory reforms needed to facilitate implementation of the Land Policy, including specific recommendations made by AFOR. The project will also support the monitoring of implementation of the Land Policy through a national M&E system. Support to *préfets* and *sous-préfets* will similarly consist primarily of technical assistance and trainings to facilitate their indispensable roles in rural land administration, and in particular in awareness-raising about the 1998 Rural Land Law and the land registration process, conflict mediation, and validation of rural land rights. In addition, the project will support a small office building and basic equipment, such as paper land registries, to pilot the establishment of Village Secretariats (*Secrétariats Villageois* – SV), which would facilitate the work of the CVGFRs and have an on-going mandate to maintain village land registries in selected villages within the project area. Each Village Secretariat will be staffed by a junior civil servant whose salary will be financed by public resources and who will be responsible for ensuring at the village level various basic administrative tasks for different social and economic sectors, including rural land tenure. To increase transparency and accountability in the sector, the project will also support a Land Observatory to monitor implementation of the Land Policy and in particular the pilot systematic land registration operation (see Component 2), publicize the findings, facilitate related stakeholder consultations, and provide evidence-based policy recommendations to the Government based on the results of the land registration process. Finally, this sub-component will provide technical assistance to support civil society organizations (CSOs) involved in the sector to conduct independent monitoring and contribute to public dialogue on the Land Policy.

b) Sub-component 1.2: Support to the Rural Land Tenure Agency

3. Sub-component 1.2 will provide technical assistance, small-scale infrastructure, and equipment to the national, regional, and departmental offices of AFOR in accordance with its mandate to ensure implementation of the 1998 Rural Land Law, as described in Decree No. 2016-590 of August 3, 2016, which established AFOR. IDA finance will support the competitive recruitment of qualified AFOR staff in the national office and the regions where IDA financing will support land registration implemented through contracts with

private authorized technical operators (*Opérateurs Techniques Agréés* – OTA) under Component 2. A provisional national AFOR management organigram is presented in Annex 10. These regional and departmental AFOR offices will be responsible for overseeing implementation of the land registration process by the OTAs, maintaining the departmental land registry, coordinating registration operations with the *préfet* and s*ous-préfets*, and validating data submitted to the land information system (*Système d'Information Foncière* – SIF) by the private technical operators. IDA funds will also support the renovation of existing buildings for department-level AFOR offices and the procurement of furniture and office equipment to facilitate AFOR's work at the national and departmental level, including to support the department-level land registries (*conservation foncière rurale*), which will be linked with the new SIF. The project will also support the development of a PNSFR strategic implementation plan. Finally, this sub-component will support technical assistance to build the capacity of AFOR, such as to recruit qualified consultants and/or consulting firms to facilitate the effective functioning of AFOR.

c) Sub-component 1.3: Modernization of the Land Information System

4. This sub-component will support the development of a new Web-based land information system (LIS) (*Système d'Information Foncière* – SIF) to gradually replace the existing SIF and record the boundaries and ownership and use rights (certificates and contracts) of parcels within the National Rural Land Domain (*Domaine Foncier Rural*).[22] The new SIF will be developed using an incremental approach, initially producing first-phase applications equipped with simple functionalities, including simple digital field data collection and paper scanning, and a smooth transition from paper-based processes to digital land registries. The new SIF will incorporate raster imagery that can be shared with other public and private entities through mobile devices and desktop applications, including to facilitate land registration operations. With technical assistance, AFOR will design the modernized SIF, populate the SIF with existing data, field test the SIF, and provide training to AFOR staff to manage the SIF. The IT department of AFOR will be responsible for the SIF from the initial stage of system development to the final stage, including in planning, designing, development, functional test, integrated test, and system operation, to reinforce their technical knowledge and skills and enable them to fully manage the sustainable operations, maintenance, expansion and advancement of the SIF. This sub-component will also support AFOR to procure georeferenced high resolution satellite imagery to facilitate field surveys and to incorporate this imagery into the SIF. The recent satellite imagery will be used to create vector layers of initial preliminary parcel boundary polygons generated using software processing and desk delineation. This base map will be made available to field registration teams through data downloads onto mobile devices running mapping software. The new SIF will be designed to allow for data from the existing SIF to be incorporated and will be compliant with the new institutional and regulatory framework, including to incorporate records resulting from both sporadic and systematic registration procedures, as well as international standards and best practice. Once the basic solution is proven through testing and users are acquainted with it, additional functions will be developed. The project will support the roll-out of the new SIF to incorporate existing and new land certificates, as well as land contracts, into a single, unified database that incorporates all relevant spatial, legal, and other information collected through the land registration process (4-in-1 package).

[22] The 1998 Rural Land Law (Law No. 98-750 of 23 December 1998) and its implementing regulations only apply to the *Domaine Foncier Rural*, which explicitly excludes public lands, urban lands, classified forests, and other protected areas.

d) Sub-component 1.4: Support to establish a national geodetic infrastructure

5. This sub-component will support the installation of Continuously Operating Reference Stations (CORS), associated infrastructure, and equipment to establish the geodetic infrastructure needed for accurate and economically feasible Global Navigation Satellite System (GNSS) surveying. It will also provide technical assistance to support the Geographic and Digital Information Center (Centre d'Information Géographique et Numérique – CIGN) of the National Bureau of Technical and Development Studies (Bureau National d'Études Techniques et de Développement – BNETD) to contribute to and oversee the development of the CORS network. The BNETD-CIGN will contribute to and closely supervise the work of a private firm to complete the design, site feasibility study, and the delivery, installation, and calibration of the equipment (e.g. CORs units and a control center), and initial maintenance of the GNSS CORS sites. The firm will also provide TA to support BNETD to manage the system for the first three years and training to enable BNETD-CIGN staff to effectively manage the CORS. CORS installation will be concentrated in areas where there is expected to be high demand for high quality geodetic data, including in areas where the project will support land registration activities under Component 2. This sub-component will also provide technical assistance to support BNETD-CIGN to develop and implement a viable business plan for managing the CORS network and to establish a definitive map of the *Domain Foncier Rural* for the areas where the IDA will support land registration.

Component 2 – Support Implementation of the National Rural Land Tenure Security Program (US$ 23.34 million)

6. **The overarching objective of this component is to develop and test a streamlined, simplified, low-cost and participatory systematic registration process that will provide each and every land owner *and land user* with a formal document that recognizes their property rights – whether a land certificate or a lease agreement.** This component will support AFOR to oversee the development and initial implementation of a new "4-in-1 package" for systematic land registration consisting of four activities (clarification, village boundary demarcation, land certification, and formalization of land use contracts) using simplified procedures[23] informed by global fit-for-purpose principles and the specific context in Côte d'Ivoire in selected areas of a limited number of regions during this first 5-year project. To ensure sustainability of the rural land administration system, local land registries that incorporate both land certificates and land use contracts will be managed by the department-level AFOR offices established under Component 1, who will be charged with maintaining these registries, including the registration of subsequent transactions in or other changes to certificates and contracts. The data from the local land registries (whether paper or digital) will be incorporated into the national SIF.[24] The process will be piloted in selected areas of one or two regions and then refined (together with the regulatory framework under Component 1) as necessary before a broader testing of the process in selected areas of all selected regions during the first phase of the overall program.

7. **Component 2 will introduce several innovative practices to the formal land registration process to safeguard the rights of all land holders, including migrants and women, through the addition of two new elements to the land registration process and global best practice: clarification and the formalization of**

[23] The specific procedures will be defined in the Field Operations Manual within the first six months of effectiveness, and the DFR will facilitate the necessary regulatory revisions under Sub-component 1.1 prior to the first disbursement.
[24] The registry design and procedures will be determined by the Land Registration Operational Procedures and Economic Model Study being financed through the project advance based on local capacity and other feasibility considerations, such as internet access, and the Working Group currently reviewing the regulatory framework will also present recommendations on whether the data contained in the local land registry or the national SIF will be considered the final record of rights in case of a discrepancy.

land use contracts. The clarification activities will include a participatory inventory of existing land rights and land use agreements (sometimes recorded by *petits papiers*. The registration of both certificates and contracts in a department-level land registry maintained by AFOR will also improve the functioning of existing alternative dispute resolution mechanisms at the levels of customary leaders and sub-prefects/prefects in the long term by providing customary and local officials with easy access to verified land rights documentation. The project will also support training for customary and local officials who engage in mediation and negotiation to improve their legal and social awareness, as well as basic administrative costs for these alternative dispute resolution mechanisms (e.g. travel costs and record keeping) to ensure any disputes that arise during implementation are resolved in a peaceful and inclusive manner through these existing alternative dispute resolution mechanisms, with the right of appeal to a first instance court. To address the specific barriers to secure land rights that women face (noted in paragraph 10 above), the project will support targeted awareness-raising as part of clarification to ensure that all stakeholders understand their rights under the law and to promote women's land rights. Finally, measures to enable the active engagement of women, migrants, youth, and other vulnerable groups, including as members of the CVGFRs, will be incorporated throughout the land registration process.

a) Sub-component 2.1: Clarify existing rights and support CVGFRs

8. Based on the experience of existing donor-supported land registration interventions and the pilot model developed by the Institut Audace Afrique, it is clear that a preparatory phase preceding the demarcation of village boundaries and individual or group landholdings is needed to facilitate formal registration and reduce the risk of misunderstandings and conflicts. The Clarification sub-component therefore aims to (i) raise awareness of the registration process using gender-sensitive communications methods (for example, organizing separate consultations with women and women's groups at times convenient for women and with child care available) that are tailored to the local socio-cultural and political economy context; (ii) identify local land tenure systems and issues that may affect land registration, including gender gaps; (iii) ensure that all landholders – including women and migrants – are aware of their rights and can participate in the subsequent steps in the land registration process on an informed basis; (iv) establish and/or strengthen (reestablish) village-level institutions (CVGFRs) that represent the interests of all social groups, including women, migrants, and youth, by promoting the inclusion of women and migrants as members and potentially through inter-village CVGFRs; and (v) train local para-surveyors and archivists, including women. The clarification process will include a participatory rural appraisal process involving hand-drawn maps and focus group discussions to help local rights holders to identify where individual vs. collective land certification is likely to be relevant in their village, to understand the various forms of local land use and access sharing arrangements, including between farmers and herders, and to identify any potential land conflicts that may need mediation support. Additional activities to promote women's land rights, such as gender norms discussions with family members and/or village leaders, will be implemented in at least a subset of project villages as part of a gender-sensitive impact evaluation. Exchange visits to enable village stakeholders to learn from the experiences of other villages will also be supported under this sub-component. The clarification process will also provide training to customary authorities, *préfet*s and *sous-préfets* on mediation techniques, relevant legal and procedural texts, and gender and social inclusion and finance basic administrative costs (e.g., travel, record keeping) to support a combination of existing alternative dispute resolution mechanisms (mediation and negotiation) through customary leaders and sub-prefects/prefects.[25]

[25] Disputing parties will still have the right of appeal to a first instance court.

b) Sub-component 2.2: Village Boundary Demarcation

9. As more than 5,000 villages are currently engaged in village boundary demarcation, of which only 400 villages are expected to benefit from land certification, the project will prioritize support to land certification and the formalization of land use agreements in villages that have already completed village boundary demarcation (DTV). In villages where the DTV process has not been completed, the project will support a simplified[26] and more comprehensive approach to village boundary demarcation that builds on the clarification activities and lays the foundation for the subsequent registration of customary land ownership and land use agreements. In contrast to the current procedures, which require high accuracy levels and the installation of boundary markers along every village boundary, the revised DTV process will adopt a low-cost, participatory approach that relies on the CVGFR and the knowledge of local resource persons (e.g., land chiefs, village chiefs, heads of the founding families of the village) from the concerned village and neighboring villages to build shared understanding of the history and general boundaries of the village. With support from the para-surveyors and archivists trained during clarification, the CVGFR and resource persons will sketch the village boundaries using modern technology. The revised DTV process will also include support for trainings, mediation, and dialogue among community leaders, prefect(s) and/or sub-prefect(s), and village members to facilitate negotiated agreements between (among) villages with contested boundaries through existing alternative dispute resolution mechanisms.[27] Since different social groups may access different resources and may therefore have different knowledge of village territories, special effort will be made to ensure that representatives of all major social groups (e.g. women and men, *autochtones* and migrants, youth and elders) are involved in the village boundary demarcation process through training and awareness-raising. Common lands not eligible for certification to individuals and areas outside the *Domaine Foncier Rural* that are not eligible for certification (e.g., classified forests) will be identified and their boundaries mapped. In addition, land access agreements with non-village members, for example to allow neighboring villages or pastoral herders to access a shared resource, such as grazing land, will be documented during this process.

c) Sub-component 2.3: Certification of Collective and Individual Land Rights

10. This sub-component will support the implementation of a low-cost, systematic rural land certification process that includes the incorporation of parcel boundaries and land ownership and use rights into a digital LIS, as well as the establishment of paper-based land registries at the department and village level to record changes to rights (for example, in case of inheritance, gift, subdivision, or other kind of transfer or land rights) in selected areas. This activity will be implemented using simplified procedures that build on global best practice for systematic land registration, which will be described in detail in the Operational Manual for AFOR and made possible as a result of the regulatory reforms that will be completed under Component 1 of this project. The existing certification process already includes the demarcation and surveying of boundaries, receipt of claims and collection of evidence for adjudication of rights, preparation of records for public display and quality control, public display and verification, formal adjudication and registration, and issuance of land certificates. The revised certification procedures will take advantage of low-cost modern mapping and data entry technologies. To minimize the potential for conflicts and displacement, the project will also support trainings to build the capacity of customary leaders, *préfet*s and *sous-préfet*s that are involved in existing alternative dispute resolution (mediation, negotiation) mechanisms, as well as basic administrative costs

[26] Simplifications to the existing demarcation procedures will be needed to reduce the costs, for example by relieving the excessive accuracy and boundary marker requirements. DFR will lead the regulatory text revisions under Sub-component 1.1.
[27] Disputing parties will still have the right of appeal to a first instance court.

(e.g., travel, record keeping) needed to facilitate mediation and negotiation.[28] In the case of disputes that cannot be resolved during the period of systematic registration, funds will be reserved to return to these parcels and issue certificates once the dispute is resolved. Also, as part of the impact evaluation, financial incentives for property to be registered to legitimate female landholders may be tested in selected villages, for example by offering preferential fees (or subsidies) for land certificate applications that include a female.

d) Sub-component 2.4: Formalization of Land Use Agreements

11. Building on the experience of local NGO pilots, this innovative new element of the land registration process will be implemented simultaneously with certification (Sub-component 2.3) to help customary land owners and customary land users formally record and improve their existing land sharing agreements, such as leases or share-cropping arrangements.[29] Importantly, this sub-component aims to ensure that the rights of all land users are formally registered to mitigate land conflicts. This sub-component will record existing written land sharing agreements in the paper-based village- and department-level land registries and in the digital LIS through a systematic process that includes demarcation of any (interior) parcel boundaries, reception of claims, collection of evidence substantiating these claims (e.g., *petits papiers*), adjudication of rights through the CVGFR, preparation of a full record for public display and quality control, public display of the draft records, alternative dispute resolution, revision following public display, formal adjudication and registration of the land use agreements, and issuance of formal land use documents. The project will support the basic administrative costs (e.g. travel, record keeping) of existing alternative dispute resolution (mediation, negotiation) mechanisms through customary leaders and sub-prefects/prefects to help land owners and land users resolve differences in understanding of the terms and/or nature of their existing agreements.[30] In the case of disputes that cannot be resolved during the period of systematic registration, funds will be reserved to return to these parcels and formalize contracts once the dispute is resolved. The project will also support the development and dissemination of improved contract templates that specify the key terms of the agreement (for example, the parties, length, payment in kind/cash, and remedies in case of violations) to reduce the potential for misunderstanding. All of these formalized agreements (leases, contracts, etc.) will be registered in the village and department-level paper-based land registries and the digital LIS to protect these important records and ensure they can be updated by the parties over time and accessed by relevant authorities, such as the prefect and judicial system, to facilitate (alternative) dispute resolution and access to other services, such as banking.

Component 3 – Training for Land Tenure Professionals (US$ 8.41 million)

12. The overall objective of this component is to help develop the human resources necessary for the implementation of land policy at the national level. To this end, the component will support the development of a Master's degree, technical diploma, and vocational training courses on rural land tenure in partnership with existing training institutions. Special effort will be made to include female trainees, for example by launching recruitment campaigns targeted to women. A Land Training Master Plan sponsored by the project preparation facility and disseminated prior to the effectiveness of the IDA financing will provide the necessary details for the three following sub-components:

[28] *Ibid*.
[29] Although land owners may decide to engage in new land sharing arrangements with outside investors, project support will be limited to formalizing agreements between customary land owners and customary land users.
[30] Disputing parties will still have the right of appeal to a first instance court.

a) Sub-component 3.1: Graduate Training for Rural Land Tenure Engineers

13. The project will support the Graduate School of Agronomy (*Ecole Supérieure d'Agronomie* – ESA) of the Houphouët-Boigny National Polytechnic Institute of Yamoussoukro (*Institut National Polytechnique Félix Houphouët-Boigny* – INP-HB) to establish a multidisciplinary Rural Land Tenure Master's Degree program of up to two years that will prepare graduates to contribute to rural land registration and administration. The curriculum, which has already been developed by INP-HB and is in the process of being approved by its administration, will include diverse coursework related to law, land administration, sociology, geography, agronomy, statistics, remote sensing, geospatial information systems (GIS), and information technology, as well as a field work practicum. The curriculum will highlight issues common to the West Africa region while providing additional depth on the specific country context in Côte d'Ivoire. Graduates (25-50/year) will be equipped with a holistic understanding of rural land tenure issues and technologies and methodologies for adjudicating and administering land rights. These graduates are expected to be in high demand to serve as land administration specialists in both the private and public sector in Côte d'Ivoire and across the region. Project support will include, inter alia, acquisition of technical and office equipment, educational materials, study tours, and contribution to tuition[31] and teaching costs for the first five years of the program.

b) Sub-component 3.2: Vocational Training for Rural Land Technicians

14. The project will support the National Institute of Agricultural Vocational Training (*Institut National de Formation Professionelle Agricole* – INFPA) to develop a multidisciplinary Rural Land Tenure Diploma program that will prepare graduates (50-70/year) to serve as field technicians for land registration operations. The program, which is expected to last 12 months, will include coursework followed by a field work practicum and final report. Graduates will receive a Superior Agricultural Technician diploma focused on rural land tenure (*Brevet de Technicien Supérieur Agricole Option Foncier Rural* – BTSA) and will be qualified to conduct the fieldwork necessary to complete the new land registration process, including awareness-raising, mediation, participatory rural appraisal, village boundary demarcation, land certification and land use agreement formalization. Project support will include equipment, minor rehabilitation of buildings, technical assistance in curriculum design, study tours, and limited support for recurrent costs.

c) Sub-component 3.3: Continuing Education for Land Sector Professionals

15. This sub-component will support a variety of short-term, non-degree learning opportunities for land sector professionals, such as civil society organization (CSO) representatives and magistrates. These trainings could include both specialized training courses allowing for further probing into specialized topics and remedial training for existing professionals. The trainings may include ad-hoc and/or a series of master classes, for example for CSO representatives on the new land registration procedures and effective policy monitoring and advocacy strategies or for magistrates on the rural land legal and regulatory framework. The project will support the development of curricula, procurement of equipment, and costs for hosting these training courses. Training modules will be developed in partnership with educational institutions, such as INP-HB, the National School of Magistracy, and the University Center for Research and Application in Remote Sensing (CURAT) of the University of Abidjan.

[31] IDA funds can only be used to support tuition fees for students that are selected competitively according to clearly defined selection criteria agreed with the IDA prior to the selection process.

Component 4 – Program Coordination, Monitoring and Knowledge Management (US$ 4.01 million)

16. This component covers the management of the project by AFOR, including (a) all aspects of project preparation, management and audit, including fiduciary management, procurement and monitoring and mitigation measures related to safeguards ($1.8 million); (b) communication, knowledge generation and management, and coordination across project partners ($0.5 million); and (c) monitoring and evaluation (M&E) ($0.5 million). Specifically the following activities are included: (i) operating costs for the project, including preparatory studies, field supervision, transport and information technology (IT) support; (ii) financial management, including external audits and accounting; (iii) safeguards compliance, including completion of the detailed Social Assessment (SA) and follow-up actions; (iv) communications and knowledge management, including a strategic communications plan to guide OTA communications campaigns that builds on the SA results, as well as national and international study tours; and (v) M&E, including the baseline survey, recurrent data collection, midterm review, and final evaluation, as described in Section IV B.

ANNEX 2: IMPLEMENTATION ARRANGEMENTS

COUNTRY : Cote d'Ivoire
Cote d'Ivoire Land Policy Improvement and Implementation Project

Project Institutional and Implementation Arrangements

1. **To ensure sustainability and build AFOR's capacity to serve as the comprehensive implementing agency for the 1998 Rural Land Law, the IDA finance will be managed by AFOR using competitively-selected staff.**[32] The Government is implementing the PNSFR through a program approach with implementation of rural land registration centralized under AFOR to promote coherent, coordinated, and standardized approaches for land registration nationwide. Since the 2016 decree that established AFOR provides it with full responsibility to manage public funding, the IDA financing will be managed directly by AFOR rather than through a separate Project Implementation Unit to ensure that PNFSR implementation is streamlined under a single national institution. Other donors have also expressed their interest in directly financing AFOR to avoid a proliferation of Project Implementation Units and procedures that could undermine the consistency of implementation of the national land policy. As AFOR is still in the process of defining its procedures and operations, IDA's significant finance to AFOR at this early stage will ensure that AFOR's procedural and operational manuals are in full alignment with the IDA procedures and policies. To fulfill its mandate, AFOR must implement the PNSFR in a consistent yet locally adapted manner throughout rural Côte d'Ivoire in compliance with a single comprehensive Field Operation Manual that will be developed with support from the IDA finance within the first six months of effectiveness. Also with support from the IDA financing, AFOR will develop a single monitoring and evaluation system and a single reporting system as part of a single comprehensive Project Implementation Manual that will be developed with support from the IDA finance prior to effectiveness. As long as the AFOR Director and Deputy Director continue to be financed through public funds, they will eligible to authorize expenditures in accordance with IDA policies and procedures.

2. AFOR will be responsible for procuring all goods and services under this project and providing overall monitoring and management of the use of IDA finance. To overcome the registration implementation challenges identified above, AFOR will be responsible for overseeing the overall implementation of the 4-in-1 land registration process. AFOR will procure, monitor, and evaluate qualified multidisciplinary private service providers (OTA) to conduct all of the field work, prepare the certification applications and improved contracts, and submit all documentation to AFOR. The prefect will remain responsible for final validation and signature of all land certificates. To avoid gaps or inconsistencies and progressively build trust with communities during the implementation process, a single private service provider will be responsible for completing all relevant[33] activities in a given geographic area as a continuous process subject to continued satisfactory performance as determined by AFOR. AFOR will coordinate with other government institutions as needed through Memoranda of Understanding (MOUs), for example with BNETD-CIGN for the on-going maintenance of the CORS network (Sub-component 1.3); with INP-HB and INFPA for their graduate (Sub-component 3.1) and vocational degree (Sub-component 3.2) programs. The AFOR Steering Committee

[32] Any civil servants seconded to AFOR will be recruited competitively and will not receive civil servant salaries during their service to AFOR.
[33] Where DTV has already been completed, the process will begin with a targeted clarification phase to support land certification and the formalization of land leases.

(*Conseil de Surveillance*), which consists of representatives of all government institutions with authorities related to rural land, will act as the Steering Committee for the project.

3. Given that AFOR is still in the process of recruiting key staff (e.g. Financial Management Specialist, Procurement Specialist, Social and Environmental Safeguards Specialists) and establishing the necessary systems for *inter alia* fiduciary management, procurement, and safeguards, the implementing agency designated to manage the project advance (PA), *Fonds Inter-professionnel pour le Conseil et la Recherche Agricole* (FIRCA), will remain as the transitional PIU for the project until effectiveness, when the human resources and systems of AFOR are expected to be assessed by the IDA as being sufficient to take over management of the project.

Financial Management

4. The financial management (FM) arrangements for the project have been designed with consideration for the country's post-conflict situation while taking into account the Bank's minimum requirements under Bank Policy and Directive – IPF; which describes the overall FM Bank policies and procedures. The FM system of the project must be capable of (i) correctly and completely recording all transactions related to the project; (ii) facilitating the preparation of regular, timely and reliable financial statements; (iii) safeguarding the project's assets; and (iv) can be subject to auditing diligences as required by the Bank. The arrangements also aim to facilitate disbursements and ensure effective use of project resources while using the country's own systems to the extent possible.

5. The Government has adopted in 2014 a strategic framework for PFM reforms aims at addressing the public finance management challenges highlighted in more recent assessments of the PFM system. This includes the 2013 Public Expenditure and Financial Assessments (PEFA) and the 2016 Public Investment Management Assessment (PIMA). Key achievements include: (i) improvements in Côte d'Ivoire's legal and regulatory framework and its increasing alignment with WAEMU directives for PFM; (ii) enhanced budget preparation and investment planning processes and debt monitoring mechanisms; and (iii) more comprehensive and reliable public information on budget allocation, execution, and financial management practices. Nevertheless, further improvements in PFM will be necessary if the Government is to achieve its development goals. The assessment reports identified several critical shortcomings in multiyear perspective of planning and execution of public investments, effectiveness in fiscal administration and mobilization of domestic revenues, efficiency of procurement processes and management of public contracts including modalities for the choice of Public Private Partnerships, transparency of bidding processes and economic sustainability of PPPs.

6. The Bank cannot thus, at this period rely 100% on the public expenditure framework for this project. The government of Cote d'Ivoire requested to use a ring-fenced financing mechanism for the fiduciary aspects of the project. For this project, the newly created entity in charge of land management "AFOR" Agence Foncière Rurale (Rural Land Agency) has been proposed by the Government to manage the project. The Directorate of Administration and Finance (DAF) to be created and established under the responsibility of the Managing Director of AFOR, was proposed by the government to manage the overall FM aspects of the project.

7. An assessment of the Directorate of Administration and Finance (DAF), was conducted during the project preparation to check whether this directorate could manage the proposed project. The main findings arising from this assessment conducted in November 2017 were that the DAF is not established yet; hence there is a capacity shortage in the areas of human resources and FM tools including FM procedure manuals and a computerized system at the time of the assessment. The two officials of AFOR appointed by decree lack

familiarity with Bank-financed project procedures and requirements. However, the assessment revealed that the procurement plan and the budget of the PPA managed by Fonds Inter-professionnel pour le Conseil et la Recherche Agricole (FIRCA) include the recruitment of the key staff as well as the design and implementation of the FM tools.

Risk assessment and mitigation

8. The Bank's principal concern is to ensure that project funds are used economically and efficiently for the intended purpose. Assessment of the risks that the project funds will not be so used is an important part of the financial management assessment work. The risk features are determined over two elements: (i) the risk associated to the project as a whole (inherent risk), and (ii) the risk linked to a weak control environment of the project implementation (control risk). The content of these risks is described below.

9. The overall FM risk for the Land Policy Improvement and Implementation Project is rated Substantial. This is due to (i) the lack of experiences and familiarity of AFOR with Bank-FM procedures; and (ii) the design of the project which involves several actors with beneficiaries based in remote and geographically dispersed locations within the country. Consequently, additional mitigation measures will be incorporated into the design of the project FM arrangements as described in **Table 1**:

Table 1: Risk Assessment and Mitigation Measures

Risk	Risk Rating	Risk Mitigating Measures Incorporated into Project Design	Conditions for Effectiveness (Y/N)	Residual Risk
Inherent risk	H			**H**
Country level The Public Expenditure and Financial Assessments (PEFA) and the Public Investment Management Assessment (PIMA) undertaken respectively in 2013 and 2016 have highlighted critical areas of weaknesses in PFM that the government needs to address (see above)	H	Beyond the control of the project. The government is committed to a reform program that includes the preparation of a strategic Framework for PFM reforms in Cote d'Ivoire. However, there are still weaknesses. Use of IDA FM procedures supported by the Decree 475 is required for this project	N	H
Entity level AFOR is a newly created entity and the DAF is not established and operationalized yet; hence not familiar with Bank-financed FM procedures.	H	Recruitment of a Financial Manager and the adoption of a Project Implementation Manual that includes FM procedures by effectiveness will mitigate internal control weaknesses.	Y	S
Project level The resources of the project may not be used for the intended purposes. Delays in the reporting system and auditing due to the lack of	S	For efficiency purposes, AFOR will strengthen ex-ante and ex-post control of funds allocated to partners implementing organizations. The scope of audit will include review of expenditures incurred by	N	**S**

Risk	Risk Rating	Risk Mitigating Measures Incorporated into Project Design	Conditions for Effectiveness (Y/N)	Residual Risk
familiarity of AFOR with the Bank FM procedures. The numerous stakeholders would possibly impact negatively the implementation of the project and remote and dispersed location of beneficiary in countryside.		implementing entities. Additional FM staff (FM manager and accountant) will be recruited on ToRs acceptable to IDA and training and hands on advice to all FM staff		
Control Risk	**S**			**S**
Budgeting: (i) weak capacity at AFOR and implementing entities to prepare and submit accurate work program and budget; (ii) weak consolidation of budgets; and (iii) weak budgetary execution and control (iv) cost overrun or under run and reasons not detected on timely manner;	S	(i) The Project Implementation Manual will define the arrangements for budgeting, disbursement and financial management. (ii) Annual work plan and budget shall be prepared and furnished to IDA no later than November 30 of each year. IFRs will provide information on budgetary execution and analysis of variances between actual and budget.	Y N	M
Accounting: poor policies and procedures, lack of qualified accountant staff (capacity staff) and no familiarity with SYSCOAHADA system and Bank requirements	M	FM aspects handled by the DAF team to be set up within AFOR: (i) The project will adopt the SYSCOAHADA accounting system. Accounting procedures will be documented in the procedures manual (ii) The FM team headed by a Finance Director recruited on competitive basis; (iii) training on IDA FM procedures will be provided to the staff as needed.	N	M
Internal Control: Internal control system may be weak due to weak FM capacity of the team; The lack of procedures manuel may lead to inappropriate use of the funds and delays in financial report. The steering committee may not be effective	H	(i) Finalize the FM procedures as part of Project Implementation Manual (ii) training on the use of the manual (iii) Appoint the internal auditor in addition to the MOU to be signed between AFOR and the IGF who will scrutinize the proclaimed accounting, financial and operational procedures. The IGF team will report to DG of AFOR, who will in turn, share the report with the Steering Committee.	Y N N	S
Funds Flow: (i)Risk of misused of funds and delays in disbursements of funds to Implementing entities and beneficiaries	S	(i) Payment requests, per AFOR manual, will be approved by the MD prior to payment of funds to contractors or consultants and implementing entities. (ii) The ToRs of the internal auditor as well as the external auditors include	N	S

Risk	Risk Rating	Risk Mitigating Measures Incorporated into Project Design	Conditions for Effectiveness (Y/N)	Residual Risk
		regular field visits (physical controls of works, goods and services acquired).		
Financial Reporting Inaccurate and delay in submission of IFR at central level of AFOR due to delays from IAs and weak capacity of DAF Lack of familiarity of DAF team leading to some delays in recording of expenditures as well as preparation of periodic financial reports	S	(i) A computerized accounting system will be used; (ii) IFR and financial statements formats were agreed at project negotiations. (iii) FM team of DAF recruited on competitive basis and capacity building planed before project effectiveness (hands on support and training with FIRCA during the PPA period)	N N	S
Auditing: Delays in submission of audit report; The scope of the mission may not cover expenditures incurred by implementing entities	S	(i) The project's institutional arrangements allow for the appointment of adequate external auditors and the ToRs (to be reviewed by IDA) will include field visits and specific report on findings of physical controls of goods, services and works acquired by IE and beneficiaries	N	S
Fraud and Corruption Possibility of circumventing the internal control system with colluding practices as bribes, abuse of administrative positions, misprocurement etc, is a critical issue.	S	(i) The TOR of the external auditor will comprise a specific chapter on corruption auditing (ii) The internal auditor and IGF will report to the DG of AFOR, who in turn will report directly to the steering committee; (iii) One sample of his reports will be submitted to the Bank on a quarterly basis; (iv) FM procedures manual approved prior to project effectiveness; quarterly IFR including budget execution and monitoring and physical progress; (vi) technical auditing if required; (vii) measures to improve transparency such as providing information on the project status to the public, and to encourage participation of civil society and other stakeholder are built into the project design	N	S
OVERALL FM RISK				**S**

Strengths and Weaknesses

10. The design of the project follows existing FM arrangements to implement Bank-financed projects in Cote d'Ivoire which include partial use of country systems for the following FM components (e.g. planning, budgeting, accounting, disbursement, procurement, financing reporting, internal control).

11. The country political situation has impacted governance and affected the corruption environment. In the context of the project, the main weaknesses include the lack of familiarity and previous experiences of the AFOR staff in Bank FM procedures. However, an effective implementation of FM mitigation measures as well as a strengthened and effective oversight of the steering committee and the involvement of the country institutions of control (e.g. IGF and court of accounts) would contribute to mitigate the weaknesses identified at country, project and control levels.

Financial Management Action Plan

12. The Financial Management Action Plan described below (***Table 2***) has been developed to mitigate the overall financial management risks.

Table 2: Financial Management Action Plan

Issue/Topic	Remedial action recommended	Responsible body/person	Completion date	FM Effectiveness Conditions
Staffing	Recruitment and appointment of the director of administration and finance very familiar with Bank FM procedures	AFOR	By effectiveness	**YES**
	Recruitment and appointment of (i) one senior accountant and (ii) one assistant; both very familiar with Bank FM procedures	AFOR	3 months after effectiveness	NO
	Recruitment and appointment of the internal auditor and internal control officer	AFOR	3 months after effectiveness	NO
Information system accounting software	Acquisition and installation of an accounting software for the project and training of the users	AFOR	5 months after effectiveness	NO
Administrative Accounting & financial Manual	Draft and disseminate the FM and administrative manual	AFOR	By effectiveness	**YES**
Internal auditing	Contract with Inspection General des Finances "IGF" to manage the internal audit function of the project and to conduct periodic reviews of the project transactions	AFOR/ MEF (IGF)	5 months after effectiveness	NO
External	Appointment of the external auditor completed	AFOR	5 months after	NO

Issue/Topic	Remedial action recommended	Responsible body/person	Completion date	FM Effectiveness Conditions
auditing	and contract signed		effectiveness	

13. Internal control system and internal audit: Internal control system is aimed to ensure (i) the effectiveness and efficiency of operations, (ii) the reliability of financial reporting, and (iii) the compliance with applicable laws and regulations. AFOR has no FM procedures manual. For this project, the accounting, financial and administrative procedures manual including procurement, to be developed, will document, explain and describe work processes, information flow, authorization and delegation of authority, timing, job segregations, auto and sequential controls, compliance with project objectives, micro and macro rules and regulations. The organigram of AFOR also includes a position of Audit and internal controller. In line with the new Decree No. 475 governing the modalities of donors-financed project implementation in Côte d'Ivoire, the Inspection General des Finances (IGF) will oversee the internal audit function of the project managed by the AFOR. A MOU will be signed between IGF and AFOR to allow the government institution to conduct from time to time, some internal audit missions.

14. **Planning and budgeting:** AFOR will prepare a detailed consolidated annual work plan and budget (AWPB) for implementing the activities of the project. The AWPB will be submitted to the AFOR Steering Committee for approval and thereafter to IDA for no-objection, not later than November 30 of the year preceding the year the work plan should be implemented.

15. **Accounting policies:** The prevailing accounting policies and procedures in line with the West African Francophone countries accounting standards—SYSCOHADA—in use in Côte d'Ivoire for ongoing IDA-financed operations will apply. The accounting systems and policies and financial procedures used by the new project will be documented in the project's administrative, accounting, and financial manual. AFOR will customize the accounting software to meet the project requirements.

16. **Interim financial reporting:** The unaudited IFRs will be prepared every quarter and submitted to the IDA regularly (for example, 45 days after the end of each quarter) and on time. The consolidated quarterly IFR for the project includes the following financial statements: (a) Statement of Sources of Funds and Project Revenues and Uses of funds; (b) Statement of Expenditures (SOE) classified by project components and/or disbursement category (with additional information on expenditure types and implementing agencies as appropriate), showing comparisons with budgets for the reporting quarter, the year, and cumulatively for the project life; (c) cash forecast; (d) explanatory notes; and (e) Designated Account (DA) activity statements.

17. **Annual financial reporting:** In compliance with International Accounting Standards and IDA requirements, AFOR will produce annual financial statements. These include (a) a Balance Sheet that shows assets and liabilities; (bi) a Statement of Sources and Uses of Funds showing all the sources of project funds and expenditures analyzed by project component and/or category; (c) a DA Activity Statement; (d) a Summary of Withdrawals using SOEs, listing individual Withdrawal Applications by reference number, date, and amount; and (e) notes related to significant accounting policies and accounting standards adopted by management and underlying the preparation of financial statements.

18. **External Auditing:** AFOR will submit audited project financial statements satisfactory to the IDA every year

within six months after closure of the fiscal year (**Table 3**). The audit will be conducted by an independent auditor with qualifications and experience acceptable to the IDA. A single opinion on the audited project financial statements in compliance with the International Federation of Accountants will be required. In addition, a Management Letter will be required. The Management Letter will contain auditor observations and comments and recommendations for improvements in accounting records, systems, controls, and compliance with financial covenants in the Financial Agreement. The report will also include specific controls such as compliance with procurement procedures and financial reporting requirements and consistency between financial statements and management reports as well as findings of field visits (for example, physical controls). The audit report will thus refer to any incidence of noncompliance and ineligible expenditures and misprocurement identified during the audit mission the project will comply with the IDA disclosure policy of audit reports and place the information provided on the official website within two months of the report being accepted as final by the team and the IDA.

Table 3: Due Dates of the Audit Report

Audit Report	Due Date	Responsible Party
Audited financial statements including audit report and Management Letter	(a) Not later than June 30 (2000 + N) if effectiveness has occurred before June 30 (2000 + N-1). (b) Not later than June 30 (2,000 + N+1) if effectiveness has occurred after June 30, (2000 + N-1)	PIU

Disbursements

19. **Upon credit effectiveness, transaction-based disbursements will be used.** The project will finance 100 percent of eligible expenditures inclusive of taxes. A designated account (DA) will be opened at the central bank (BCEAO). A transaction account will be opened in a commercial bank under terms and conditions acceptable to IDA. The ceiling of the DA will be established at FCFA 1,600,000,000, which represents four months of forecasted project expenditures expected to be paid from the DA during Year 1. An initial deposit of FCFA 1,600,000,000 will be made, and subsequent disbursements will be made against submission of statements of expenditure (SOE) reporting on the use of the initial/previous advance. The option to disburse against submission of quarterly unaudited IFRs (also known as report-based disbursements) could be considered, as soon as the project meets the criteria. Other methods of disbursing the funds (reimbursement, direct payment, and special commitment) will also be available to the project. The minimum value of applications for these methods is 20 percent of the DA ceiling. The project will sign and submit Withdrawal Applications electronically using the eSignatures module accessible from the Bank's Client Connection website.

20. **Payments to Implementation Agencies and services providers:** AFOR is a "Etablissement Public National à caratère Administratif "EPA" under the responsibility of the Ministry of Agriculture; therefore, in line with the country PFM system, a Budget Controller and a Public Accountant should be appointed. In line with the Use of Country System as stipulated in the new decree n° 475 governing the modalities of donors-financed project implementation in Cote d'Ivoire, the two civil servants should be involved in the management of the project funds. However, according to the Decree n° 2016-590 dated on August 3, 2016, creating AFOR, on its Chapter V – Article 22 and 23, AFOR is subject to apply the corporate accounting system (SYSCOHADA). Hence, no Public Accountant and Budget Controller will be assigned to AFOR.

21. AFOR will make payments to Implementing Agencies in regard to the specified activities in the components of the project. Payments will be made in accordance with the payment modalities, as specified in the

respective contracts/conventions. In addition to these supporting documents, the AFOR will consider the findings of the internal audit unit while approving the payments. The AFOR will reserve the right to verify the expenditures ex-post, and refunds might be requested for non-respect of contractual/convention (e.g. MOD) clauses. Misappropriated activities could result in the suspension of financing for a given entity.

22. **Local taxes:** Funds will be disbursed in accordance with project categories of expenditures and components, as shown in the Financing Agreement. Financing of each category of expenditure/component will be authorized as indicated in the Financing Agreement and will be inclusive of taxes according to the current country financing parameters approved for Cote d'Ivoire.

23. **Support to the implementation plan:** FM supervisions will be conducted over the project's lifetime. The project will be supervised on a risk-based approach. Based on the outcome of the FM risk assessment, the following implementation support plan is proposed (***Table 4***). The objective of the implementation support plan is to ensure the project maintains a satisfactory FM system throughout its life.

Table 4: FM Implementation Support Plan

FM Activity	Frequency
Desk reviews	
IFRs' review	Quarterly
Audit report review of the program	Annually
Review of other relevant information such as interim internal control systems reports	Continuous, as they become available
On-site visits	
Review of overall operation of the FM system (Implementation Support Mission)	Every six months for Substantial risk
Monitoring of actions taken on issues highlighted in audit reports, auditors' Management Letters, internal audits, and other reports	As needed
Transaction reviews	As needed
Capacity-building support	
FM training sessions	Before project effectiveness and during implementation as needed

Procurement

Applicable procurement procedures

24. **Generality**: Following the 2004 country procurement assessment report (CPAR) and the critiques of the former Procurement Code (Decree N°2005-110 dated February 24, 2005), a new Procurement Code (Decree N°2009-259 dated August 6, 2009), in line with the West African Economic and Monetary Union (WAEMU's) procurement Directives and international good practices, and key implementing regulations and documentation have been adopted. This Procurement Code was amended and modified in July 2015 through the Decree N°2015-525 dated July 15, 2015 and the implementing regulations thereunder. A national procurement capacity building program exists and is being implemented at the central and deconcentrated

entities levels. An electronic system for collecting and disseminating procurement information and for monitoring procurement statistics has been established and needs to be extended to all of the contracting authorities. An audit of contracts awarded from 2011 to 2013 was completed in May 2014, and the findings were published.

25. **Guidelines:** Procurement for the proposed project will be carried out in accordance with the IDA "Procurement Regulations for Borrowers" in force since July 2016.

26. **Procurement Documents:** Procurement would be carried out using the Bank's Standard Bidding Documents (SBD) for all International Competitive Bidding (ICB) for goods and works and for Standard Request for Proposal (RFP) for the selection of consultants through competitive procedures. The contracting authority will develop standard bidding documents based on the Bank's SBDs for National Competitive Bidding (NCB) for goods and works and the Bank's RFP for the selection of consultants through methods other than Quality and Cost Based Selection (QCBS), with modifications that will be submitted to the IDA for prior approval in compliance with the New Procurement Framework.

27. The different procurement methods or consultant selection methods, the need for pre-qualification, estimated costs, prior review requirements, and time frame are agreed between the Recipient and the Bank in the Procurement Plan through the Project Procurement Strategy for Development (PPSD) when need be. The Procurement Plan will be updated at least annually or as required to reflect the actual project implementation needs and improvements in institutional capacity.

Advertising procedure

28. General Procurement Notice, Specific Procurement Notices, Requests for Expression of Interest and results of the evaluation and contracts awarded should be published in accordance with advertising provisions in the guidelines mentioned above.

29. For ICB and request for proposals that involve international consultants, the contract awards shall be published in the United Nations Development Business (UNDB) online within two weeks of receiving IDA's "no objection" to the recommendation of contract award. For Goods, the information to publish shall specify: (a) name of each bidder who submitted a bid; (b) bid prices as read out at bid opening; (c) name and evaluated prices of each bid that was evaluated; (d) name of bidders whose bids were rejected and the reasons for their rejection; and (e) name of the winning bidder, and the price it offered, as well as the duration and summary scope of the contract awarded. For Consultants, the following information must be published: (a) names of all consultants who submitted proposals; (b) technical points assigned to each consultant; (c) evaluated prices of each consultant; (d) final point ranking of the consultants; and (e) name of the winning consultant and the price, duration, and summary scope of the contract. The same information will be sent to all consultants who submitted proposals. The other contracts should be published in national gazette periodically (at least, quarterly) and in the format of a summarized table covering the previous period with the following information: (a) name of the consultant to whom the contract was awarded; (b) the price; (c) duration; and (d) scope of the contract.

Procurement methods

30. The procurement methods have been developed and defined through the draft Project Procurement Strategy Document (PPSD) and the Procurement plan. The PPSD found that while the national market offers sufficient diversity for procuring works and goods, international consultants will need to be identified where the required expertise is not locally available. The PPSD identified several key procurement risks facing the

Client, in particular related to the lack of expertise among local consultants and within the Client team to draft and oversee implementation of certain TORs, especially given the complexity of some studies. To address these risks, the PPSD recommended involving local and international technical experts from within and outside of government to support the TOR elaboration and oversight of technically complex procurements. The PPSD also highlighted the risk of cost underestimation by offerors and recommended that strict criteria be applied to all bids and proposals to reject abnormally low offers. The PPSD recommended regular progress monitoring of all contracts and the application of late penalties to reduce the risk of delayed delivery. Procurements related to the modernization of the SIF (Sub-component 1.3) and establishment of a national geodetic infrastructure (Sub-component 1.4) were identified as high-risk and will require additional precautions. The PPSD concluded that capacity building of AFOR will be required once qualified procurement staff have been hired to ensure that IDA policies and regulations are followed. This capacity building has begun during project preparation with support from FIRCA under the project advance. Additional indications are given below to assist the Borrower in the project implementation phase.

31. **Procurement of Works.** Works to be financed by IDA will include (i) construction/rehabilitation and maintenance of modest office facilities to support the work of AFOR and other project partners, including the Village Secretariats; (ii) construction/rehabilitation/installation and maintenance of CORS network components, including cabinet room/station, concrete pillars on the rooftops of existing buildings, antennae, and CORS-related communication lines and electricity lines; (iii) the construction/rehabilitation/installation and maintenance of LIS (SIF) hardware, including server(s), computers, scanners, printers, air conditioning, dedicated internet lines, and security measures (e.g., locks); (iv) the installation of parcel boundary markers; and (v) construction/rehabilitation and maintenance of educational facilities, including teaching and lodging buildings, air conditioning units, video projectors, computers, printers, photocopiers, projector screens, laboratory equipment, and furniture. Works estimated at or above US$10,000,000 per contract will be procured using ICB. Contracts estimated at less than US$10,000,000 may be procured using NCB. Contracts estimated at less than US$100,000 may be procured using prudent shopping procedures or direct contracting. The Recipient should solicit at least three price quotations to formulate a cost comparison report. Direct contracting may be used to extend an existing contract or to award new contracts in response to disasters. For such contracting to be justified, the IDA should be satisfied that the price is reasonable and that no advantage would have been obtained by further competition. The direct contracting may be from contractors or NGOs that are already mobilized and working in the affected area.

32. **Procurement of Goods**. The Goods to be financed by IDA would include: office and furniture, equipment, office supplies, etc. Similar Goods that could be provided by the same vendor would be grouped in bid packages estimated to cost at least US$4,000,000 per contract and would be procured through ICB. Contracts estimated to cost less than US$1,000,000 equivalent may be procured through NCB. Goods estimated to cost less than US$ 100,000 equivalent per contract may be procured through shopping procedures. For shopping, the project procurement officer will keep a register of suppliers updated at least every six months.

33. **Selection of Consultants**. The project will finance Consultant Services, such as surveys, technical and financial audits, technical assistance, and activities under the institutional strengthening component. Specific consultant services, trainers, and workshop facilitators should be included. Consultant firms will be selected through the following methods: (a) QCBS; (b) selection based on the Consultant's Qualification (CQS) for contracts with amounts less than US$2,000,000 equivalent and are relative to exceptional studies and research which requires a rare and strong expertise; (c) Least Cost Selection (LCS) for standard tasks, such as insurance and financial and technical audits costing less than US$ 2,000,000; (d) Single Source Selection costing less than US$ 100,000 with prior agreement of IDA for services in accordance with the paragraphs

3.8 to 3.11 of the Consultant Guidelines. Any Individual Consultant (IC) will be hired in accordance with paragraph 5.1 to 5.6 of Bank Guidelines; Sole source costing less than US$ 100,000 may be used only with prior approval of the IDA. Whatever the cost, any terms of reference needed for consultant selection must get prior approval of the Bank.

34. Short lists of consultants for services estimated to cost less than US$300,000 equivalent per contract may be composed entirely of national consultants in accordance with the provisions of paragraph 2.7 of the Consultant Guidelines, if a sufficient number of qualified individuals or firms are available. However, if foreign firms express interest, they would not be excluded from consideration.

35. **Procurement from United Nations Agencies:** There may be situations in which procurement directly from UN agencies may be the most appropriate method of procurement. In such circumstances, the project would make specific arrangement with the UN Agencies concerned through a single source selection, and then they follow their own procurement procedures to purchase and deliver the goods and services needed.

36. **Procurement of consulting services other than consulting services covered by *Procurement Regulations for Borrowers*:** Eventually, those might include designing, editing, and printing project promotion supports; providing logistic support, such as car rental for field visits, travel services, and logistic support for workshops and the like; LCS or shopping will be used.

37. **Training, Workshops and Conferences**. The training (including training material and support), workshops and conference attendance, will be carried out on the basis of approved annual training and workshop/conference plan, which will form part of the overall annual work plan. A detailed plan giving the nature of training/workshop, number of trainees/participants, duration, staff months, timing and estimated cost will be submitted to IDA for review and approval prior to initiating the process. The appropriate methods of selection will be derived from the detailed schedule. After the training, the beneficiaries will be requested to submit a brief report indicating which skills have been acquired and how these skills will contribute to enhance his/her performance and contribute to the attainment of the project objective.

38. **Operational Costs.** Operating costs financed by the project are incremental expenses, including office supplies, vehicles operation and maintenance, maintenance of equipment, communication costs, supervision costs (i.e. transport, accommodation and per diem), and salaries of locally contracted staff. They will be procured using the procurement procedures specified in the Project Financial and Accounting Manual.

Assessment of the capacity of the agency to implement procurement

39. The capacity assessment has shown that AFOR does not yet have the experience, skills, knowledge and personnel and procedure manual acceptable to the bank for the implementation of the project required for the implementation of the project within the required time.

40. A decision has nevertheless been taken to entrust implementation of the Côte d'Ivoire Land Policy Improvement and Implementation Project to the AFOR with the responsibility of the project fiduciary management (procurement and financial management).

Procurement Capacity Assessment of AFOR

41. The capacity assessment of AFOR focused on:

    1) The person in charge of the procurement process within AFOR;

2) The procedure manual of AFOR; and

3) The expertise of AFOR in terms of the procurement process.

42. The main findings of the capacity assessment of AFOR are as follows:

a) **The person in charge of the procurement process within AFOR**

43. It emerged from the assessment that the AFOR has not yet hired a procurement specialist. However, this specialist is expected to be hired using the project advance.

b) **The procedure manual**

44. As for the procedures manual, AFOR has not yet completed the procedure manual. However, the manual will be drafted with support from the project advance.

c) **The expertise of AFOR in terms of procurement process**

45. AFOR has not awarded any contract financed by the national budget, therefore no documentation related to the procurement process was kept on file (invitation to tender, tender file, minutes from deliberation on tender, assessment report, award minutes, market, minutes of temporary reception, minutes from final acceptance, temporary report, final report, payment documents).

46. From the foregoing, and in order to minimize the risks identified, we suggest:

a) Qualified person for the procurement process

47. The AFOR has no procurement specialist.

48. *Mitigation measure*: One procurement specialist and a procurement assistant should be recruited during the project implementation period.

49. Other mitigations measures:

1) Recruit consultants for the elaboration of terms of reference and technical specifications where need be;

2) Ensure that the procurement specialist and procurement assistant work closely with the fiduciary agent for the project advance, FIRCA, to become familiar with IDA procurement procedures;

3) Even if they have received prior training on the NPF, the AFOR procurement staff, once hired, are invited to act urgently so as to revisit and reinforce their knowledge on the Procurement Regulation for Borrowers.

b) Procedure Manual

50. The AFOR should have a procedure manual acceptable to the IDA.

51. AFOR will be responsible for the coordination of all procurement activities, including the following: (a) preparation and updating of the procurement plans; (b) preparation, finalization, and launch of the requests for proposals and bidding documents; (c) drafting of minutes of bids opening /proposal and preparation of the evaluation reports; (d) submission of procurement documents (terms of references, RFP, bidding documents, evaluation reports, contracts, etc.) to the IDA when prior review is required; (e) preparation of

the contracts and overseeing the payments to contractors; and (f) drafting of procurement progress report and coordination of the activities. Each beneficiary entity will be involved in the implementation as per the procurement manual.

52. As specified in the new provisions of the Decree n°2015-475 and the new IDA procurement guidelines, the project manual of procedures should be developed and submitted for the Bank's no objection.

53. To minimize the delay associated with the drafting of the appraisal reports, competent Firms/Individual Consultants should be hired to evaluate the proposals where necessary.

54. **Country Overall Procurement Risk Assessment:** The risk is Average as indicated in **Table 5.**

Table 5: Country Overall Procurement Risk Assessment:

High	
Average	**X**
Low	

Frequency of procurement reviews and supervision

55. The IDA prior and post reviews will be carried out on the basis of thresholds indicated in **Table 6**. The IDA will conduct six-monthly supervision missions and annual Post Procurement Reviews (PPR); with the ratio of post review at least one to five contracts. The IDA may also conduct an Independent Procurement Review at any time until two years after the closing date of the project.

Table 6: Procurement and Selection Review Thresholds

Expenditure Category	Contract Value (Threshold)	Procurement Method	Contract Subject to Prior Review
	US$		US$
1. Works			
	≥10 000,000	ICB	≥15 000,000
	<10,000,000	NCB	<15,000,000
	<100,000	Shopping	Depends on the activities
	<100,000	Direct contracting	<100,000
2. Goods	≥1 000,000	ICB	≥4, 000,000
	<1 000,000	NCB	<4,000,000
	<100,000	Shopping	Depends on the activities
	No threshold	Direct contracting	<100,000
	≥300,000	QCBS; QBS; LCS; FBS, CQ	≥2, 000,000
3. Consultants Firms	<300,000	QCBS; QBS; LCS; FBS, CQ	<2,000,000
	≥100,000	EOI	<400,000
Individuals	<100,000	comparison of 3 CVs	<400,000

(Selection Firms & Individuals	<100,000	Single Source	≥100,000
Terms of reference may be subjected to prior review in accordance with TTLs			

Environmental and Social (including safeguards)

56. **Considering that the exact geographic locations of project specific interventions are not yet determined with certainty, the Borrower has developed an Environmental and Social Management Framework (ESMF) in compliance with the core requirements of the triggered safeguards policies: OP 4.01 (Environmental Assessment) and OP 4.11 (Physical Cultural Resources).**

57. **A section focusing on "chance find" guidance has been developed in the ESMF to handle aspects related to physical cultural resources discoveries in and adequate and timely manner.**

58. **The ESMF lays out procedures for screening and mitigating impacts from the project** and includes the following: (a) checklists of potential environmental and social impacts and their sources; (b) procedures for participatory screening of proposed sites and activities and the environmental and social considerations; (c) procedures for assessing potential environmental and social impacts of the planned project activities; (d) institutional arrangements for mitigating, preventing, and managing the identified impacts; (e) typical environmental management planning process for addressing negative externalities in the course of project implementation; (f) a system for monitoring the implementation of mitigation measures; and (g) recommended capacity building measures for environmental planning and monitoring of project activities.

59. **All activities under the project will be contingent on broad-based and sustained consultation with local communities in the project's intervention area, and the project includes targeted citizen engagement and communications activities to raise awareness of the value of securing and strengthening the rights of vulnerable groups, including women, migrants, and youth, and of formalizing the customary land access arrangements negotiated between farmers and herders.** The project will also include public communications campaigns about the importance of formally registering changes in land rights and engage citizens to better understand their concerns with and constraints to registration. The project will implement a consistent communication strategy throughout implementation and will support efficient rural land rights registration, including clear access for land users to ensure their land use and access rights are also registered. A strategic project communication plan built on awareness-raising and information sharing will be developed during implementation, and the project will also include community capacity building as part of the new clarification phase of registration. These activities will be tailored to the local socio-cultural and political economy context based on the outcomes of the Social Assessment. Community members will become conversant with the basic principles and activities of the land registration process (clarification, village boundary demarcation, certification, and formalization of land use agreements) and the rationale for using participatory approaches. They will also be involved in various steps in the project preparation and implementation process. The project will therefore adopt a participatory and cost-effective registration process that builds on local knowledge of existing land rights, involves community members in land registration, achieves reasonable accuracy standards, and builds local capacity.

60. **The project will also incorporate various kinds of conflict prevention and mediation support through**

existing alternative dispute resolution mechanisms involving local customary and formal authorities depending on the nature of the dispute. The project will also add a new clarification step to land registration that seeks to proactively engage citizens in a participatory rights identification exercise and increase their understanding of the relevant laws and procedures. To ensure that disputed parcels or village boundaries do not indefinitely delay registration of agreed boundaries, the project will support existing alternative dispute resolution mechanisms that involve local customary community leaders and local government authorities (e.g., prefect) where land owners or villages cannot agree on a shared boundary. Also, importantly, resources will be reserved to return to the conflict-affected areas to complete the registration process once the dispute has been resolved.

61. **No land acquisition due to the project investments is anticipated,** but some activities, such as the rehabilitation of existing buildings, might induce temporary resettlement. Footnote 8 to OP 4.12 explicitly states that the policy does not apply to disputes between private parties in land titling projects, although it is good practice for the borrower to undertake a social assessment and implement measures to minimize and mitigate adverse social impacts, especially those affecting poor and vulnerable groups. In this project, OP 4.12 is triggered due to the potential for resettlement associated with minor civil works, such as office building renovation or construction. The Borrower has prepared, consulted upon, and disclosed a Resettlement Policy Framework (RPF) on December 4, 2017. The ESMF and RPF revealed that no actual land acquisition is required for the project.

62. The RPF aims to clarify the rules applicable in the event of resettlement and to support the planning and organization for resettlement, including by specifying the criteria applicable for the different sub-components and the compensation procedure to be implemented to protect populations for whom the loss of cultural identity, traditional authority, and social cohesion could undermine their stability and social well-being.

63. **If necessary, a Resettlement Action Plan (RAP) will be prepared by AFOR in close collaboration and consultation with the project affected persons (PAP), relevant institutions, other executing agencies that outlines the general principles that will guide all resettlement operations under the project.** If a RAP is needed, AFOR will ensure that information and consultation are widely available to all PAPs and will provide opportunities for PAPs to participate in all stages of the process in a participatory and constructive manner. Monitoring and evaluation will be carried out to ensure that all PAPs are compensated, relocated, and resettled in the shortest possible time and without significant negative impact, before starting work.

64. **Furthermore, a Social Assessment (SA) will be prepared during the first year of implementation to help make the project more responsive to overall social development concerns, particularly in targeting vulnerable groups and underserved communities while minimizing or mitigating risks and adverse impacts.** The findings of the SA will be incorporated into the project's implementation to mitigate potential social risks and increase the overall social benefits, including to inform communications campaigns to support informed participation and achieve broad community support; the grievance redress mechanism; and monitoring, evaluation, and reporting during implementation relating to vulnerable groups.

65. **Responsibility and oversight of the Project's overall compliance with national and IDA safeguard policies will rest with the social development and environmental safeguard specialists to be hired by the Borrower as the main staff in charge of project implementation and monitoring of safeguard aspects within AFOR.** The two safeguards specialists, and in particular the environmental safeguards specialist, will work in close collaboration with the National Environment Agency (*Agence Nationale de l'Environnement* – ANDE). ANDE

leads safeguards compliance for all projects in the country and will not only conduct periodic monitoring of the project's compliance with proposed mitigation of changes, but also changes in environmental resources (i.e., water and soil quality, flora and fauna, soil erosion etc.) from the baseline as appropriate. Mitigation measures for identified environmental and social impacts, including avoiding or sparing cultural and historical resources and other environmental clauses, will be properly implemented by AFOR, as specified in the safeguard instruments and bidding documents.

Monitoring and Evaluation

66. **Building the capacity of the Government of Côte d'Ivoire to monitor the implementation of the National Rural Land Tenure Security Program and resulting development outcomes is a core part of the project design.** Components 1 and 4 provide for the recruitment and capacity building of AFOR M&E staff. As provided for in Decree No. 2016-590 of August 3, 2016, AFOR is responsible for monitoring all activities related to the registration of rural land. As such, the M&E for this project will be managed by AFOR.[34] Indicators related to activities coordinated by other institutions, such as the legal reforms (DFR) and training courses (INP-HB, INFPA) will be collected by these coordinating institutions and submitted to the AFOR M&E Specialist as agreed in the Results Framework. The AFOR M&E Specialist will be responsible for coordinating with and verifying data collected by other institutions (e.g., DFR, BNETD-CIGN, INP-HB); organizing, processing, and managing all M&E data collected by or submitted to AFOR; tracking project indicators as indicated in the Results Framework; and preparing and presenting results data and reports for six-monthly reviews by the Steering Committee in conjunction with IDA implementation support missions and as otherwise requested. Discussions and site visits during these missions will also provide an effective means of monitoring progress. In close coordination with AFOR, the World Bank Gender Innovation Lab (GIL) will design and manage the implementation of an independent impact evaluation of the land registration activities under Component 2. The role of the AFOR M&E Specialist will also include sharing information and coordinating with (i) the DFR M&E staff; (ii) the independent impact evaluation of the land registration activities under Component 2 that will be completed by the World Bank Gender Innovation Lab and (iii) the Land Observatory.

67. The project will also support improved monitoring of land policy reform implementation nationwide through the local land institutions, the DFR, the préfets and sous-préfets, a Land Observatory, and civil society. The DFR will monitor the overall progress of land policy reform implementation.to act as an independent monitoring institution, including through targeted analytical work and policy recommendations. The project will support the establishment of a Land Observatory within an Ivoirian institution that remains to be identified to act as an independent monitoring institution, including through targeted analytical work and policy recommendations. The project will also assist local civil society organizations (CSOs) and/or community-based organizations (CBOs) to support the monitoring and evaluation of land registration activities in the field.

68. An impact evaluation of the land certification activities under Component 2 will measure the overall 4-year impact of land registration supported by the project. Although a handful of rigorous impact evaluations of land certification efforts in the Africa region have recently begun, there remains relatively limited quantitative evidence on the impacts of such newer approaches to land registration, particularly in post-conflict settings. To inform the nationwide scaling up of land registration, the impact evaluation midline will

[34] The M&E system will be designed and baseline indicator values determined by a firm under contract to FIRCA through the PA.

be completed in year two to assess initial impacts. The end line will be completed around year four of the project. The impact evaluation is expected to assess the effects of the land registration intervention on changes in agricultural production, crop choice, intra-household patterns of control over assets and women's involvement in decision-making, and access to finance. Medium-term impacts, including the incidence of land conflict, farm yields, and agricultural and off-farm revenue, will also be captured. Since impact evaluation requires a carefully defined intervention, a viable counterfactual, and the collection of data before and after land registration implementation (at a minimum) from a set of targeted beneficiary households and a comparable control group, this analysis will be informed by but proceed separately from the other analyses. The impact evaluation will be implemented with independent trust funds by the World Bank's Africa Gender Innovation Lab (GIL) in partnership with a local research institute and/or survey firm and in close coordination with AFOR.

69. Overall, the impact evaluation will increase the evidence base in the sector by examining the project's impact on a range of outcome indicators, such as those related to: tenure security; land conflict; agricultural production, crop choice, investments, and input usage; assets and consumption; farm yields; agricultural and off-farm revenue; food security; labor supply and time-use; migration; intra-household bargaining and decision-making; psychological well-being and violence; and child welfare outcomes (e.g., schooling, health). The impact evaluation will test outcomes resulting from different variations on the standard land registration process. For example, a sub-set of treatment villages may receive supplemental sensitization or "edutainment" focusing on gender norms and equality of property ownership and decision-making in addition to the standard land registration interventions. In addition to studying impacts on women's empowerment, indicators related to social inclusion (including land access for migrants) will be examined. These impacts will be rigorously estimated using a Randomized Control Trial (RCT) design, which will be developed by the World Bank's Africa Gender Innovation Lab in close coordination with AFOR.

70. Given the general lack of quantitative data in the rural land sector, the impact evaluation will include a series of surveys to gather the data required to inform the analyses described above at various stages of the program implementation. Data collection will be gender-disaggregated and gender-sensitive in terms of both the methods for data collection (e.g., women-only focus groups, oversampling female-headed households), and content (e.g., questions targeting the experiences of women vs. men), and results will be gender-disaggregated as appropriate.

71. In total, three surveys financed by independent trust funds and managed by the GIL will be conducted for the impact evaluation:

    (a) **Baseline** (prior to field operations): A large-scale household survey on the existing status of targeted households (e.g., perceived tenure security, status of land formalization, land-based investment, agricultural productivity, and land-based conflicts);

    (b) **Midline** (year two): Repeat household survey to capture initial impacts with random subsample of beneficiaries; and

    (c) **Endline** (year four): Repeat household survey (serving as endline for the impact evaluation).

72. The results of the surveys will be used to inform the impact evaluation and the overall project evaluation, as well as the detailed procedures for land registration by identifying the pre-project status of project beneficiaries, including drivers of land tenure insecurity.

Role of Partners (if applicable)

73. The project will be implemented in close collaboration with the development partners involved in the rural land sector in Côte d'Ivoire. The collaboration will benefit from the Côte d'Ivoire Land Donor Working Group that was established in and which is co-chaired by the European Union (EU) and the World Bank. The French Development Agency (*Agence Française du Développement* – AFD), the African Development Bank (AfDB), the Food and Agriculture Organization (FAO), USAID and GIZ are also part of the group. The working group helps to coordinate support to the rural land sector and to facilitate policy dialogue with the Government. Amongst the outcomes to date of this on-going donor coordination, it was agreed that (i) AFOR is to be considered as a unique implementation agency in charge of any international support to the rural land sector and (ii) any funding should be implemented in compliance with AFOR's management tools, including the Project Implementation Manual, and with the Field Operations Manual. The donor coordination process will be maintained during the project implementation period to avoid duplication of investments and to ensure a coordinated policy dialogue with the Government.

74. The EU is providing support to the rural land sector following two parallel tracks: (i) a Sectorial Reform Contract ("Contrat de Réforme Sectoriel") signed with the Ministry of Agriculture and Rural Development (MINADER) in December 2015 will provide a €41 million budget aid to support rural land tenure activities over five years, including support to AFOR; and (ii) an amount of € 4.6 million to promote public-private partnership in land tenure security activities and to support the establishment of a technical unit (*Cellule de Suivi et d'Analyse* – CSA) in charge of monitoring and analyzing land law implementation and land governance improvement. In addition, the CSA provides technical assistance to MINADER and AFOR in the design of studies on rural land tenure.

75. The AFD assists the Government in the implementation of the 1998 Rural Land Law through the PARFACI Project funded by the « *Contrat Désendettement-Développement* » (C2D) for an amount of €11.5 million. It supports village boundary demarcation; land certificate issuance, and rural land leases. This has been done through communications and outreach activities, training for local stakeholders and civil servants, support to CVGFRs, support to NGOs in charge of assisting beneficiaries in the land certificate application.

76. The AfDB has identified rural conflicts as a driver for social instability. AfDB is therefore financing a Program to Support Inclusion and Social Cohesion (*Programme d'Appui au Renforcement de l'Inclusion et de la Cohésion Sociale* – PARICS), which supports Côte d'Ivoire's efforts to restore social cohesion and improve the country's economic and social inclusion in a post-conflict context. The project plans to support the demarcation of village boundaries for about 1,760 communities, mostly in Western Côte d'Ivoire, and is expected to benefit 3.5 million people.

77. It appears that most of the land registration activities conducted to date have prioritized village boundary demarcation. Nearly 4,000 villages are targeted for village demarcation under projects supported by various donors. However, only 700 villages are expected to benefit from land certification. Thus, and given the efficient collaboration among donors in the rural land tenure sector, the IDA finance will focus support for the remaining three registration activities in villages that have already been demarcated.

ANNEX 3: IMPLEMENTATION SUPPORT PLAN

COUNTRY : Cote d'Ivoire
Cote d'Ivoire Land Policy Improvement and Implementation Project

Strategy and Approach for Implementation Support

1. A detailed implementation support plan (ISP) has been prepared to ensure timely and effective project implementation. The goal is to ensure that implementation support activities provide effective mitigating measures against the Project's key risks and increase the likelihood of achieving the expected results.

2. The ISP focuses on the key implementation risks identified in the risk assessment and describes actions to mitigate them. The ISP also includes a detailed schedule summarizing the planned implementation support missions, collaboration with other partners, including development partners (DPs), and the required human and financial resource commitment by the IDA needed to ensure effective and successful implementation of the Project.

Implementation Support Plan and Resource Requirements

3. The ISP approach entails close monitoring of the Project's technical design and implementation aspects, as well as governance, fiduciary, and safeguards issues. Given the overall design and scope of the project, a multi-disciplinary team comprised of technical specialists, along with fiduciary, environmental and social, and operations specialists will be needed to support the Government of Côte d'Ivoire in implementing the Project. A number of technical specialists are based in the region, sub-region, and country office. This will facilitate overall implementation and allow for timely follow-up on specific issues and/or areas of concern when needed.

4. One challenge will be to coordinate the actions agreed in the ISP with operational activities on the ground, ensuring that information flows effectively and on a timely basis between all the project implementing entities. Critical to the Bank's effective implementation support will be its coordination and timing, aligned with key stakeholders in the planning and implementation of project activities.

5. **Implementation:** To ensure that project resources are being used effectively in pursuit of achievement of the PDO, the IDA will undertake biannual implementation support missions. In addition, a mid-term review (MTR) of the Project is envisaged. The first implementation support mission will take place as soon as possible after effectiveness to provide direct and timely feedback on the quality of implementation plans and their likely soundness and acceptability. The first mission is therefore expected to include all team members (i.e., technical, environmental, social, fiduciary and operational specialists). Subsequent implementation support will focus on (i) AFOR's technical skills and implementation and M&E capacities; (ii) the implementation of new infrastructure; and (iii) field operations quality standards and compliance with the social and environmental safeguards.

6. **Technical:** A number of potential risks have been identified in the design of the Project, including unforeseen delays and challenges associated with implementation of (i) the new legal and regulatory provisions still under discussion at project preparation stage; (ii) the LIS and the CORS network under Component 1; and (iii) possible challenges with the implementation of the National Rural Land Tenure Security Program under Component 2, namely the survey methodologies, to be linked with the new CORS and LIS, and implementation of AFOR's decentralized offices and land registry books at the department level. The Bank team will ensure the availability of the appropriate technical skills mix and experience to support and guide project implementation. Expertise in law, survey methodologies, ICT, social science, and economic impacts of land projects of a high calibre will all be needed, as well as social safeguards, procurement, and financial management support.

7. **Institutional Capacity for Implementation and Sustainability:** As AFOR is a new institution the Bank team will maintain a close policy dialogue with the Government to ensure (i) the adequacy of the updated regulatory framework to take into account the new competencies of AFOR and the need to reduce the land registration processing costs; (ii) efficient procurement procedures that provide AFOR with appropriate human resources; and (iii) the establishment of AFOR's regional offices in selected areas.

8. **Governance:** Governance aspects of the project will be monitored during the biannual implementation support missions.

9. **M&E and Impact Evaluation:** The IDA will complement the project's M&E activities by conducting biannual implementation support missions during which performance indicators will be closely monitored. Field visits will be undertaken to verify data in M&E reports and to ensure that the M&E system is generating a complete and accurate picture of project performance. In addition, the Gender Innovation Lab team leading the impact evaluation (IE) will conduct their own missions, coordinated with the implementation support missions, to oversee the implementation of the IE.

10. **Environmental and Social Safeguards:** Given the sensitivity of rural land issues in Côte d'Ivoire, potential risks may include negative impacts on populations living in the project target areas as a result of the implementation of the "4-in-1" package under Component 2. An ESMF and RPF for the Project have been developed and disclosed. A thorough social assessment will be conducted during the first year of project implementation. Implementation of these safeguards instruments will require rigorous screening of the project target areas and close follow up on the related implementation issues. The Bank's safeguards team will consist of the Environmental and Social Safeguards specialists who will be core members of the bi-annual support missions. They will guide the project team and client in applying the agreed on safeguards instruments and ensure compliance.

11. **Fiduciary:** Financial management (FM) risk has been assessed as "*substantial*". As part of its bi-annual implementation support missions, the World Bank's FM and Procurement Specialists will conduct reviews to ensure the adequacy of systems and capacity over the course of project implementation, provide advice and guidance on related issues, and recommend or arrange for training and capacity strengthening when needed.

Table 7: Summary of Project Implementation Support

Time	*Focus*	*Skills Needed*	*Resource Estimate Per Year*	*Partner Role*
0-12 months	• Project effectiveness & implementation start-up • Policy dialogue on the updated land regulatory framework • Support to AFOR Implementation • Review of progress made in year 1	• Land Administration Specialist • Legal and Institutional Development Specialist • ICT Specialist • M&E and IE Specialist • Environmental and Social Safeguards Specialists • Social Scientist • Financial Management Specialist • Procurement Specialist • Finance/Disbursement Specialist • Operations Specialist • Project Administrative Support	US$180,000	FAO/CP GIL[35]
12-48 months	• Implementation of planned activities/review of annual work plans & budgets, & cross-checking linkages between planning, budgeting, and results • Conducting of implementation support missions • Monitoring, evaluation of ongoing activities • Assessment of implementation of safeguards instruments • MTR conducted in year three	• Same as above	US$180,000	
49-60 months	• Implementation of planned activities/review of annual work plans & budgets • Conducting of implementation support missions • Monitoring, evaluation of ongoing activities • Assessment of implementation of safeguards instruments • Project completion and ICR preparation	Same as above	US$180,000	

[35] The GIL team may undertake separate missions as needed to oversee implementation of the impact evaluation, in particular to supervise the collection of baseline data just prior to/at the beginning of effectiveness, a second round of data collection in year 2, and a final round of data collection in year 4.

Table 8: Required Skills Mix for Implementation Support

Skills Needed	*Number of Staff Weeks*	*Number of Trips Per year*	*Comments*
Lead/Land Administration Specialist (TTL)	20	3	France-Based
Land Administration Specialist (co-TTL)	20	3	Washington-Based
Legal and Institutional Development Specialist	8	2	Washington-Based
ICT Specialist	20	3	Washington-Based
M&E / IE Specialist	10	2	Washington-Based
Gender and Youth Specialist	4	2	Washington-Based
Social Scientist	10	3	Country Office-based
Lawyer	10	3	Country Office-based
Financial Management Specialist	6	2	Country Office-based
Procurement Specialist	6	2	Country Office-based
Environmental Specialist	4	1	Country Office-based
Social Safeguards Specialists	10	3	Country Office-based
Disbursement Officer	4		Washington-Based
Legal	2		Washington-Based
Operations	10	2	Washington-Based
Project Administrative Support	8	2	Country Office-based

12. **Donor Coordination:** It is recognized that the supervision of a project of this complexity will benefit considerably from close coordination among the principal donors to the land sector, in particular the EU, the African Development Bank, and AFD. As noted in Annex 2 (Implementation Arrangements), there is already an effective Côte d'Ivoire Land Donor Working Group chaired jointly by the EU and the World Bank. The Land Donor Working Group members have already contributed to the technical design of the project and have agreed to continue to support close coordination on both the policy dialogue and technical issues throughout implementation of the project. The project team is exploring opportunities to further strengthen donor coordination, including potentially by forming a more technical coordination committee with representatives and/or funding from the different donors to complement and augment the World Bank's own internal supervision resources.

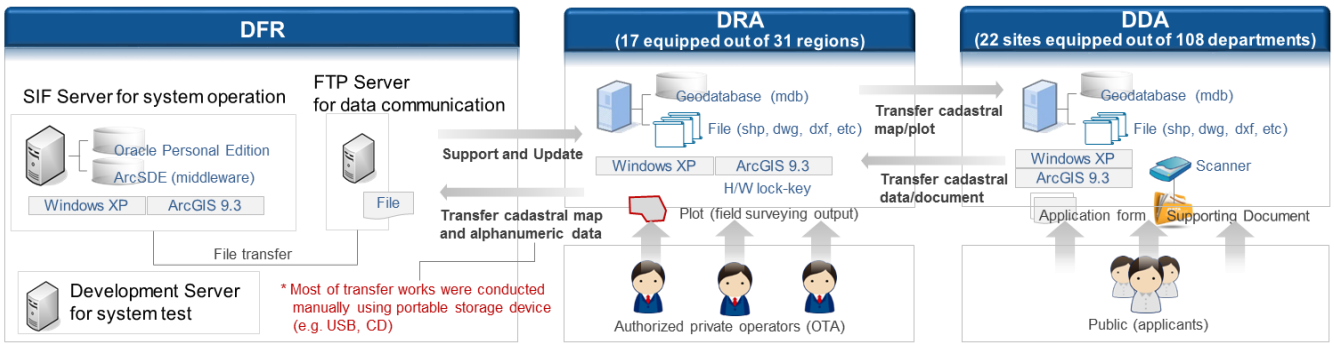
ANNEX 4: LAND INFORMATION SYSTEM

1. This Annex summarizes the results of a rapid assessment conducted by the World Bank as part of project preparation that assessed the existing Land Information System (LIS) and resulted in recommendations for the development and progressive implementation of a new LIS by a firm. More detailed specifications, including terms of reference for the development, initial operation, and transfer of the LIS, will be produced through a preparatory study, including field assessment, financed from the project advance.

2. The existing Land Information System (*Système d'Informations Foncières*, SIF) currently recognizes, legalizes, and records the rural cadaster and land registry in a single database under the mandate of the Ministry of Agriculture and Rural Development. The SIF was firstly introduced in 2007, and after completion of a three-year pilot for functional improvement, the rollout of the current SIF began in 2010.

3. The SIF currently has three levels of users: the DFR at the national level, the Regional Directorate of Agriculture (*Direction Régionale d'Agriculture* – DRA) at the regional level, and the Departmental Directorate of Agriculture (*Direction Départementale d'Agriculture* – DDA) at the level of the department (prefecture). The DDA enters the alpha-numeric attribute data needed to process land certificate applications into a computer database managed by the DDA and then transfers this data to the DRA (e.g. via USB or CD). The DRA then incorporates point data from the parcel boundary surveys completed by the authorized technical operators (OTA) to generate the geographic data (parcel map) needed to finalize the application into a separate computer database and then transfers this data manually to the DFR. Finally, the DFR collates the attribute and geospatial data from the DDAs and DRAs into the central SIF database. The application was designed using a common 2-tier architecture using file transfer protocol (FTP) communication between a central DFR and decentralized MINADER offices (DDA and DRA) and was developed by customizing commercial GIS software (Esri) through an embedded visual basic for application (VBA) platform to allow the SIF functionality to include land information management (Figure 1).

Figure 1: Existing SIF Diagram and Data Flow



4. Although the SIF design incorporated the good practice technology and protocols available a decade ago, in practice the system design has not functioned according to plan. As a result, less than 1% of all certificates delivered are recorded in the central database due to a variety of reasons, including: (i) insufficient hardware resources and commercial software licenses to deploy the SIF nationwide; (ii) limited MINADER staff capacity to manage GIS and IT tools, which hampers the smooth operation of the creation of digital maps and records; (iii) low internet connection in certain localities or no provision of internet to connect the central FTP server for data synchronization, which prevented the timely updating and uploading of data from the decentralized offices; (iv) the use of multiple file formats (e.g., txt, pdf, csv, xls, dxf, dwg, mdb, and etc.) as well as paper

data sources to document village and parcel boundaries required manual coordinate entry, which is extremely prone to errors, and in some cases the alphanumeric data were never converted into geospatial files and remain "stranded" in the DDA offices; (v) an overly rigorous geometric validation process (topology error check) requiring nearly exact boundary coordinates that in practice are nearly impossible to achieve given the lack of a sufficiently dense geodetic network and which therefore required officials and OTAs to complete multiple extra boundary validation trips; (vi) inadequate geospatial data quality due to incomplete polygons (some boundaries missing from multi-line segment parcels) and inconsistent coordinate system (locational difference); (vii) the lack of a secured database backup plan and lack of disaster recovery and continuity service to protect against data loss, including due to disasters;[36] and (viii) lack of efficiency and accuracy due to the existence of many manual and paper-based operations.

5. The challenges with the existing SIF have helped to inform the direction of the next generation land information system. The new system needs to ensure expandability, interoperability, access convenience, flexibility, data security and integrity, and clarity in the roles and responsibilities of recording data about land holders and land parcels. The latest technologies and protocols can be used to upgrade the current system by converting existing functionalities into a new electronic platform while adding new functionalities using modern Web-based technology. In addition, open-source software will be introduced to allow for efficient offline geospatial data manipulation without the need to pay recurring and costly commercial software licensing fees.

6. The goal is to develop a modern Web-based ICT solution for land information management. The project will support the incremental development and roll-out of the new land information system (SIF) to incorporate existing and new land certificates, as well as land contracts, into a single, unified database that incorporates all relevant spatial, legal, and other information collected through the land registration process (4-in-1 package) according to the needs and priorities of the Government. The SIF system design and data protocols will be designed to meet future network and data storage volumes and greater user demand (both increased number of enquiries and also more technically demanding information requests) to support the national implementation of National Rural Land Tenure Security Program. Ultimately, the SIF will be standardized, harmonized, and aligned to ensure better rural land administration and management across Cote d'Ivoire, and the nationally consistent and complete rural land information system will improve land governance, accountability, and transparency.

7. Under a technical assistance contract, AFOR will hire and closely oversee the work of a competitively selected firm to design the modernized SIF, populate the modernized SIF with existing data, field test the new SIF, and provide technical assistance to enable AFOR staff to effectively manage the SIF. A feasibility assessment will be completed by a private firm as part of project preparation to evaluate the human, hardware, software, and connectivity requirements needed to manage a digital SIF and to prepare SIF design and business process protocols, including TORs for the development of the SIF. Overall, the establishment of the new SIF will include the following activities:

   (a) *Complete business process analysis and modeling for the SIF:* The feasibility assessment will include interviews with AFOR and DFR staff, private authorized technical operators (OTAs), and other stakeholders and result in: (i) specification of user needs and business requirements; (ii) clear definition of the functionalities needed to generate, modify and manage land information; (iii) optimization of the

[36] During the event of 2010-2011 Ivorian Civil War, the three SIF servers in the IT department of DFR were damaged, and it affected to the central database which couldn't recovery and restore the system to the normal operation mode.

processes for enhanced work efficiency; (iv) definition of roles and responsibilities, services, online access protocols, user privileges, and technologies; (v) design of a data model to incorporate data from the existing SIF that is compliant with the institutional and regulatory framework; and (vi) development of a SIF transition plan to ensure all existing data is migrated to the new SIF and facilitate operations until the new SIF is fully functional.

(b) *Upgrade ICT equipment and other infrastructural elements of the SIF:* This activity will create a modern fit-for-purpose system infrastructure for the SIF adequate to the meet the needs of the digital-based operation in the field and delivery of electronic land administration services. The SIF will be configured with a 3-tier architecture to meet the demands of systematic land registration and subsequent requests for transactions online. The SIF will be equipped with a web application server, GIS server, storage, backup unit, uninterrupted power supply, cooling system, communication equipment, database management system, and various software applications (e.g., security, monitoring, geospatial middleware and management, and other software for operations). The servers will provide continuous and stable service using redundant server configuration with active-passive mode that would reduce the cost of relevant software by half compared to active-active mode. Computers and mobile devices, such as tablets and portable scanners (or mobile scanning applications), will be used for systematic land registration. The region and department (prefecture) level in the selected areas will be supported with equipment for administration of the SIF. In addition, a feasible solution for data backup and recovery will be established to have database protection against any data loss and unanticipated events, including disasters. Data will be backed up in a secure cloud storage service provided by third-party companies.

(c) *Verification of existing data:* The existing data held in the current SIF will be verified to identify any data quality concerns, such as: (i) geolocational accuracy; (ii) geometry completeness; (iii) coordinate system; and (iv) attribute data consistency, and any quality concerns will be remedied. To the extent necessary,[37] this activity will also support digital compilation of other CF data and documents that remain in the DDA and the DFR offices but are not reflected in the national SIF. The validated data need to be in conformity with the code standards and physical database structure of the new SIF. Finally, this activity will serve to support migration of the existing digital data into the integrated and unified SIF database.

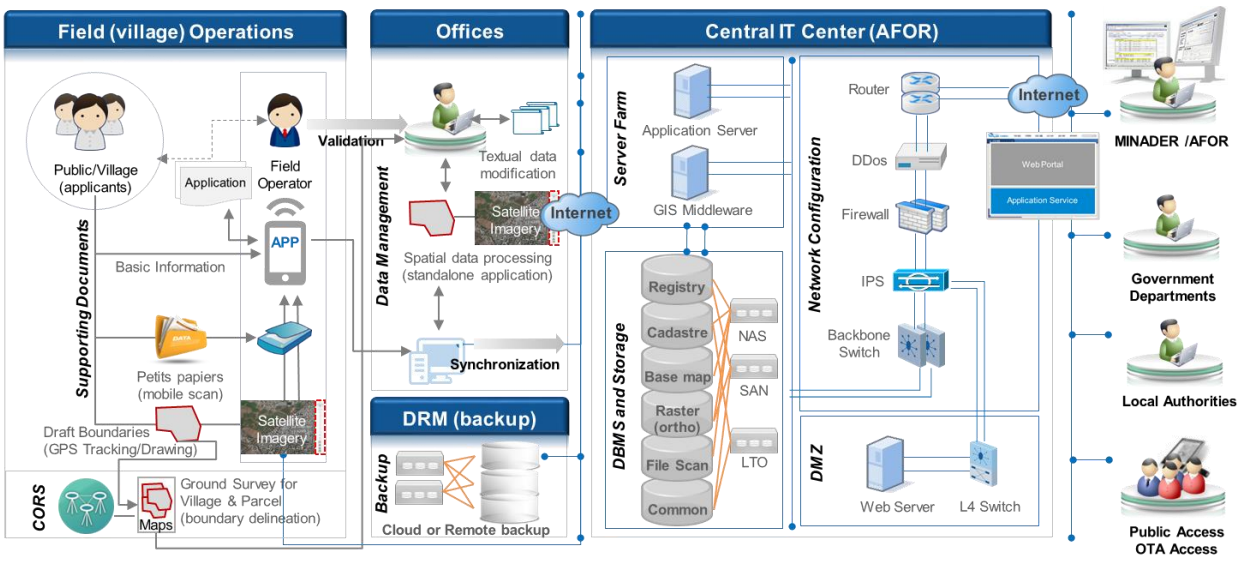
(d) *Development of the SIF:* This activity will support development of a Web-based and centralized system for efficient data creation and uniform procedures at not only local levels but also at the central level of AFOR. Recent improvements in the national telecommunications infrastructure[38] make it possible to develop and deploy a Web-based SIF in selected areas of rural Cote d'Ivoire, with offline functionality and a progressive transition to a fully Web-based system as the necessary internet connectivity and electricity infrastructure becomes available. The design package formulated from the business process analysis and modeling for the SIF will be reviewed and structured for the development phase. Close technical supervision will be provided to ensure: (i) optimization of the functionality and services for rural land administration; (ii) utilization of international standards, such as the Open Geospatial Consortium's Web Interface and the International Organization for Standardization's standard 19152, the Land Administration Domain Model, which will be customized to the land management context in

[37] The PARFACI project sponsored by the Agence Française du Développement plans to finance the incorporation of all existing CF data into the current SIF.

[38] The 3G network coverage of Cote d'Ivoire rose from 43.6 per cent of the population in 2014 to 71.0 per cent in 2015, which shows continuous 2G and 3G network expansion in mobile-cellular subscriptions, as well as the growth in mobile-broadband subscriptions, according to the ICT Development Index in 2016 by the International Telecommunication Union (ITU).

Côte d'Ivoire; (iii) efficient mobile applications for field investigation and data collection (e.g., basic information about the parcel, applicant and any existing *petits papiers*) taking into consideration weak internet connectivity and electricity access[39] in rural Côte d'Ivoire; (iv) volume of operations in accordance with the project target areas; (v) data exchange (import and export tools) for efficient information integration with local AFOR offices, other government agencies and the private sector operators who will implement the land registration field activities; and (vi) a sustainable operating procedure, including provision of neighboring parcel boundaries in a geospatial file format and fee-based electronic services to land surveyors (Figure 2).

Figure 2: Proposed SIF Diagram and Data Flow



8. It is proposed to use open source software initially in the implementation of the new SIF. Open source software is an important element of an open standards-based land information system. In an open source software system, the SIF vendor will provide the full source code of the custom-built SIF to ensure knowledge transfer to AFOR staff, which will enable on-site system maintenance and further customization over time. In addition, open source software is more cost-effective in the long-term, because AFOR will not need to pay costly commercial software licensing fees annually for each SIF user. Where needed and to ensure system stability, a minimum amount of commercial software will likely be incorporated into the SIF.

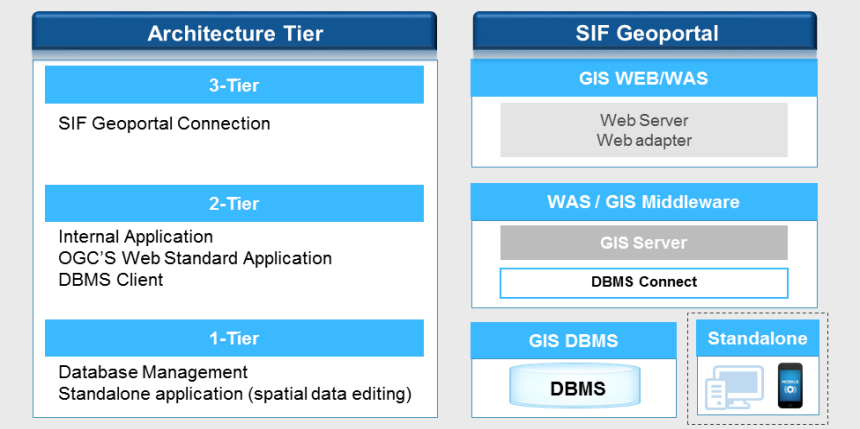
9. The SIF will be implemented as a multi-layered solution with centralized enterprise architecture for recording, managing and distributing rural land spatial objects and related textual data online to facilitate nationally consistent rural land information of all forms through the following system tiers (Figure 3):

   (a) 1st tier: Database Management System (DBMS) in spatial database and file storage, standalone application for editing geospatial data and checking digital cadastral plots, and mobile application for collecting data in the field
   (b) 2nd tier: Web Application Servers, including spatial middleware between DBMS and clients

[39] Based on the UN E-Government Survey 2016, the percentage of households with internet access is 14.6 per cent, and 106.25 mobile-cellular telephone subscriptions are measured per 100 inhabitants. Further, access to electricity in rural areas is only 7.90 per cent population. These figures indicate the difficult condition of gathering field data in village areas.

(c) 3rd tier: Various client applications and modules in a web-based framework

Figure 3: Proposed SIF Architecture



10. End users will access the system through a common interface for registry and cadaster processes. The main functionalities and applications will include the following:

    (a) Business process models and workflow management
    (b) Rural land administration (CF procedures) management
        (i) Registry and cadaster operations, including history management
        (ii) Digital maps and survey plots management
    (c) Land policy support management
        (i) Data analysis and statistics
        (ii) Reporting and mapping
    (d) Document and digital archives management
    (e) Public access portal with electronic services management
    (f) Electronic service connectivity and data interoperability management with other government entities
    (g) Backup, versioning, recovery and database management
    (h) Role-based access control, security, user control and system administration

11. The IT department of AFOR will be strategically involved from the initial stage of system development to the final stage, including in planning, designing, development, functional test, integrated test, operation, and system handover, to reinforce their technical knowledge and skills and enable them to fully manage the sustainable operations, maintenance, expansion and advancement of the SIF. Building on good practice in the field globally, development of the SIF is proposed to be supported through technical assistance to AFOR by a private firm under contract to AFOR. After a pre-commissioning test of the improved SIF, the private operator will receive operational acceptance by AFOR. The private operator will then work under the close supervision of AFOR to implement the upgrade, deployment, and maintenance of the SIF. Throughout the process, the firm will continuously train the AFOR staff who manage the system. This implementation scheme will enable AFOR to strengthen its capacity to manage the SIF independently.

12. Once a country decides to modernize its land information system, long-term sustainability under uncertainty is arguably the most significant hurdle to successful ICT investment. Sustainability is also associated with risk management. The current identified risks are: (i) low human capacity for management of a modern ICT

solution; (ii) lack of experience with web-based business procedures; (iii) organizational issues related to decentralized operation (DRA and DDA); (vi) substantial dependence on the authorized technical operators (OTAs) for data generation and collection; (v) insufficient measures for data quality assurance; (vi) weak ICT infrastructure; (vii) poor environmental conditions for maintaining IT equipment; and (viii) weak financial capacity to cover maintenance costs after the project.

13. To mitigate the residual risks to the SIF sustainability, the project will introduce a simple and solid web-based solution utilizing performance proven open source software. The SIF will be developed with stable and trustworthy technologies that are already in place rather than cutting-edge or state-of-the-art technologies. This will address AFOR capacity concerns, since technical solutions, tips and resources are already widely shared in the open source community and developer society. Further, the project will include substantial investment in capacity building and training throughout the life of the project. Importantly, the project will take an incremental approach to the SIF development, initially producing user-friendly and easy mobile applications equipped with simple functionalities for field data collection in a mobile database. Once the basic solution is proven through testing and users are acquainted with it, additional functions will be developed. The project will then invest in the SIF roll-out.

14. A business process management (BPM) mechanism will be adopted to improve monitoring of the entire registration process by all parties, so that the central SIF will allow for identification of delays and bottlenecks in the process. This robust role and responsibility checking mechanism will encourage active interactions between government entities and the OTAs. Improving data quality, particularly geospatial data, is a never-ending battle, even for advanced land information systems in some leading countries. Nevertheless, the data quality risk can be reduced by introducing validation processes to the system as part of a new record insertion stage. To further improve data quality, the project will also include four-factor data quality assessment, including geolocational accuracy, geometry completeness, compliance with the national coordinate system, and attribute consistency.

15. The risks related to ICT equipment and infrastructure will be mitigated through investment in practical and durable equipment. For instance, tablets and mobile battery packs equipped with solar panels will provide for continuous operations of the SIF even during power failures. Given the weak internet connectivity in rural areas, the mobile database will be synchronized into a central database once the device is connected to the internet. A suitable cooling system will be installed, and optimal uninterrupted power supply will be designed by analyzing critical load, oversizing load, air conditioner load, lighting load, and UPS load and installed in the server room and operation room to mitigate an unstable electricity supply. The project will support the development of a sustainable financing model and maintenance plan for the SIF. The Government is expected to finance overall system maintenance costs after project closure, and the open source design will reduce software maintenance costs by minimizing the use of commercial software.

16. This activity will also finance the procurement of high resolution ortho-rectified and geo-referenced satellite imagery for all target areas based on fit-for-purpose and cost-efficiency criteria. The imagery inventory will be accessible to field teams through browsing, overlapping with other available datasets, and download onto devices running mapping software that will collect both parcel mapping details, as well as other mapped features. The imagery will be used for the following purposes: (i) field validation of the preliminary parcel mapping; (ii) delineation of village general boundaries; (iii) the public display of preliminary mapping results; (iv) quality control of all graphical cadaster data operations; (v) reference raster layer for compilation of land parcels surveyed; and (vi) the core geospatial basemap for electronic services of the SIF, which will be accessible to the general public and other government agencies.

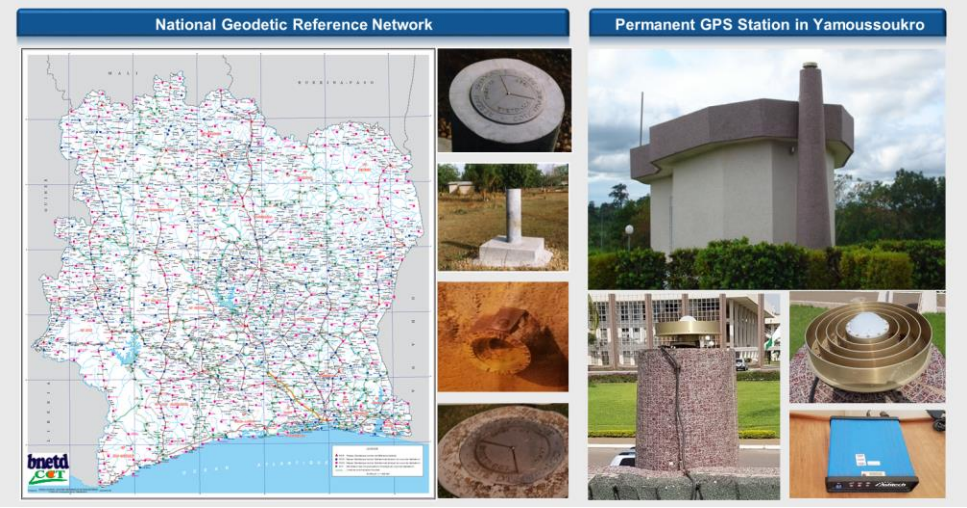
ANNEX 5: CORS AND OTHER FIT-FOR-PURPOSE TECHNOLOGIES

1. This Annex summarizes the results of a rapid assessment conducted by the World Bank as part of project preparation that assessed the existing Geodetic Reference Network (GRN) and surveying practices and resulted in recommendations for the development of an improved GRN. More detailed specifications, including terms of reference for the development, initial maintenance, and transfer of the GRN, will be produced through a preparatory study, including field assessment, financed from the project advance.

2. The Continuously Operating Reference Station (CORS) Network is a concept in GNSS[40] geodesy / surveying / positioning that enables users (e.g. moving or static platforms) to position themselves with high-precision (cm-level). To make this possible, an array of permanent GNSS tracking stations (CORS Network) is needed for collecting and processing the satellite signals. With the widespread acceptance of high-precision GPS measurement techniques, CORS Networks are being established all over the world. They are used to provide geodetic control; to monitor the Earth's surface; and to support surveying, engineering, GIS data collection, machine control and precise positioning; as well as to monitor natural and man-made structures. In the field of surveying, the CORS Network is much more efficient than a traditional triangulation and traverse network, as the accuracy is higher and more consistent.

3. The BNETD-CIGN initiated an Ivorian Geodetic Reference Network, which was integrated into the WGS84.[41] The establishment of this network enabled the harmonization of topographical works, cartography, and cadastral surveys in a single national repository to contribute to land tenure security. In addition, one permanent GPS station was built in 1998 in Yamoussoukro by the CIGN, which was certified in July 1999 by the International GNSS Service and co-managed by the CIGN and the United States National Aeronautical and Space Agency Jet Propulsion Laboratory. Officially, there are 3,759 control points installed nationwide, comprising 43 first order control points, 716 second order control points, and 3,000 third order control points (Figure 4).

Figure 4: Existing Geodetic Reference Network and Permanent GPS Station



[40] Global Navigation Satellite System: A satellite navigation system with global coverage
[41] World Geodetic System 1984

4. However, there are a number of constraints to the current geodetic framework, including: (i) lost and poorly managed control points, for example, roughly 500 points out of the 716 second order points cannot be used due to locational shifts and damage, and the status of the third order points is even worse; (ii) OTAs and even the National Association of Registered Surveyors report difficulty accessing coordinate information on control points for carrying out land surveys in the field; (iii) low density of the geodetic reference network; (iv) inconsistency and low reliability of surveying results; (v) high accuracy survey requirement (1m) in rural areas despite insufficient geodetic infrastructure to meet this requirement; and (vi) lack of equipment and human resources to maintain the geodetic reference network.

5. The identified challenges result in inefficient survey performance in terms of both time and cost. It is a fundamental principle in surveying that using sparse reference points results in an increase in the number of measurements required to verify the location of a point, as well as supplementary stations and repeating base station set-up, which leads to errors. Such obstacles in conducting surveys along with the complex registration process impede the delivery of land certificates and prevent rural landholders from obtaining secure property rights, which perpetuates informal land transactions and weak protection for land use rights.

6. The establishment of the CORS Network will provide a solution to the problems identified above and produce the terrestrial infrastructure needed for delivery of a national positioning service based on GNSS technology with very high levels of accuracy. This infrastructure will be valuable not only for the land sector, but also for the transport, disaster mitigation and management, and other sectors. In addition, it will provide a fundamental "backbone" for a national geodetic network to maintain the country's geodetic datum and geospatial reference frame. The benefits of using a CORS Network are enormous.

7. Reliable communication is a crucial prerequisite for the implementation and efficient operation of the CORS network. A recommended network bandwidth is 128Kbps from CORS sites to the Control Center, and a symmetric connection with minimum 2Mbps is required at the Control Center. Based on the analysis of telecommunication infrastructure[42] in Cote d'Ivoire, the broadband quality is sufficient to meet the technical requirement of CORS Network.

8. Therefore, the project will support the development of geodetic infrastructure for accurate and economically feasible GNSS surveying throughout the national territory. This CORS network will provide numerous benefits across sectors, such as: (i) defining the parameters for accurate and real-time differential geodetic positioning to ensure durability, stability, homogeneity, reliability and geometrical consistency of surveys; (ii) providing services to professionals and economic operators for the study, realization, and exploitation of various engineering works of socio-economic interest (e.g., land, cadastre, environment, agriculture, construction, town planning, transportation and navigation, mining prospecting, security, telecommunications, etc.); (iii) facilitating scientific applications and research in the field of space geodesy and related sciences (e.g., geophysics, meteorology, earth sciences, climatology, physics, oceanology, etc.); and (iv) contributing to international scientific research, for example on ionospheric effects, geomagnetic storms, rotational parameters, the Earth's shape and dimensions, tectonic plate movement.

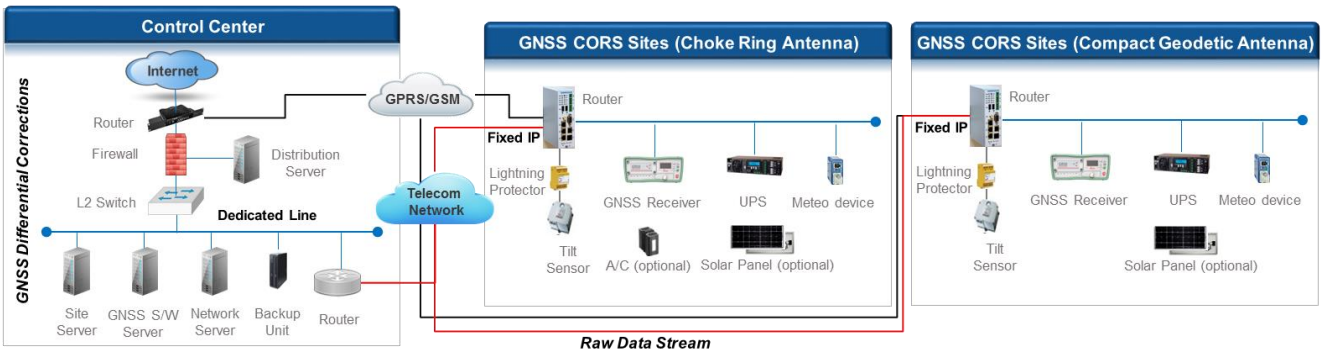
9. The CORS investment comprises the following four activities:

   (a) *Setting up a Control Center for the CORS Network:* This activity will support the set-up, equipping,

[42] Average fixed broadband upload speed is 955Kbps (download 3,828Kbps) while average mobile upload speed is 1,520Kbps (download 4,715Kbps), and 3G network coverage is 71% of population. (source: ITU, Cisco and OpenSignal)

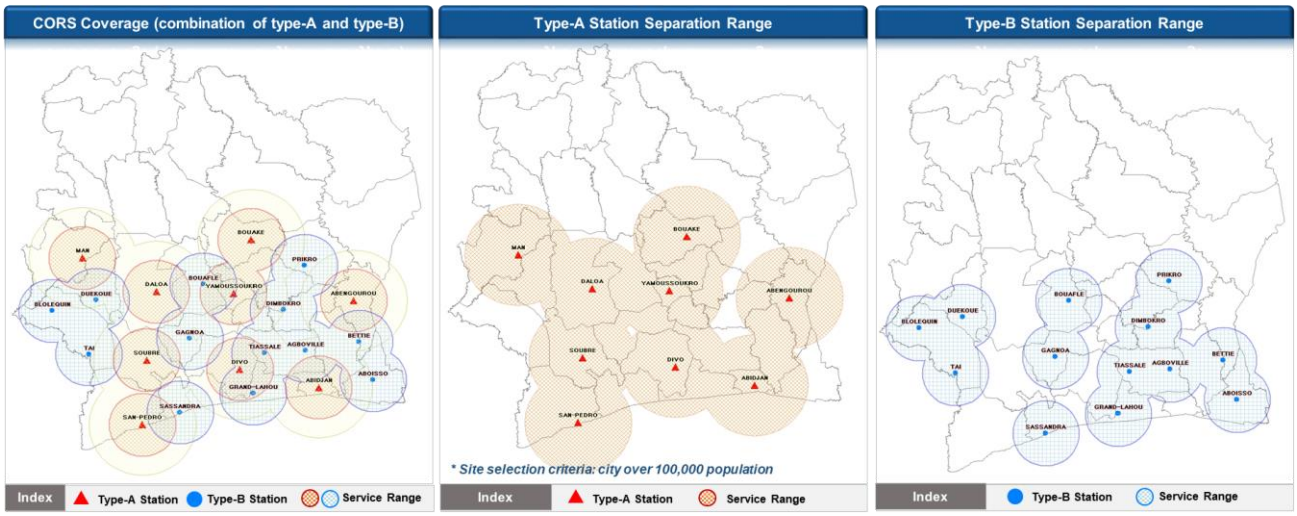
and connection of all GNSS stations, as well as data transfer to the CORS Network Control Center. The Control Center will manage the collection, reformatting, analysis and publishing 24/7 via a dedicated web site of all GNSS files and products using Receiver Independent Exchange Format (RINEX). The raw data will be streamed continuously from the receivers at the CORS sites to the Control Center through permanently open communication links (dedicated lines), and all rovers (field surveyors) will access the Control Center to obtain a Real Time Kinematic (RTK) data stream. While CORS will make GNSS surveys more economic, the main benefit will be gained from the compatibility of all surveyed and converted spatial data in the country (Figure 5).

Figure 5: CORS Control Center and Site Architecture



(b) *Establishment of CORS Sites (GNSS Reference Stations)*: This activity will finance design, site feasibility study, operation training, and delivery/installation/maintenance of GNSS CORS sites. The site selection and separation distances between stations are key factors for successful CORS establishment and will be determined based on: (i) the extent of the area to be covered; (ii) the areas characterized by high development and high population density; (iii) the number of users and their needs; (iv) power, communication, and security; (v) cost of establishing the stations; and (vi) cost of running the stations and network. The CORS sites will be equipped with one of two types of antenna based on the needed density of sites to ensure better geographical coverage. The Type-A station is for high-level primary geodetic infrastructure. Sites equipped with Type-A stations are designed for the long term geodetic network of zero-order control points and also to participate in international scientific programs like the International GNSS Service. Each Type-A station should be installed with solid foundations (e.g., concrete pillars on bedrock), and the GNSS equipment will include a choke ring antenna and a tilt sensor to check long term stability. The Type-A stations will be distributed across the country with spacing about 70-100 km apart. The Type-B station is designed mainly to support the RTK network and quick static surveys. A compact geodetic antenna will be equipped to Type-B stations, which will provide good quality data that are sufficient for most users and applications. To deliver a high quality and secured service, the Type-B Stations will be distributed with spacing ranging from 50-70 km depending on geographical conditions. The overall network composition is recommended to include 30% of Type-A and 70% of Type-B stations, and the composition ratio and number of stations will be determined based on anticipated user demand. A bank of batteries with a solar panel charging system will be also installed in stations located in areas with unstable electricity to power the receivers and communication devices (Figure 6). The BNETD-CIGN will contribute to and closely supervise the work of a private firm to complete the design, site feasibility study, and delivery/installation/maintenance of the GNSS CORS sites.

Figure 6: Proposed CORS Network Configuration



(c) *Development of sustainable financing mechanism for CORS:* The GNSS stations and network require regular running costs, particularly to cover the internet fee, electricity fee and site security of the stations. It is common to charge fees for CORS products and services (e.g., RINEX and RTK data) to cover the running costs. This activity will support BNETD-CIGN to develop a fee-based sustainable financing mechanism for the data and services provided by the CORS network. Management software at the control center will generate a log recording the duration of each registered device or registered user that obtained data while accessing CORS services, which will facilitate charging of fees based on data downloaded. A registration fee may also be charged to the CORS users. More specifically, there are two main options for setting fees for the proposed system. In the first option, RTK and GIS rovers would have to register their IP addresses with the CORS network. Only internet connections from registered devices would be able to obtain data, and management software at the control server could create a log showing the duration during which each registered device had obtained data so that the fee amount could then be determined. In the second option, users of RTK and GIS rovers would have to enter passwords. Only those rovers able to authenticate themselves with registered passwords would be able to obtain data. Management software at the control server could again create a log showing the duration during which each password had obtained data to determine the amount of the fee.

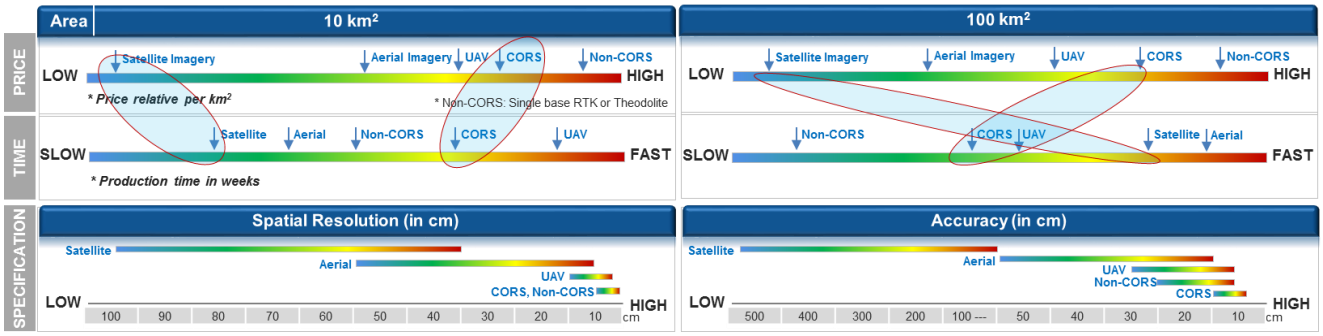
10. The national CORS network will be operated by the BNETD-CIGN considering its mandate of managing the national geodetic network and its technical expertise. In terms of sustainability of the CORS, the BNETD-CIGN will be responsible for its maintenance, including all running costs, and in particular the payment of network, electricity, and security fees and replacement of parts needed to keep the system continuously operational 24/7 for end-users. The fee system is expected to support at least part of the maintenance and running costs. The CORS feasibility assessment being supported by the project advance will identify a sustainable business model for the service.

11. The CORS stations would be incrementally established according to the targeted project area, the demand for services (growth of the number of users or utilization rate), and the technical capacity of the BNETD-CIGN.

12. The surveyor community in both the public and private sectors in Côte d'Ivoire are currently using GPS rover receivers to make up for the weak geodetic reference network, and this equipment will be used to obtain the GNSS files and products (RINEX) from permanent reference stations. The surveyors will be able to immediately benefit from the CORS services and will no longer need to invest in additional receivers for use as temporary field references. In other words, the one set of GPS equipment comprising more than two receivers that a single survey team currently uses will be able to serve multiple survey teams with CORS.

13. The major benefits of this investment in the national CORS network and high-resolution satellite imagery (supported under Sub-component 1.3) will be in improving efficiency for surveys and the provision of accurate geospatial data for large-scale maps down to the village level. With an improved geodetic network, the cost for mobilization and accommodation for the field survey will be reduced, and large-scale mapping using high resolution satellite imagery can be implemented for larger areas. The below figure shows the advantages that will be achieved from this investment by comparing different technologies (Figure 7). Improved human capacities at BNETD-CIGN along with modern CORS infrastructure to produce geospatial data will enable the generation of reliable maps for improved rural land administration.

Figure 7: Price, time and specification comparison from different technologies



** The figures could be different based on ground conditions, available GCPs and many other variations.*

ANNEX 6: SUMMARY OF KEY LGAF FINDINGS AND RECOMMENDATIONS RELATED TO RURAL TENURE

14. **A rigorous analysis of the status of land governance in Côte d'Ivoire was undertaken in light of the numerous challenges the country faces in meeting its stated policy objective of certifying 23 million hectares of rural land by 2023 in a post-conflict context characterized by on-going land conflicts**. The Land Governance Assessment Framework (LGAF) was implemented using a participatory approach between January 2015 and March 2016 to examine the performance of land governance in Côte d'Ivoire, identify the principal constraints to the implementation of the Rural Land Law of 1998, and to propose policy recommendations to support the realization of land tenure security in Côte d'Ivoire.

15. The analysis demonstrated that Côte d'Ivoire is endowed with a strong legal and regulatory framework on rural land tenure, urban land tenure, and forest tenure. Moreover, these laws and regulatory texts are in general aligned well with sectoral development programs. However, there remain some ambiguities within and across these instruments that require additional clarification and harmonization in the context of a coherent land policy to support overall development in Côte d'Ivoire.

16. The results of the analysis (summarized below) demonstrate that the existing performance of rural land governance in the country is insufficient based on international benchmarking using the LGAF indicators.

(a) Rural land tenure

17. The Rural Land Law adopted in 1998 recognizes private individual property rights documented through titles registered in the land registry as the only valid proof of property rights. Customary rights are recognized during a transitional period of ten years following the law's adoption (later extended to 2023) through a temporary land certificate (individual or collected) that must be converted to a land title within a period of three years following certification.

18. However, there remain several important contradictions in Rural Land Law. While both Ivoirian citizens and non-Ivoirians are eligible to receive land certificates, only Ivoirian citizens are eligible to receive titles verifying individual private property rights (art.1).Whereas, in article 4, the law stipulates that for customary lands, proof of property rights is established by the land certificate.

19. Moreover, the law requires that land certificates (including collective certificates) are transformed into individual land titles within three years following certification. This requirement effectively renders land certificates legally obsolete after the period of three years has expired without conversion to titles.

20. The LGAF process found that there has been extremely limited implementation of the Rural Land Law, with just one hundred village territories demarcated and less than one thousand land certificates delivered by the end of 2015, for a number of reasons. On the one hand, the procedures for certification are too lengthy and costly for small farmers to complete. On the other hand, the institutional framework is inadequate to respond to the challenges of registering rural land rights nationwide.

(b) Forest tenure

21. Despite introducing a number of innovations, including the recognition and protection of forests managed by rural communities, the Forest Code of 14 July 2014 is characterized by several weaknesses. In practice, the Forest Code does not enable the private forest lands of the state to be distinguished from forest lands

owned by private individuals because the boundaries of these different domains are not clearly defined or georeferenced. There is also a disconnect between article 29, which confers rights to all unregistered forests to the state, and article 40, which recognizes the customary rights of communities to forests, even if these rights are not yet registered.

22. The LGAF analysis identified a number of policy recommendations to improve land governance in Côte d'Ivoire that are summarized below:

(a) Rural Land Tenure

(i) Revise article 4 of the Rural Land Law 1998 to provide permanent validity to land certificates as legal proof of customary land rights;
(ii) Remove the fixed period during which land certificates must be transformed into titles;
(iii) Reduce the costs of delivering land certificates by simplifying the procedures and establishing fixed official fees;
(iv) Incorporate measures to clarify local tenure systems and to formalize existing and future land transactions;
(v) Promote rural land leases and the registration of all land transactions in local land registries;
(vi) Revitalize the Rural Land Tenure Commission.

(b) Forest Tenure

(i) Raise public awareness of the Forest Code of 2014 and provide information to local communities on their rights and the restrictions in the use of forest resources;
(ii) Geo-reference all public lands eligible for allocation to private entities (*domaine privé de l'État*);
(iii) Revise the regulatory framework for the Forest Code to clearly establish:
- ☐ The definition of forest areas protected by public vs. private entities and how to distinguish between the two;
- ☐ Safeguards applicable to forest concessions; and
- ☐ Procedures to expunge all existing customary rights to the publicly protected forests.

23. Finally, it is recommended that the Government create a Land Observatory to comprehensively monitor land governance across sectors and across the country.

ANNEX 7: LIST OF LEGAL REFORMS IDENTIFIED BY WORKING GROUP

1. The implementation of the Rural Land Law of 1998 has faced several difficulties. A number of reforms have been identified to accelerate its implementation and create the conditions for secure land tenure. These include the revision of the law itself, the drafting of new regulatory texts, and the revision of the procedures for land certification. This annex provides a summary of several recommendations identified by the Working Group concerning the law and its implementing regulations, as follows:

    (a) Harmonize the terms of article 26 of the Rural Land Law to incorporate the evolution of the concept of acquired rights given that Article 12 of Constitution of 2016 goes beyond the concept articulated in the Rural Land Law. More specifically, Article 26 of the Law only protects the property rights of non-Ivoirians if these rights were acquired prior to the law's adoption. This article needs to be reconsidered in light of the new Constitution to clarify whether customary rights allocated to third parties will be recognized and protected under the Law;

    (b) Revise article 3 of the Law to clarify how customary traditions that contradict the existing legal framework will not be addressed. For example, in certain areas, women do not customarily have access to property rights or inheritance. Similarly, in other areas, nephews are privileged over the children of the deceased in the case of inheritance;

    (c) Remove the requirement that only registered surveyors can conduct parcel delimitation.

    (d) Modify article 4 of the Law, to extend the period during which land certificates must be converted to titles from three years to ten years to conform with the Land Policy of 2017;

    (e) Annul decree number 99-594 of 13 October 1999, whose article 30 goes beyond the provisions of the Land Law by nullifying rights recognized by a land certificate that are not transformed into a land title within a period of three years following certification. The application of this decree could thus deny legitimate (customary) land rights; and

    (f) Establish a procedure for collective titling. This reform will allow for the titling of parcels certified collectively without the prerequisite individualization of rights to collective parcels. This would remove an important source of land disputes among collective landholders and avoid titling land in the name of the state in case of unresolved conflicts related to the subdivision of collective parcels.

ANNEX 8: ECONOMIC ANALYSIS

1. This Annex summarizes the cost-benefit analysis undertaken for the investment, which will support the establishment of a formal rural land administration system, including a comprehensive rural land registry.

2. The process of establishing and rolling out a national comprehensive rural land administration system will require sustained investment, and the benefits are likely to accrue well beyond the typical project time line. In the short term (5 years), this first phase of the series of projects is expected to result in the establishment of an effective process and the necessary systems to implement nationwide rural land registration, including through the improved capacity of public and private sector land administration professionals to register land rights and related transactions. In the medium term (10 years), this project, together with the proposed second phase, is expected to strengthen the tenure security of rural land users and owners and, in so doing, result in two main benefits for rural landholders and economies over the long term (20 years):

    a. **Increased land-based investment:** By resolving competing claims and ensuring land holders that they will be able to benefit from future returns to investment, land registration can incentivize greater land-based investments, such as in perennial crops and soil and water conservation, that in turn can increase productivity. For example, Ethiopia's rural land registration program was found to increase investment and land productivity, and the recent mapping of customary land ownership in Benin (the first step in formal land registration) led to a roughly 40 percent increase in the likelihood of household investments in perennial cash crops and trees on farms.

    b. **Reduced land conflicts:** By clarifying land use and ownership rights and providing formal and informal dispute resolution mechanisms with formal, standardized land rights documentation to use in adjudicating disputes, the project is expected to reduce the incidence of land conflicts through the prevention and mitigation of land-related disputes. In Ethiopia, for instance, land registration reduced the number of border and inheritance-related land disputes. The reported incidence of disputes may be expected to increase in the short term during the registration process, as existing claimants seek to strengthen their claims ahead of rights adjudication. However, in the long run the increased transparency and efficiency resulting from a formal rural land administration system is expected to reduce the need to defend existing land claims and the time required to resolve disputes, thereby reducing related costs and further enhancing investment incentives. Given that land conflicts in neighboring Burkina Faso are associated with reductions in agricultural productivity of over 40 percent, the benefits of resolving existing land conflicts and preventing new ones could be substantial.

3. The project design assumes that the average cost to deliver a certificate can be decreased by at least half to at most $200 per certificate. Given average parcel sizes of 15-20 hectares (ha) in Côte d'Ivoire, the new certificates should cost at most $13/ha, which is in line with costs achieved through other low-cost land registration initiatives in the region on a per hectare basis (e.g., $12/ha in Rwanda; $14/ha in Uganda, $32/ha including village boundary demarcation in Zambia). Several social, historical, and environmental factors unique to Côte d'Ivoire may make it difficult to achieve the lowest cost in the region. In particular, the large-scale migration encouraged by President Houphouët-Boigny and incomplete assimilation of these migrants into the receiving communities has led to competition for land and complicates an inclusive, community-based land rights validation process. As such, additional support will be required, including to facilitate alternative dispute resolution and to (re)establish CVGFRs that are truly inclusive, to ensure that

legitimate landholders' rights are registered and not undermined. In addition, parcel sizes are larger than average for the region and may be held or used by numerous owners and land users, and large areas are covered by forests, tree plantations, and/or clouds, which precludes boundary demarcation using satellite imagery, which is perhaps the least costly technology for field surveys that can achieve reasonable accuracy.

4. This CBA assumes a very modest average incremental return of US$ 75 per hectare[43] as a result of increased land-based investments and reduced land conflicts due to the formalization of lease agreements for about 800,000 ha for which customary certificates would be issued. As already indicated, there is considerable evidence from the region supporting our hypotheses that land certification programs lead to increased investment in land and result in higher farm income. Given that behavior change at the farm level will take some time to materialize following land registration, it is assumed that the full benefit of enhanced productivity gains can only be accessed gradually over a ten-year period. As such, the CBA assumes that full project benefits will take effect 10 years after project implementation.

5. Given the nature of the project's results framework and the fact that some of the benefits, for example regulatory and institutional reforms and capacity building, will be difficult to quantify and monetize, the economic analysis will not make a distinction between the different components and will measure benefits over a 20-year time frame (planning horizon), including an implementation period of 5 years and an operational period of 15 years. As already described, formal land registration is expected to increase tenure security and thereby result in increased land-based investments and reduced land-related conflicts. Where customary land institutions remain strong and communities are relatively homogenous, smallholders' perceived tenure security can be quite high, which suggests that formalization of customary rights may have a more modest impact on tenure security. By contrast, the gains to formalization of customary rights are likely to be higher where existing customary institutions have been less able to protect legitimate land rights. This may be the case where customary land rights are challenged by powerful interests from outside the local community or where substantial intra-community conflicts exist, such as between migrants and long-time residents, as in Côte d'Ivoire. The presence of such challenges to tenure security in Côte d'Ivoire suggests that customary land owners and users are likely to perceive a considerable increase in their security due to clarification and formal government recognition of their land ownership and/or use rights.

6. It may nevertheless take some time for landholders' perceived tenure security to adjust under the new formal land administration system, as norms and practices that have historically been governed by customary authorities in practice are replaced by formal institutions, regulations, and processes, and major shifts in perceived tenure security may only be expected to emerge when their new formally recognized rights are challenged in some way. Consequent changes in behavior are likely to take even longer to develop, such as decisions to invest in perennial crops or to resolve land disputes using improved dispute resolution mechanisms. Furthermore, measurable development outcomes that can be monetized are expected to be limited, since the components mainly focus on policy and institutional reforms (Component 1), initial land registration implementation in targeted areas (Component 2), and capacity building (Component 3). Major benefits in terms of increased land-based investment, reduced conflicts, and increased land productivity are largely expected to materialize only during the operational period.

[43] This estimate of US$ 75/ha incorporates two sub-estimates: for parcels where lease arrangements are formalized, the per unit incremental gain is estimated to be about US$ 100/ha, and for parcels where certification alone is completed, the incremental gain would be around US$ 50/ha. Given that certification is expected to cover twice as many parcels as the formalization of lease agreements, this yields a weighted average of US$ 75/ha over the entire intervention area of 802,000 ha.

7. Given the scarcity of rigorous evidence on land registration programs, an impact evaluation measuring outcomes up to four years after implementation will be conducted by the World Bank Gender Innovation Lab using a Randomized Control Trial (RCT) design. However, since several of the project's outcomes of interest may take longer to fully manifest, these causal medium-term impacts will be traced for an additional six years over the life of the two-phased program through AFOR's M&E system.

8. In addition, an analysis of the financial sustainability of the formal rural land administration system managed by AFOR will be conducted as part of the AFOR Operational Procedures and Economic Model preparatory study. This analysis will assess the resource and financing obligations of the rural land administration system over the first 5-year project. It will estimate the expected volume of transactions and associated fees that will be required to maintain a viable land registry to inform the design of the AFOR operational procedures and institutional structure. As part of this analysis, viable financing options for first-time and subsequent transaction registration will be explored, including whether and the extent to which registration costs should be subsidized for all or some users, such as landholders below a certain income or land area threshold.

a) Project Investment and Recurrent Costs

9. The cost of the IDA funded operation is estimated at US$ 50 million, as we assume slightly over US$ 4 million in Government contributions during the project implementation period of five years. Following the project implementation period, this analysis assumes that the Government will contribute about US$ 1 million annually in recurrent funding to maintain the systems developed under the project after project closure, with the remainder of recurrent costs supported by user fees for land administration and geodetic services.[44]

10. Some US$ 23.4 million has been allocated to Component 2, while the remaining three project components total roughly US$ 30.6 million, including counterpart funding of US$ 4 million to support Component 1.

b) Cost Benefit Analysis

11. A conventional cost-benefit analysis was conducted to establish the economic and financial soundness of the investment. Data were supplied mainly by the DFR, the Ministry of Agriculture, and the donor community.

12. When dealing with complex land administration projects, the nature of the available data is instrumental in determining the scope and depth of the analysis that is performed. Therefore, available information and data has been leveraged together with some assumptions (as discussed below) to develop the economic analysis.

13. Modeling: A simple model was constructed to study Component 2. Using the best available information and assuming that in the five zones of interventions 70% of the villages would have already been demarcated, it is estimated that Component 2 (the project's most significant activity in terms of budget allocation) would require an investment of roughly US$ 23.4 million. Under Component 2, the project is expected to perform boundary demarcation in 120 villages and operate in some 401 villages, which correspond to about 5% of the national total. The project plans to issue some 53,500 certificates corresponding to some 802,000 ha land area in total. Half of this area (401,000 ha) is expected to benefit from project assistance toward formalizing lease agreements on farm land, which in turn is expected to further contribute to increased agricultural

[44] We believe this is a reasonable estimate given that the total recurrent costs in the project areas only are estimated to be roughly $3.3 million to maintain the SIF (16% of costs proportional to a project area of 5 preliminarily identified regions out of a total of 31 regions), CORS network (33% of the 22 units that will be installed by the project, which are expected to cover roughly half of the national territory), AFOR regional and departmental offices (100% of staff and operating costs in the 5 regions and 10 departments preliminarily identified for implementation under the project), and AFOR Headquarters (16% of overall staff and operating costs proportional to a project area of 5 preliminarily identified regions out of a total of 31 regions).

productivity. **Table 9** indicates the unit costs used for the costing of Component 2.

14. Data provided by various sources (DFR and EU) indicated that the average parcel size varies from 10 ha to 17 ha (**Table 10**). The average parcel size estimated by the EU funded DP 4 operation was about 12 ha (**Table 11**). Therefore, a mean parcel size of 15 ha was assumed as a representative and plausible average. Regarding the cost of demarcating a village boundary, the initial estimate considered was US$ 7000/village, but this was assumed to decline to US$ 6000/village, hence generating savings of US$ 1000/village.

Table 9: Principal Unit Costs Used in the Analysis

Unit Costs	Units	Without Project	With Project	Savings	Costs (US$ M)	Savings (US$ M)
Clarification of Rights	US$/village		20,000	N/A	**8.02**	
Demarcation of Village Boundaries	US$/village	7,000	6,000	1,000	**0.72**	**0.12**
Certificates of Customary Ownership	US$/CF	440	200	240	**10.69**	**12.83**
Formalized Lease Arrangements	US$/ha	-	9	N/A	**3.61**	
Strengthening Women's Land Rights (IE)[45]	US$/village	-	1500	N/A	**0.30**	
TOTAL					**23.34**	**12.95**

Table 10: Information on PARFACI, PARICS and DP5 Packages

Description	Units	PARFACI	PARICS	DP5
Villages with Boundaries Demarcated	Village	1,200	1,761	17
Area of Parcels Demarcated	ha	70,000		4,250
Land Certificates Delivered (*Certificats Fonciers*)	CF	4,000		400
Calculated Statistics				
Average area per CF	ha/CF	**17.50**		**10.63**
Number of CFs per Village (with partial coverage)	CF/Village	3.33		23.53
Source: Sheets Distributed by Mr. Constant Delbe During the World Bank Knowledge Sharing Seminar in Abidjan, April 13, 2017				

15. The DP 4 contract package by the EU was funded in the order of some EUR 2 million, while the proposed IDA investment is roughly 12-fold larger than the EU investment. Therefore, it should not be unrealistic to expect some economies of scale as a result of the IDA-financed operation.

16. The unit cost of US$ 200/parcel for the delivery of a certificate, which is used in the analysis, is high by world standards. The DFR and Government argue that the parcels being targeted in the case of Cote d'Ivoire are generally jointly held and large customary properties, rather than the typically individual and smaller properties registered through similar processes in other countries in the region. This has repercussions for the cost of certification, as explained in the Lessons Learned and Reflected in the Project Design (Section III-C of the PAD). Other explanations for the high per parcel cost are the overvaluation of the local currency (F

[45] The project budget incorporates $300,000 to support interventions that strengthen women's land rights in 200 villages that will be studied by the impact evaluation implemented by the World Bank's Gender Innovation Lab. Since these interventions will be implemented by AFOR mostly as part of clarification, they have been incorporated in the clarification budget elsewhere.

CFA), which has not been adjusted (devalued) for the last 23 years, and the high surveying costs and complicated certification procedures, which are expected to be addressed through the project. Finally, the absence of a single agency in charge of rural land administration contributed to high unit costs, but certification under the project will benefit from streamlined operations under AFOR.

Table 11: Investigations on Unit Costs – EU Funded DP4 Package

DESIGNATION	Units	Amounts
Land Certification		
Number of parcels	parcels	2,300
Cost in Euros	EUR	968,030
Area in hectares	hectare	27,795
Area per parcel	ha/parcel	12.08
Cost/Hectare in EUROS	EUR/ha	34.83
Cost/Hectare in F CFA	CFA/ha	22,847
Cost/Parcel in EUROS	EUR/parcel	420.88
Cost/Parcel in F CFA	CFA/parcel	276,099
Village Boundary Demarcation		
Cost in Euros	EUR	895,654
Number of villages demarcated	village	130
Cost/Village in EUROS	EUR/village	6,882
Cost/Village in F CFA	CFA/village	4,514,266
Calculated Statistics		
Area/land certificate (CF)	ha/CF	12.08
Number of CF/village (with partial coverage)	CF/village	17.69
Estimated Village Boundary Length	km	5.85
Cost per Kilometer	EUR/km	1,177
Source: Email message from BROSSARD Stephane, received 13 March 2017		

17. Therefore, with a sound design and attendant policies for simplifying and streamlining the underlying work procedures, the project is expected to drive down the unit costs while expanding business opportunities for the national surveying industry. It is anticipated that the unit costs for conducting village boundary demarcation and issuance of the land certificates will be reduced to the levels assumed in this analysis. In this CBA, the overall cost savings are assumed to amount to about US$ 13 million (**Table 9**).

18. Despite the adoption of highly conservative assumptions (**Table 12**), the efficiency parameters calculated are encouraging for a project of this scale and complexity. When all project costs, including counterpart funding, are included in the analysis, the estimated efficiency parameters for the project are as follows: an IRR estimated at 34%, with NPV (assuming 10% discount rate) of US$ 97 million, and a benefit to cost ratio of 3.07 (**Table 13**). The calculations are dependent on (and hence sensitive to) the overall project costs (including government contributions) and the per unit incremental agricultural value of US$ 75/ha. Since tangible benefits can only be quantified for Component 2, an additional analysis was undertaken considering only the cost of Component 2. The resulting efficiency parameters are even higher, as follows: IRR of 110%,

NPV of US$ 122 million, and benefit to cost ratio of 6.43 (**Table 13**).

Table 12: Assumptions and Parameters Used in the Economic Analysis

Physical Targets	**Units**	**Without Project**	**With Project**	**Increment**
Clarification of Ownership Rights	# of Villages	-	401	401
Demarcation of Village Boundaries	# of Villages	-	120	120
Certificates of Customary Ownership Issued	Number of CF	-	53,467	53,467
Formalized Lease Arrangements	hectare	-	401,000	401,000
Strengthening Women's Land Rights	# of Villages	-	200	200

Unit Costs	**Units**	**Without Project**	**With Project**	**Savings**	**Investment Costs (US$ M)**	**Savings (US$ M)**
Clarification of Ownership Rights	US$/village		20,000	N/A	**8.02**	
Demarcation of Village Boundaries	US$/village	7,000	6,000	1,000	**0.72**	**0.12**
Certificates of Customary Ownership Issued	US$/CF	440	200	240	**10.69**	**12.83**
Formalized Lease Arrangements	US$/ha		9	N/A	**3.61**	
Strengthening Women's Land Rights	US$/village		1,500		**0.30**	
					23.34	**12.95**

Area Related Assumptions	**Units**	**Without Project**	**With Project**	**Increment**
Average Parcel Size for a CF	ha/parcel	15	15	N/A
Average Village Area	ha/village	2,000	2,000	N/A

Area Related Calculations	**Units**	**Without Project**	**With Project**	**Increment**
Clarification of Ownership Rights	hectare	-	802,000	802,000
Demarcation of Village Boundaries	hectare	-	401,000	401,000
Certificates of Customary Ownership Issues	hectare	-	802,000	802,000
Formalized Lease Arrangements	hectare	-	401,000	401,000

Parameter	**Units**	**Without Project**	**With Project**	**Comments**
Investment and Recurrent Cost Related Parameters				
Implementation period	Year	N/A	5.00	as per PAD
World Bank Investment Funding (IDA)	US$ Million	N/A	50.00	as per PAD
Counterpart Investment/Recurrent Funding	US$ Million	N/A	10.00	assumed
Total Investment Cost	**US$ Million**	N/A	**60.00**	
Operational Period (OP)	Years	N/A	15.00	assumed
Counterpart Recurrent Funding During OP	US$M/year		1.00	assumed
Opportunity Cost of Capital	Percent	10%	10%	assumed
Project Benefits Related Parameters				
Enhanced Productivity Gains at Full Devt.	US$/ha	0	75	assumed
Savings due Operational Efficiency	US$ Million	0	13	assumed

Assumptions

1. The project will select areas where 70% of the village boundary demarcation activity has already been completed.
2. The formalization of lease arrangements will take place on half of the land area which will receive land certificates.
3. There will be 5 project intervention zones defined by the DFR. The above analysis is hence aggregate.
4. Enhanced productivity gains can be fully realized in 10 years, and they have been gradually increased by 10% PA.
5. Enhanced productivity gains at full development for formalized leases is assumed at US$100/ha, and US$ 50/ha for other areas, yielding a weighted average of US$75/ha for the entire intervention area.

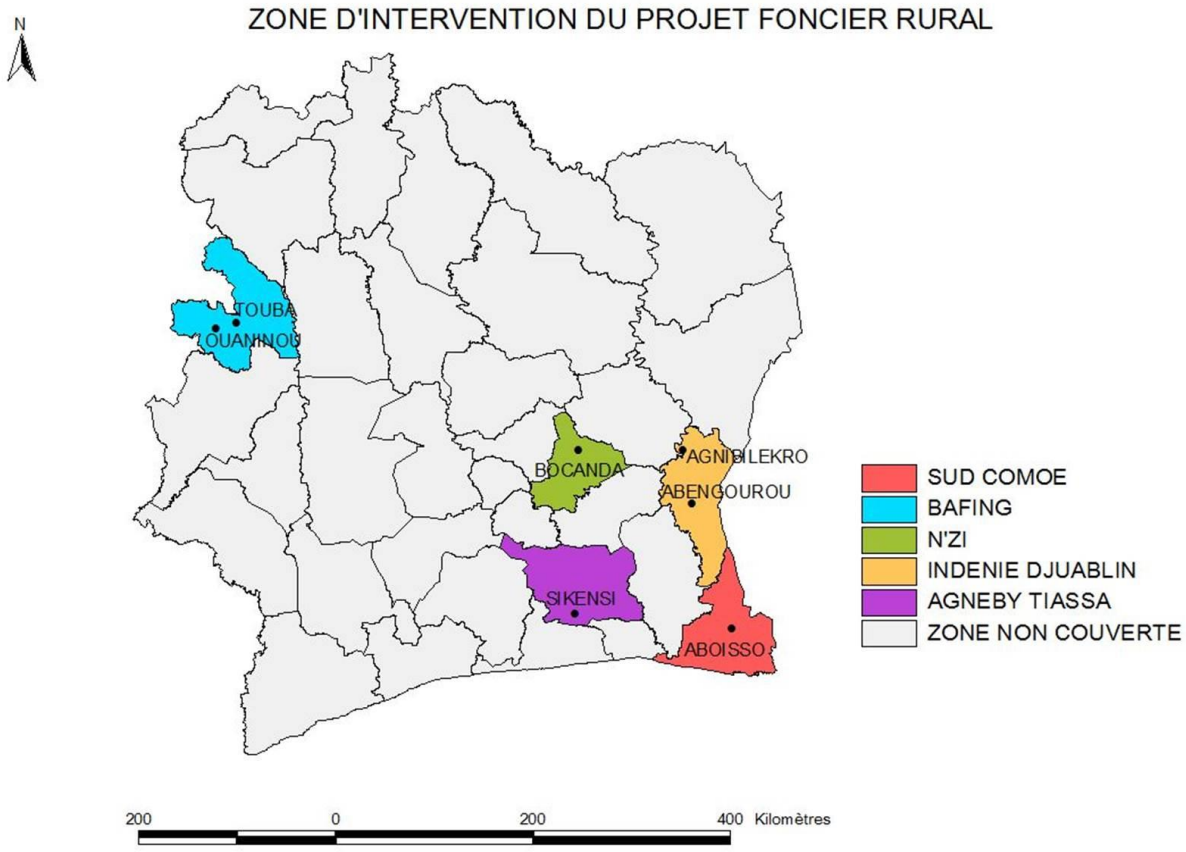
Table 13: Cost Benefit Analysis Results

		Implementation Period					Operational Period		
Physical Targets	**Units**	**1**	**2**	**3**	**4**	**5**	**10**	**15**	**20**
Clarification of Ownership Rights	# of Villages	130	135	136					
Demarcation of Village Boundaries	# of Villages	48	36	36					
Certificates of Customary Ownership Issued	Number of CF		10,693	16,040	13,367	13,367			
Formalized Lease Arrangements	hectare		80,200	120,300	100,250	100,250			
Remaining Crop Land Worked by Owners	hectare		80,200	120,300	100,250	100,250			
Crop Land Assisted by the Project	hectare		160,400	240,600	200,500	200,500			
Unit Costs	**Units**								
Clarification of Ownership Rights	US$/village	20,000	20,000	20,000	20,000	20,000			
Demarcation of Village Boundaries	US$/village	6,000	6,000	6,000	6,000	6,000			
Certificates of Customary Ownership Issued	US$/CF	200	200	200	200	200			
Formalized Lease Arrangements	US$/ha	9	9	9	9	9			
Area Related Information	**Units**								
Average Parcel Size for a CF	ha/parcel	15	15	15	15	15			
Average Village Size	ha/village	2,000	2,000	2,000	2,000	2,000			
Project Investment and Recurrent Costs - ALL	**Units**								
Project Costs - IDA Funded	US$ Million	12.51	11.94	11.38	7.16	7.01			
Investment/Recurrent Costs - Government Funded	US$ Million	0.83	0.83	0.83	0.83	0.83	1.00	1.00	1.00
Investment/Recurrent Costs (Combined)	**US$ Million**	**13.34**	**12.77**	**12.21**	**7.99**	**7.85**	**1.00**	**1.00**	**1.00**
Project Investment and Recurrent Costs - Comp. 2	**Units**								
Project Costs - IDA Funded	US$ Million	2.89	5.84	7.32	3.65	3.65			
Investment/Recurrent Costs - Government Funded	US$ Million	-	-	-	-	-	1.00	1.00	1.00
Investment/Recurrent Costs (Combined)	**US$ Million**	**2.89**	**5.84**	**7.32**	**3.65**	**3.65**	**1.00**	**1.00**	**1.00**
Project Benefits	**Units**								
Savings in Operational Costs	US$ Million	2.59	2.59	2.59	2.59	2.59			
Incr. Productivity - Improved by 10%/year in 10 Years	US$/ha	0	7.5	15	22.5	30	67.5	75	75
Cumulative Farming Areas Served by Project	ha	-	80,200	200,500	300,750	401,000	401,000	401,000	401,000
Economic Value of Enhanced Productivity	US$ Million	-	0.60	3.01	6.77	12.03	27.07	30.08	30.08
Total Benefits	**US$ Million**	**2.59**	**3.19**	**5.60**	**9.36**	**14.62**	**27.07**	**30.08**	**30.08**
Cash Flow - ALL Components	**US$ Million**	**(10.75)**	**(9.57)**	**(6.61)**	**1.37**	**6.77**	**26.07**	**29.08**	**29.08**
Cash Flow - Component 2 Only	**US$ Million**	**(0.30)**	**(2.64)**	**(1.72)**	**5.71**	**10.97**	**26.07**	**29.08**	**29.08**

Project Efficiency Parameters - ALL Components	
IRR	34%
NPV Overall (at 10%)	97.22
NPV (Benefits)	144.12
NPV (Costs)	46.90
Cost Benefit Ratio	3.07

Project Efficiency Parameters - Component 2 Only	
IRR	110%
NPV Overall (at 10%)	121.69
NPV (Benefits)	144.12
NPV (Costs)	22.43
Cost Benefit Ratio	6.43

ANNEX 9: MAP OF PRELIMINARILY IDENTIFIED PROJECT IMPLEMENTATION ZONES

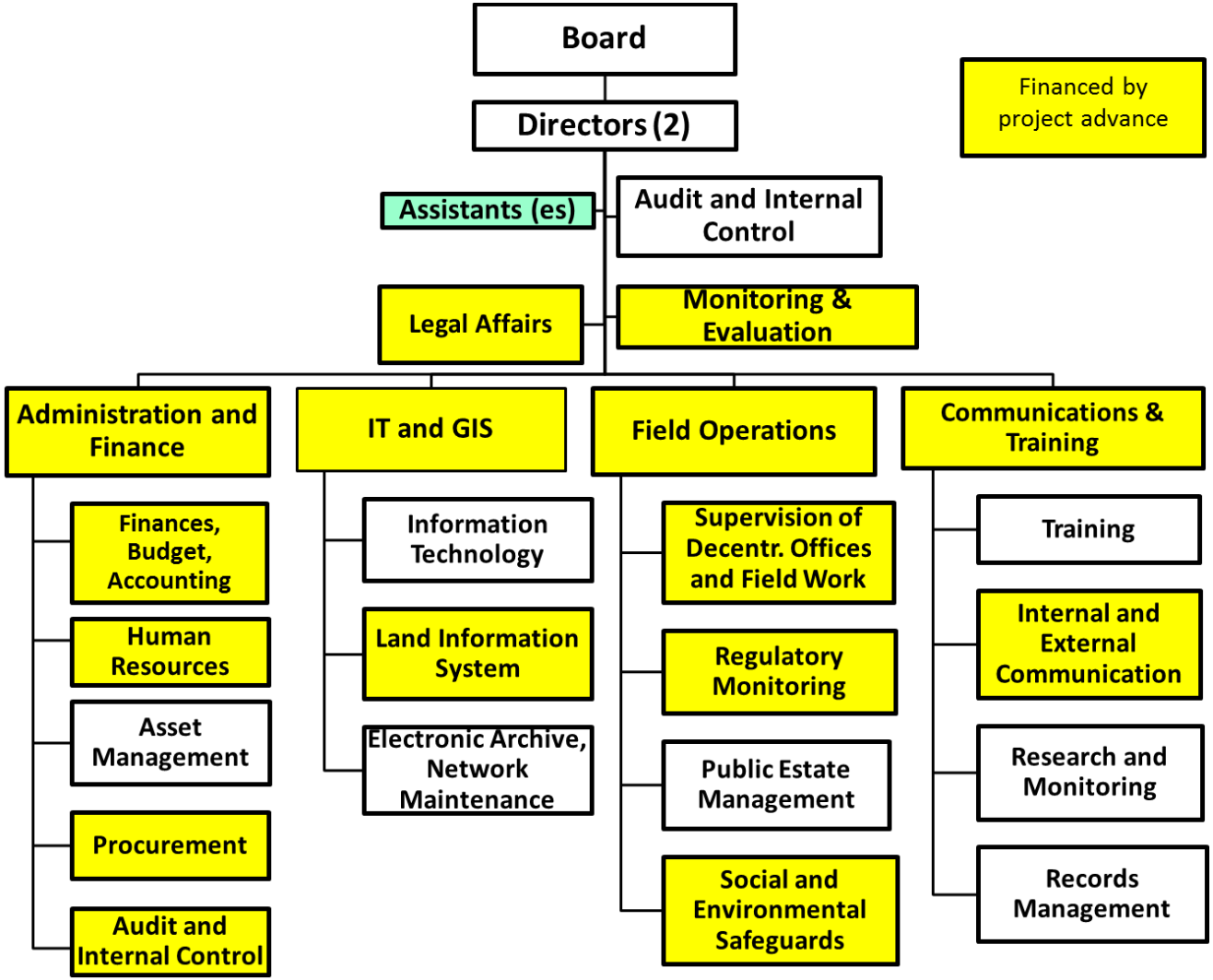


The choice of these project implementation zones was made on the basis of the following principles:

(i) prioritize some areas with relatively higher levels of conflict where interventions are most needed to maintain social cohesion;
(ii) prioritize some low conflict areas where faster implementation progress could be expected;
(iii) select areas that are representative of the different socio-geographic contexts to allow for modifications to the approach according to the diverse social and tenure issues of different regions; and
(iv) prioritize areas where previous results remain unachieved (for example, where village boundary demarcation was completed but without plans for subsequent land certification, where clarification activities are already underway, or where demand for land certification remains unmet).

In addition to these principles, other criteria considered in the selection relate to agricultural activity and short-term economic opportunities, population density and competition for land, poverty level, local demand for land registration, accessibility (to facilitate learning and demonstration), and possible synergies with other on-going projects supporting complementary sectors (agriculture, environment).

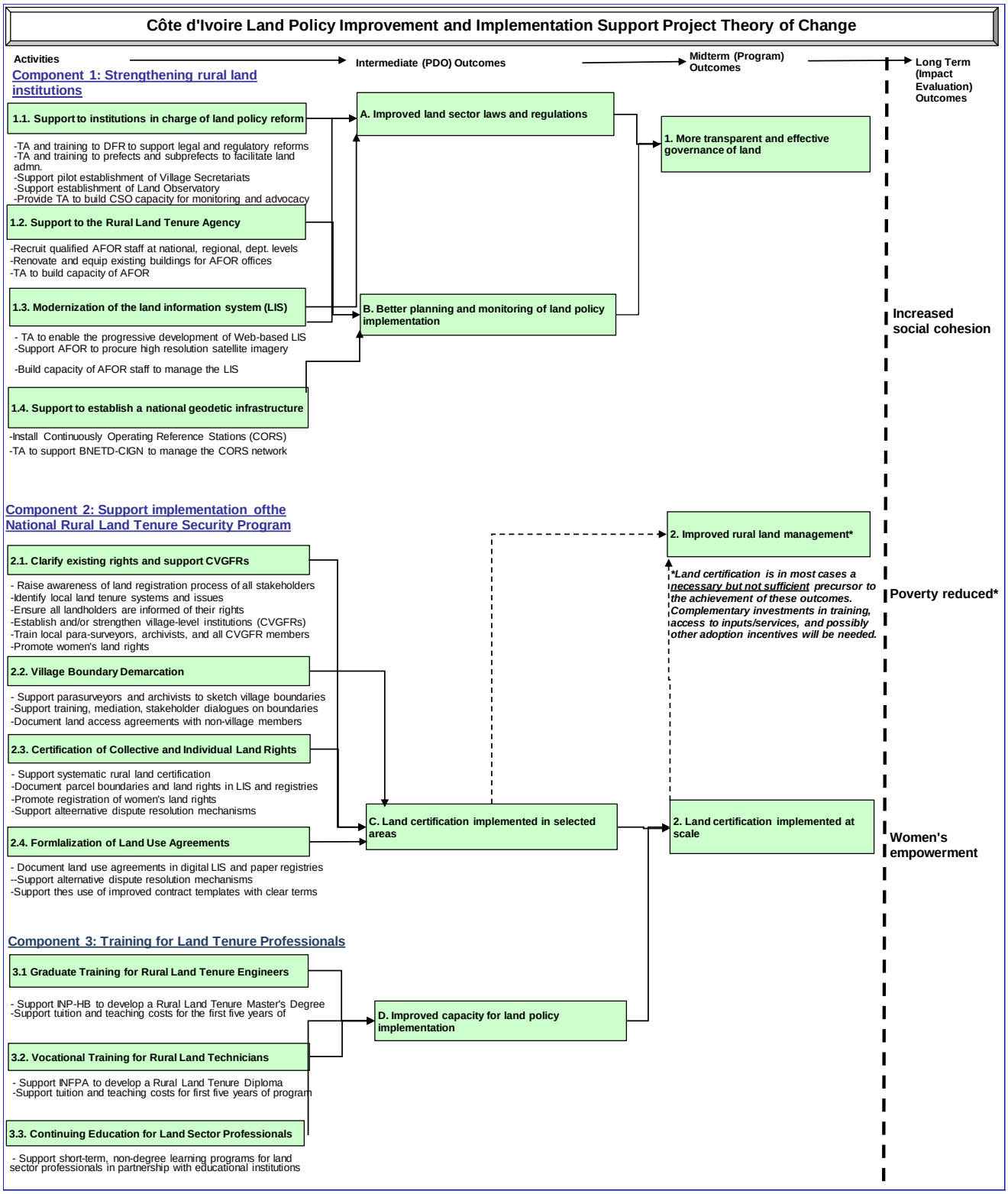
ANNEX 10: PROVISIONAL NATIONAL AFOR ORGANIGRAM



ANNEX 11: TIME LINE FOR KEY AFOR STAFF RECRUITMENT AND COMPLETION OF PREPARATORY STUDIES USING PROJECT ADVANCE

Description	Status of TORs	Planned Procurement Date	Planned Completion Date
Land Registration Operational Procedures and Economic Model Study	No Objection Submitted	February 2018	March 2018
Land Information System Design Study	No Objection Submitted	February 2018	March 2018
Development of Project Implementation Manual (PIM)	Under Development	February 2018	April 2018
Development of M&E System	Under Development	February 2018	May 2018
Development of a Land Training Master Plan	No Objection Submitted	November 2017 (Actual)	February 2018
Key AFOR Personnel Recruitment	No Objection Submitted	December 2017 (Actual)	March 2018

ANNEX 12: PROJECT THEORY OF CHANGE



ANNEX 13: GENDER THEORY OF CHANGE

Results of Analysis to Identify Gender Gaps

1. **Women's access to land remains constrained by their lower levels of legal awareness and conservative customary norms that preclude women from owning land independently of their male relatives.** There are no legal restrictions on women's ability to own or transact in land (*1998 Rural Land Law*), and male and female heirs have equal rights to inheritance (*1964 Inheritance Law)*. The Inheritance Law also requires that, in cases where property cannot be divided, the sole inheritor compensates the other would-be inheritors for their share of the value of the property. During marriage, husbands are responsible for administering marital property (*1964 Law on Marriage*), though spousal consent is required for major transactions. However, a combination of restrictive social norms and women's more limited control over economic assets has prevented women from accessing land. In particular, social norms in areas under customary land tenure require land to be passed through inheritance to male relatives only. Women therefore currently access land through one of three mechanisms: via a male relative (e.g., through their father and later their husband), through a gift, or by purchasing the land. As of 2014, nearly 40% of Village Land Tenure Committees (*Comités Villageois de Gestion Foncière Rurale* – CVGFR) did not include a single female member, and a further 55% included just one or two females among an average of thirteen members. Since these committees are responsible for identifying customary land rights in their village, it is troubling that the certification process, firstly, does not typically include female representation in the committee and, secondly, relies heavily on the committee's interpretation of who holds customary land rights without reference to the gender-neutral succession rights provided for under the Inheritance Law.

Actions to Address Identified Gender Gaps

2. Under Component 1, the project will support targeted awareness-raising as part of the clarification phase of land registration to ensure that women understand their rights under the law and to promote women's land rights. In addition, measures to enable the active engagement of women, migrants, youth, and other vulnerable groups, including as members of the CVGFRs, will be incorporated throughout the land registration process. Under Component 3, the training activities will target at least 30% female beneficiaries.

3. **Sub-component 2.1: Clarify existing rights and support CVGFRs:** The clarification activities will help reduce gender gaps in land rights by (i) raising awareness of the registration process among all stakeholders using gender-sensitive communications methods (for example, organizing separate consultations with women and women's groups at times convenient for women and with child care available) that are tailored to the local socio-cultural and political economy context; (ii) identifying the gender gaps inherent in local land tenure systems and issues that may affect women's land registration; (iii) ensuring that women and other vulnerable groups, such as migrants – are aware of their rights and can participate in the subsequent steps in the land registration process on an informed basis; (iv) establishing and/or strengthening village-level institutions (CVGFRs), including by promoting the inclusion of women as members; and (v) training local para-surveyors and archivists, including women. Additional activities to promote women's land rights, such as gender norms discussions with family members and/or village leaders, will be implemented in at least a subset of project villages as part of a gender-sensitive impact evaluation.

4. **Sub-component 2.3: Certification of Collective and Individual Land Rights:** This sub-component will support the implementation of a low-cost, participatory, and systematic rural land certification process that includes the incorporation of parcel boundaries and land ownership and use rights into a digital LIS, as well as the establishment of paper-based land registry books at the department and village level to record changes to rights in selected areas. Certification will be implemented simultaneously with the formalization of land use agreements (*contractualisation*) (Sub-component 2.4) and will be accompanied

by support for trainings and mediated dialogues among community leaders, prefect(s) and/or sub-prefect(s), and village members. Also, as part of the impact evaluation, financial incentives for property to be registered to legitimate female landholders may be tested in selected villages, for example by offering preferential fees (subsidies) for land certificate applications that include a female.

5. **Component 3 – Training for Land Tenure Professionals:** The overall objective of this component is to help develop the human resources necessary for the implementation of land policy at the national level. To this end, the component will support the development of a Master's degree, technical diploma, and vocational training courses on rural land tenure in partnership with existing training institutions. Special effort will be made to include female trainees, for example by launching recruitment campaigns targeted to women.

Monitoring Indicators to Track Gender Outcomes

6. The project Results Framework includes numerous gender disaggregated indicators (below) to monitor the outcomes of the project activities designed to promote women's land rights through Component 2 and women's participation in training activities for land tenure professionals under Component 3.

7. **Gender disaggregated PDO Indicators**

Target population with land tenure rights (ownership, joint-ownership, collective ownership, leaseholder/usage) recorded as a result of the project (Number, of which female (%)) (core sector indicator);

- Proportion of females among target population with use or ownership rights recorded as a result of the project (target: 30%)

Land parcels with land tenure rights recorded as a result of the project (Number, of which female (%)) (core sector indicator);

- Proportion of females among target population with use or ownership rights recorded as a result of the project (target: 30%)

Land sector professionals trained by the project (Number, of which female (%));

- Proportion of females among target population with use or ownership rights recorded as a result of the project (target: 30%)

Share of target beneficiaries with rating 'Satisfied' or above on land tenure rights registration activities (% overall, % of females) (mandatory citizen engagement indicator)

- Share of female population in targeted villages with rating 'Satisfied' or above (target: 90%).

ANNEX 14: LIST OF INNOVATIONS REQUIRING LEGAL OR REGULATORY REFORM

Innovation	Legal Reform	Regulatory Reform
Establish paper-based district land registries		X
Establish Village Secretariats		TBC
Establish Land Observatory		X
Web-based SIF to record land ownership and use rights		TBC
Development and use of CORS network for surveying		TBC
Define clarification procedures		X
Simplify village boundary demarcation procedures		X
Simplify certification procedures		X
Define land use agreement formalization procedures		X
Use of para-surveyors to survey parcel boundaries	X	X
Relaxation of sub-meter positional accuracy requirement	X	
Use of certain low-cost surveying tools (e.g. satellite imagery)		TBC

ANNEX 15: DRAFT PROCUREMENT PLAN FOR FIRST 18 MONTHS

REPUBLIC OF COTE D'IVOIRE

Union – Discipline – Work

MINISTRY OF AGRICULTURE AND RURAL DEVELOPMENT

National Rural Land Tenure Security Program (PNSFR)

PNSFR SIMPLIFIED PROCUREMENT PLAN FOR THE FIRST 18 MONTHS OF PROJECT IMPLEMENTATION

I. BACKGROUND

1. **Project Information**:

Country: **Côte d'Ivoire**
Borrow: **Government of Côte d'Ivoire**
Project Name: **National Rural Land Tenure Security Program (PNSFR)**
Grant Number:
Project Implementation Unit:

2. Date of approval of the procurement plan:

Original Plan : January 2018

3. Publication Date of the General Procurement Notice: Not Applicable

4. Period covered by the Procurement Plan: 1 January 2018 to 30 June 2019

II. Supply, works and similar services

2.1. Screening thresholds

Contracts to be reviewed by the Bank in accordance with the provisions of Annex 2 of the July 2016 Procurement Guidelines:
New Bank review thresholds developed in December 2012 and proposed to the Government on 5 December 2012, revised in July 2016 and related to the project's risk level.

Expenditure Type	Procurement Method	Contract Threshold Value US$	Contracts subject to prior IDA review
1. Works (including turnkey, supply and mounting of installations and PPPs)	International Call for Bids (ICB)	≥ 10,000,000	All contracts of US$15,000,000 and more
	National Call for Tender (NCB)	< 10,000,000	
	A quotation request - at least 3 quotations	< 200,000	
	Direct Contracting (*)	No threshold	Contracts ≥ 100,000
2. Supplies, Information Systems and Services other than Consulting Services	ICB	≥ 1,000,000	All contracts of US$ 4,000,000 and more
	NCB	< 1,000,000	
	National Supplier Consulting - At least 3 proposals	< 100,000	
	National Supplier Consulting - At least 3 proposals for vehicles and fuel	< 500,000	
	Direct Consulting (*)	No threshold	Contracts ≥ 100,000
(*) Proof of any direct agreement whose estimated cost does not meet the Bank's prior review threshold must be submitted with the PPM			

2- 2. **Pre-qualification**: Bidders for the following contracts must be prequalified in accordance with paragraphs 2.9 and 2.10 of the Guidelines: **N/A**

2- 3. **Procedures for Community-Led Development Components (in relation to paragraph 3.17 of the Guidelines)**: Procurement Procedures Manual.

2- 4. **Reference (if necessary) to the Operational / Procurement Manual:**

2- 5. **Other specific arrangements for the award of contracts: Not Applicable**

2- 6. Markets, Planning and Delivery Method:

No.	Contract Description	Estimated Amount (in US$)	Procurement method	Pre-qualification (yes/no)	National preference (yes/no)	Prior review of the Bank (a priori / a posteriori)	Scheduled date preparation TD or DCR / Technical specification	Scheduled date for the opening of tenders	Comments
WORKS									
1	Recruitment of a company for the rehabilitation of premises, classrooms and meeting rooms	221,000	CFN	NO	NO	A posteriori	03/09/18	24/09/18	Multi-Lot Markets
Works Total		**221,000**							
FURNITURES:									
1	Acquisition of office and classrooms furniture's for DF Observatory and INFPA	146,666	CFN	NO	NO	A posteriori	02 /05/18	21/05/18	
2	Acquisition of office supplies for DFR and Observatory…..	44,666	CFN	NO	NO	A posteriori	02 /05/18	21/05/18	
3	Acquisition of IT equipment for DFR	34,668	CFN	NO	NO	A posteriori	02/05/18	21/05/18	
4	Acquisition of vehicles for Observatory, AFOR, INP-HB, INFPA	403,000	CFN	NO	NO	A posteriori	02/07/18	23/07/18	Multi-Lot Markets

No.	Contract Description	Estimated Amount (in US$)	Procurement method	Pre-qualification (yes/no)	National preference (yes/no)	Prior review of the Bank (a priori / a posteriori)	Scheduled date preparation TD or DCR / Technical specification	Scheduled date for the opening of tenders	Comments
5	Acquisition, installation and training on SIF	1,118,000	ICT	NO	NO	A POSTERIORI	14/01/19	06/03/19	
6	Acquisition of surveying equipment and satellite images	405,000	NCT	NO	NO	A POSTERIORI	02/08/18	11/09/18	
7	Supply and installation of geodetic infrastructures	2,033,000	NCT	NO	NO	A posteriori	16/07/18	05/09/18	
8	Acquisition of geodetic equipment	110,000	NCT	NO	NO	A posteriori	04/06/18	10/07/18	
9	Acquisition of mapping software	96,000	CFN	NO	NO	A posteriori	25/06/18	16/07/18	
10	Acquisition of laboratory equipment	100,000	NCT	NO	NO	A posteriori	24/08/18	02/10/18	
11	Acquisition of survey equipment	200,000	NCT	NO	NO	A posteriori	13/06/18	19/07/18	
SIMILAR SERVICES									

No.	Contract Description	Estimated Amount (in US$)	Procurement method	Pre-qualification (yes/no)	National preference (yes/no)	Prior review of the Bank (a priori / a posteriori)	Scheduled date preparation TD or DCR / Technical specification	Scheduled date for the opening of tenders	Comments
1	Contract with an Internet Service Provider	6,000	CFN	NO	NO	A posteriori	1/03/18	21/03/18	
Total – Supplies and similar services		**4,699,000**							

Quotation Request (QR)

I. SELECTION OF CONSULTANTS

III. Selection of Consultants

3.1. Screening threshold

Contracts that will be subject to prior review by the Bank in accordance with the provisions of ANNEX 1 of the January 2011 Guidelines for the Selection and Use of Consultants revised in July 2014:

Expenditure Category	Procurement Method	Contract Threshold Value	Contracts Subject to Prior Review
		US$	
Consultants Firms	QCBS[46], QBS[47], LCS[48], FBS[49],	≥ 300,000	Any contract of US$ 2,000,000 or more
	QCBS, QBS, LCS, FBS, QC[52]	< 300,000	
	Direct Contracting (*)	No threshold	Contract ≥ 100,000 And financial audit
Individual Consultant	Individual consultant (REI)	≥ 100,000	Any contract of US$400,000 or more
	Individual consultant (3 CV)	< 100,000	
	Direct Contracting (*)	No threshold	Contract ≥ 100,000 And permanent project staff
All ToRs, regardless of the value of the contract, shall be subject to prior review. (*)Evidence of any direct selection that is estimated to cost less than the Bank's prior review threshold must be submitted with the PPM.			

3.2. Short list composed entirely of National Consultants:

Shortlist of consultants for the provision of services, estimated at less than US$ 300,000 or equivalent per contract, may be composed entirely of National Consultants in accordance with the provisions of Section 2.7 of the Selection and Employment Guidelines for Consultants

2- 3. Other specific arrangements for selection:

- Early contract award and retroactive financing **applicable**.

46 QCBS: Quality and Cost Based Selection
47 QBS : Quality-based selection
48 LCS: Least-Cost Selection
49 FBS: Fixed-Budget Selection
52 QS: Consultants Qualification-based Selection
IC: Individual Consultant: REI (Request for Expression of Interest)

2- 4. Contracts, Planning and Delivery Method:

No	Contract Description	Estimated Amount (in US $)	Procurement method	Pre-qualification (yes/no)	National preference (yes / no)	Prior review of the Bank (a priori / a posteriori)	Scheduled date preparation PD or ToR	Scheduled date for the opening of tenders	Comments
1	Recruitment of a company for land security work	9,525,671	SFQ	NO	NO	A posteriori	1er /10/18	06/11/18	Multi-Lot Markets
2	Recruitment of International Consultants	**168,000**	IC (REI)	NO	NO	A posteriori	7/05/18	29/05/18	
3	Recruitment of a National Consultant	**80,000**	IC (3CV)	NO	NO	A posteriori	7/05/18	29/05/18	
4	Recruitment of a consultant for the preparation of the 10-year land sector strategic plan	**100,000**	IC (REI)	NO	NO	A posteriori	12/06/18	9/07/18	
5	Recruitment of a consultant for vocational training for the benefit of the DFR	**84,000**	IC (3CV)	NO	NO	A posteriori	17/12/18	09/01/19	
6	Recruitment of a consultant in charge of Audit and Internal Control	**65,448**	IC	NO	NO	A priori	N/A	N/A	
7	Recruitment of a specialist consultant in Finance, Budget and Accounting	**65,448**	IC	NO	NO	A priori	N/A	N/A	
8	Recruitment of Human Resource Specialist	**55,638**	IC	NO	NO	A priori	N/A	N/A	

No	Contract Description	Estimated Amount (in US $)	Procurement method	Pre-qualification (yes/no)	National preference (yes / no)	Prior review of the Bank (a priori / a posteriori)	Scheduled date preparation PD or ToR	Scheduled date for the opening of tenders	Comments
9	Recruitment of a specialist consultant in work programming and supervision of deconcentrated services	**55,638**	IC	NO	NO	A priori	N/A	N/A	
10	Recruitment of a specialist IT and Geographical Systems Consultant	**65,448**	IC	NO	NO	A priori	N/A	N/A	
11	Recruitment of an internal and external communication consultant	**65,448**	IC	NO	NO	A priori	N/A	N/A	
12	Recruitement of a procurement consultant	**55,638**	IC	NO	NO	A priori	N/A	N/A	
13	Recruitment of a Consultant Specialist in Audit of Administrative Draft Projects	**65,448**	IC	NO	NO	A priori	N/A	N/A	
14	Recruitment of an Environment and Social Safeguard Consultant	**55,638**	IC	NO	NO	A priori	N/A	N/A	
15	Recruitment of a consultant in charge of Legal Affairs and Litigation	**65,448**	IC	NO	NO	A priori	N/A	N/A	

No	Contract Description	Estimated Amount (in US $)	Procurement method	Pre-qualification (yes/no)	National preference (yes / no)	Prior review of the Bank (a priori / a posteriori)	Scheduled date preparation PD or ToR	Scheduled date for the opening of tenders	Comments
16	Recruitment of a consultant specialized in Administrative and Financial Affairs	**65,448**	IC	NO	NO	A priori	N/A	N/A	
17	Recruitment of a Land Information System Consultant	**55,638**	IC	NO	NO	A priori	N/A	N/A	
18	Recruitment of a Training, Information and Communication Consultant	**65,448**	IC	NO	NO	A priori	N/A	N/A	
19	Recruitment of a Monitoring and Evaluation Consultant	**65,448**	IC	NO	NO	A priori	N/A	N/A	
20	Recruitment of a Technical Operations Consultant	**65,448**	IC	NO	NO	A priori	N/A	N/A	
21	Selection of a consultant responsible for setting up the SIF	**1,203,000**	QCBS	NO	NO	A posteriori	14/06/18	06/09/18	
22	Selection of a curriculum development consultant	**20,000**	CI (3CV)	NO	NO	A posteriori	04/06/18	25/06/18	
23	Selection of a project audit firm	**30,000**	LCS	NO	NO	A posteriori	25/06/18	16/08/18	

No	Contract Description	Estimated Amount (in US $)	Procurement method	Pre-qualification (yes/no)	National preference (yes / no)	Prior review of the Bank (a priori / a posteriori)	Scheduled date preparation PD or ToR	Scheduled date for the opening of tenders	Comments
	TOTAL – Consultants' Services	**12,143,341**							
	Exchange rate : US$**1 = CFAF 500**								

CONVENTIONS							
No.	**Comp.**	**Mission Description in the form of a convention**	**Estimated Cost (US$)**	**Selection Method**	**PREAL/A POST**	**Planned Date**	**Comments**
1	Comp. 3	Convention with INP	1,447,000	ED	A priori	18/07/18	
2	Comp. 3	Convention with INFPA	2,300,000	ED	A priori	18/07/18	
SUB-TOTAL CONVENTIONS			**3,747,000**				

5. Financing by category

Order No.	Category	Amount in US$
1	Works	**9,746,671**
2	Supply	4,699,000
3	Consultant	15,890,341
General Total:		**22,142,341**