



1. Project Data

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|---------------------------------|---|
| Project ID P157206 | Project Name Land Policy Implementation Project |
| Country Cote d'Ivoire | Practice Area(Lead) Urban, Resilience and Land |

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|-------------------------|--------------------------------|--|
| L/C/TF Number(s) | Closing Date (Original) | Total Project Cost (USD) 46,409,146.08 |
|-------------------------|--------------------------------|--|

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|--|------------------------------|
| Bank Approval Date 28-Mar-2018 | Closing Date (Actual) |
|--|------------------------------|

| | IBRD/IDA (USD) | Grants (USD) |
|---------------------|-----------------------|---------------------|
| Original Commitment | 0.00 | 0.00 |
| Revised Commitment | 0.00 | 0.00 |
| Actual | 0.00 | 0.00 |

| | | | |
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2. Project Objectives and Components

a. Objectives

The Project Development Objective (PDO) as stated in the Financing Agreement (Schedule 1, page 5) and in the Project Appraisal Document (PAD, page 21):

1. To build the capacities and institutions necessary to support the implementation of the National Rural Land Tenure Security Program; and



2. To register customary land rights in selected rural areas.

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

No

c. Will a split evaluation be undertaken?

No

d. Components

There were four components (PAD, pages 17 - 22).

1. Strengthening Rural Land Institutions. The estimated cost at appraisal was US\$18.2 million. The actual cost was US\$19.6 million. This component aimed to build the capacity of institutions charged with implementing the Land Policy and the 1998 Land Law and establishing a viable Land Information System and geodetic network. There were five sub-components:

a. Support to land policy institutions. Activities in this subcomponent: (i) technical assistance (TA), small-scale infrastructure and equipment for capacity building of the national and local institutions in charge of implementing the 2017 Land Policy and regulatory reforms for simplifying the existing registration procedures and introducing cost-effective systematic procedures; (ii) TA to clarify the rights conferred by group and individual land certificates and land use contracts; (iii) TA to ensure that the registration procedures are compatible and fed into a single rural Land Information System; (iv) TA for monitoring implementing the Land policy through a national M&E system; (v) training prefects and sub-prefects in rural land administration; (vi) support for building a small office building and basic equipment; (viii) support for establishing a Land Observatory to conduct research on implementing land policy; and (ix) capacity building of civil society organizations (CSOs) involved in the sector.

b. Support to the Rural Land Tenure Agency. Activities in this sub-component: (i) recruiting qualified Rural Land Agency (AFOR) staff in the national office, regions and departments; (ii) renovating existing buildings and office equipment for regional and department-level AFOR for implementing local land registries at the department level; (iii) support for developing a National Rural Land Security Program (PNSFR) implementation plan; and (iv) capacity building of AFOR.

c. Modernization of the Land Information System. This component planned to develop a modern Web-based information system (SIF) to record the boundaries, land ownership and use rights of parcel within the National Land Domain. Activities included training AFOR staff on using the system.

D. Support to establish a national geodetic infrastructure. Activities in this component; (i) installing Continuously Operating Reference Stations infrastructure and equipment to establish the geodetic infrastructure for accurate and economically feasible Global Navigation Satellite System (GNSS); and (ii) TA to the National Bureau of Technical and Development Studies of the Geographic and Digital Information Center.

2. Support Implementation of the National Rural Land Tenure Security Program. The estimated cost at appraisal was US\$23.3 million. The actual cost was US\$28.8 million. This component planned to develop a streamlined registration process for providing each landowner/user with a formal document that recognized



their customary land rights: Activities in this component: (i) introducing innovative practices to the formal land registration process for safeguarding the rights of all land holders (including migrants and women); (ii) raising awareness of the process using gender-sensitive communication methods; (iii) supporting a simplified approach to village boundary demarcation using a participatory approach; (iv) support for implementing a systematic rural land registration process that incorporates parcel boundaries, land ownership and user rights into a digital Land Information System (LIS); and (v) support for recording the existing written land sharing agreements in paper-based village department-level registries and the digital LIS.

3. Training for Land Tenure Professionals. The estimated cost at appraisal was US\$8.4 million. The actual cost was US\$3.3 million. This component aimed at supporting the development of human resources for implementing national land policy: Activities in this component: (i) TA to the Graduate School of Agronomy (ESA) for establishing a multidisciplinary Rural Land Tenure Master's Degree program; (ii) TA to the National Institute of Agricultural Vocational Training to develop a one-year multidisciplinary Rural Land Tenure Diploma Program for preparing graduates to serve as field technicians for land registration operations; and (iii) support for developing non-degree learning opportunities for land sector professionals, such as civil society organization (CSO) representatives and magistrates.

4. Program Coordination, Monitoring and Knowledge Management. The estimated cost at appraisal was US\$4.0 million. The actual cost was US\$5.1 million. This component planned to finance AFOR's investment and recurrent costs of project preparation, management and audits, fiduciary management, safeguards compliance and monitoring and evaluation.

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

Project cost. The estimated cost at appraisal was US\$54.0 million. The actual cost was US\$46.4 million.

Financing. The Project was financed by an International Development Association (IDA) Credit of US\$50.00 million. The amount disbursed was US\$46.4 million.

Counterpart funding. Counterpart funding of US\$4.00 million was planned at appraisal. Their actual contribution was more than planned at US\$7.6 million (ICR, para 53).

Dates. The project was approved on March 28, 2018, became effective on August 16, 2018 and was to close on September 1, 2023. The Mid-Term Review (MTR) was held on June 1, 2021. The project closed on June 30, 2024.

Changes. There were three level 2 restructurings.

The following changes were made with **the first restructuring was on May 12, 2022:**

- As the original targets were based on secondary data, some PDO indicators were updated to reflect field realities. The targets were modified due to the higher than estimated demand for individual (versus collective) land certificates and lower than expected demand for the newly created Land Use Contracts (LUC).
- Seven PDO sub-indicators were added to closely monitor the outcomes for female beneficiaries.



The project closing date was extended by ten months to June 30, 2024, at government request, for completing the ongoing activities through **the second restructuring on June 13, 2023**.

The following change was made **with the third restructuring on January 12, 2024**.

- The results framework was modified to include additional intermediate indicators.

Split rating. This review is not based on the split rating methodology, since none of the restructurings made significant changes to the scope, ambition, or beneficiary impact of the project.

3. Relevance of Objectives

Rationale

Country and sector context. Despite economic achievements before appraisal, poverty in rural areas remained an issue. The Government enacted a Rural Land Law in 1998 to register customary rural land ownership rights. The implementation of this law was complicated by the complex registration process and inadequate institutional arrangements. The process which required over 20 manual steps across various institutions was costly. The land information system relied on outdated technologies and the Village Land Tenure Committees (CVGFR) were inadequately trained for adjudicating land rights. Rural land rights remained unclear. There was no provision to recognize the land rights of migrant farmers. Only 5,671 land certificates were issued from 1998 to 2018, out of 1.5 million rural plots. Although Cote d'Ivoire had no legal restrictions on women's ability to own land and female heirs had equal rights to inheritance, restrictive social norms and women's limited control over economic assets restricted them from owning land independently.

Government strategy at appraisal. The National Development Plan for 2016 -2020, articulated the need for achieving strong and inclusive growth through structural transformation. The plan noted that for achieving this goal, the Government had to address the underlying drivers of conflict and provide an enabling environment for agriculture-led growth through reforming the land sector.

Current Government strategy. The objectives of securing rural land tenure and strengthening the institutional framework, sector governance and business enabling environment remain highly relevant to the Government's National Agriculture Investment Program (NAIP). Project investments in land registration and village boundary demarcation, including along boundaries with classified forests and protected areas, were directly relevant to Cote d'Ivoire's 2019 Forestry Strategy. Finally, the PDO was consistent with the WB Western and Central Africa Region Priorities (2021 -2025) of investments in land registration.

World Bank (WB) strategy at appraisal. The WB's 2015 Systematic Country Diagnostic (SCD) identified land reform as a key prerequisite for progress in all areas aimed at fostering sustainable and inclusive growth and gender equity. The Country Partnership Framework (CPF) for 2016-2019 highlighted land rights as necessary for agricultural sector modernization. The CPF also highlighted the need for clear land rights and informed land transactions for private sector led growth. The project was directly relevant to Objective 4 of Focus Area One: *accelerating sustainable private sector-led growth*.

Current WB strategy. The PDO continues to be aligned with the Bank's current CPF for 2023 - 2027. The CPF reiterated the need for promoting private investment for economic transformation through investments



in registering customary land rights in selected areas, strengthening land registration institutions and building land sector capacity.

Project scope. This project represented the first stage in a planned series of two operations of the second generation of the National Agricultural Investment Program, aimed at land tenure security in selected rural areas. The first phase of the operation was to lay the foundation for future investments by strengthening land registration institutions, develop professional capacities and digital technologies and pilot simplified procedures and the second stage was to support nationwide land registration.

Relevance of the PDO. The project was expected to benefit the rural population with secure land tenure and provide public and private sector professionals with the skills needed to support rural land administration. In the longer term, over the course of the two-phased program, citizens, private investors and the country were expected to benefit from secure land tenure rights, which would help in providing an enabling environment for private sector investments in agriculture.

The PDO responded to a critical development challenge in the country context and was well-aligned with the Government strategy and the current Bank strategy for Cote d'Ivoire. The PDO was pitched at an appropriate level. Therefore, the relevance of PDO is rated as High.

Rating

High

4. Achievement of Objectives (Efficacy)

OBJECTIVE 1

Objective

To build the capacities and institutions necessary to support the implementation of the National Rural Land Tenure Security Program.

Rationale

Theory of change. The project activities aimed to strengthen the capacities of rural land institutions. The outputs of activities such as capacity building of institutions in charge of land policy reform (including the Rural Land Tenure agency), modernizing the land information system through developing a Web-based Land Information System and supporting the establishment of a national geodetic framework, were likely to help in improving implementation of land sector laws and regulations. The outputs of activities such as developing a Rural Land Tenure Master's Degree Program, a Land Tenure Diploma and vocational training for land technicians, were likely to aid in implementing land registration and certification at scale. The causal links between project activities, outputs and the intended outcomes were logical. The intended outcomes were monitorable.

Outputs.



- The project aided in recruiting 93.5% of the staff of the Rural Land Agency (AFOR), slightly short of the target of 95%. The delivery time for providing Land Certificates (LCs) decreased by 63% from two years to nine months and cost of delivering LCs decreased by 53%.
- 68% of land certificates (LCs) were recorded in the digital Land Information System (SIF), short of the target of 80%.
- 608 of land use contracts were recorded in the Land Information System, significantly short of the target of 85,440. The ICR notes that this shortfall was due to: (i) longer than expected LIS development process: and (ii) prioritizing delivery of new contracts as compared to scanning of historical land use contracts. The ICR noted that before this project, the LC application required 31 paper forms. When the project closed, the new LC applications were digitized.
- The project aided in supporting 83% of the local land institutions with physical land registry books, exceeding the target of 80%. The ICR noted that the paper registry books are important tools for recording land transactions at the village level with limited internet access.
- 100% of the land certificates delivered by the project were attached to the new national geodetic network, exceeding the target of 80%.
- 30 policy workshops on rural land tenure were provided under the project, exceeding the target of 20. 11, 259 land sector professionals were trained under the project, exceeding the target of 10, 616.
- 24 masters level classes were provided for land sector professionals under the project, exceeding the target of 20.

Outcomes. The outputs described above were expected to contribute to these outcomes: (i) increase the number of Village Land Tenure Committees (CVGFR) established/reestablished under the project: and (ii) the number of land sector professionals trained by the project.

- 377 Village Land Tenure Committees were established/reestablished across the six regions supported by the project, slightly short of the target of 400. The Impact Evaluation (IE) indicated that the share of villages whose CVGFR received support from the government was 37% higher in the sub-prefectures supported by the project, while the share of delimited villages was 27 percentage points higher. This suggests that the project enabled the AFOR and CVGFRs to more effectively deliver village land delimitation.
- 11, 259 land sector professionals were trained by the project, exceeding the target of 10, 616.

Efficacy of this PDO is rated as substantial with moderate shortcomings, as the outcomes were realized for the most part except for the indicator on land use contracts recorded in the Land Information System.

Rating
Substantial

OBJECTIVE 2

Objective

To register customary land rights in selected rural areas.

Rationale



Theory of change. The project activities aimed to register customary land rights in selected rural areas. The outputs of technical assistance activities such as clarifying the existing rights of stakeholders through raising awareness of the land registration process, capacity building of Village Land Tenure Committees (CVGFRs), training archivists to sketch village boundaries for village boundary demarcation, support for certifying collective and individual land rights and formalizing land use agreements, were likely to help in implementation of land certification in selected rural areas. The causal links between project activities, outputs and the intended outcomes were logical. The intended outcomes were monitorable.

Outputs.

- 51, 265 land parcels with use or ownership rights were recorded, as compared to the target of 53, 400. The Impact Evaluation (IE) noted that beneficiary households reported a 71% increase in their number of LCs over the control mean.
- 36% of land parcels with ownership rights in the name of one or more females, exceeding the target of 30%. The IE results confirmed that the project had a significant but small (one percentage point) increase in women's ownership and a significant 55 percentage point decrease in their five year risk of land loss.
- The IE reported that the project aided in reducing landowner-land user conflicts by 8.5 percentage points as compared to the control group.

Outcomes. The outputs described above, were expected to contribute to the following outcomes: (i) target population with use or ownership rights recorded as a result of the project; (ii) Land parcels with use or ownership rights recorded as a result of the project; and (iii) Share of population in targeted villages with a satisfactory rating.

- 145, 452 people had ownership rights recorded as a result of the project, short of the revised target of 158,587.
- 51, 265 land parcels with ownership rights were recorded as a result of the project, slightly short of the target of 53,400.
- 99% of the population (including 99% women and 99% men) in the targeted villages expressed satisfaction with the land registration process, exceeding the target of 90%.

Efficacy of this PDO is rated as substantial, given that most of the outcomes were realized.

Rating

Substantial

OVERALL EFFICACY

Rationale

Overall efficacy is rated as substantial, given that the outcomes of both the PDOs, were realized.



Overall Efficacy Rating

Substantial

5. Efficiency

Economic analysis. A cost-benefit analysis was conducted both at appraisal and at closure. The economic benefits of the project were assumed to come from improvement in land yields, because landholders with formally registered rights can shift from investments in establishing or protecting their rights (for example, land clearing or land dispute resolution) to more sustainable and productivity-enhancing investments (such as tree planting and adopting more perennial crops).

The Net Present Value (NPV) at 10% discount rate at appraisal was estimated at US\$97.34 million, as compared to the NPV of US\$104.4 million at project closure. The ex post Economic Internal Rate of Return (EIRR) was 35.3% as compared to the ex-ante EIRR of 34% and the Cost-Benefit Ratio at project closure was 3.5 as compared to the Cost-Benefit ratio of 3.08 at appraisal.

An estimation of the project impact on social cohesion showed important return on investment. According to the 2018 United Nations - WB Joint report Pathways to Peace, peacebuilding activities generate two types of benefits: (i) cost savings due to prevention activities (financial gain) and (ii) avoidance of economic losses due to conflict mitigation through peacebuilding activities (economic gain). The Project, by resolving land disputes and contributing to tenure security, had a direct impact on peacebuilding and social cohesion. Using the evidence generated by the project, the cost benefit were estimated. The financial savings and economic gains due to the project amounted to a NPV of US\$309.9 million, with the EIRR reaching 82%.

Administrative Issues during implementation. There were no cost overruns and the project closed with an extension of only ten months of the originally scheduled closing date, despite the delays experience in the wake of the COVID-19 pandemic.

Overall efficiency is rated as substantial, in view of the economic justification for the project.

Efficiency Rating

Substantial

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

| | Rate Available? | Point value (%) | *Coverage/Scope (%) |
|--------------|-----------------|-----------------|--|
| Appraisal | ✓ | 35.30 | 0 <input type="checkbox"/> Not Applicable |
| ICR Estimate | ✓ | 34.00 | 0 <input type="checkbox"/> Not Applicable |



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

6. Outcome

The relevance of the PDO is rated as High, as the project responded to a critical development challenge in the country context and the PDO is well-aligned with the Government and the current Bank strategy. Overall efficacy is rated as substantial, as most of the outcomes were realized. Efficiency is rated as Substantial, given the economic justification for the project. Taking these ratings into account, outcome is rated as Satisfactory.

a. Outcome Rating

Satisfactory

7. Risk to Development Outcome

Government commitment/ ownership. The ICR (para 68) noted that the risk to development outcome is low as the government adopted key reforms. The government paid over 75% of the costs for AFOR's full time headquarters staff and 63 decentralized staff by providing more than planned counterpart funding for the project. Further, the Government is expected to provide US\$40.00 million for the ongoing Bank-financed land administration project aimed at land registration nationally.

Technical risk. The ICR noted that the project procured technology, including a web based LIS with digitized LCs and digital applications for LC delivery and quality control is further expected to increase efficiency of land administration.

8. Assessment of Bank Performance

a. Quality-at-Entry

The project's analytical base was robust and based on the WB's 2015 Systematic Country Diagnostic (SCD). The Bank prepared this project based on lessons from previous Bank-financed projects in Cote d'Ivoire and the region. Lessons incorporated included: (i) Since rural land tenure in Cote d'Ivoire is largely governed by customary practices that varied across the country, the Bank prepared this project based on participatory land registration process using simple and affordable technology to local landholders; (ii) The design supported development of a systematic land registration process that used best practice for cost effective digital technologies for mapping and registering land rights; (iii) Given that women and migrants faced difficulties in acquiring land rights, the design included targeted citizen engagement and communication activities to raise awareness among women and migrants; and (iv) Given that land policy measures had stalled regionally due to limited implementation capacity, the design included substantial training activities) to build a new generation of professionals from technicians to engineers.



The Bank prepared this project in collaboration with other development partners (the European Union (EU), the French Development Agency (AFD) and the African Development Bank (AfDB) financing complementary activities. The design included a Project Preparatory Advance (PPA) for financing preparatory studies before project effectiveness.

The project was implemented by a single implementing agency - the Rural Land Agency (AFOR) - that was responsible for the entire land registration process. This arrangement was as compared to having a stand-alone Project Implementation Unit (PIU) that was disconnected from the government program. This arrangement proved to be adequate for implementing the project.

The preparation team identified several risks at appraisal including High risks with macroeconomic environment, technical design, weak implementation capacity and substantial risks with governance, environmental and social risk and stakeholder risk. The design incorporated several mitigation measures. Even with mitigation measures, the overall project risk was rated as High at appraisal (PAD, para 50). The mitigation measures were adequate, as project performance was not undermined with the risks identified at appraisal. The arrangements made at appraisal for safeguards and fiduciary compliance were appropriate (discussed in section 10).

Bank performance at Quality-at-Entry is rated as satisfactory.

Quality-at-Entry Rating

Satisfactory

b. Quality of supervision

Fourteen ISRs were filed over an implementation period of seven years (implying on average twice a year supervision missions) during the project lifetime of seven years. There was continuity of leadership, with two task leaders (TTLs) from appraisal to closing (one of the TTL led the preceding analytics. The supervision team provided proactive support for supporting the critical reforms. The support provided by the team aided in M&E, safeguards and fiduciary compliance. The Bank responded to the realities on the ground, by restructuring the project when needed.

Bank supervision is rated as satisfactory.

Overall Bank performance is rated as satisfactory.

Quality of Supervision Rating

Satisfactory

Overall Bank Performance Rating

Satisfactory



9. M&E Design, Implementation, & Utilization

a. M&E Design

The theory of change was clear and the key outcome indicators were appropriate for monitoring project performance (discussed in section four). The key outcome indicators were appropriately gender-disaggregated, with measurement methodologies that captured the Project's key results. The project envisioned an Impact Evaluation (IE) with randomized control to measure the outcomes that could be attributed to the project. The Rural Land Agency was overall in charge of M&E. The WB's Gender Innovation Laboratory was responsible for designing and implementing an Impact Evaluation of the land registration activities (component two activities).

b. M&E Implementation

The ICR (para 57) noted that the M&E reports were delivered in a timely fashion to inform the six-monthly mission reviews. The WB supervision team provided feedback of the M&E reports to improve project monitoring. In close coordination with the WB, AFOR managed the baseline and midline survey implementation for the IE.

The ICR (para 57) noted that the PDO targets could have been further revised to better align realities on the ground.

c. M&E Utilization

The M&E data was used for identifying and addressing implementation bottlenecks and making timely course corrections.

Overall M&E is rated as substantial.

M&E Quality Rating

Substantial

10. Other Issues

a. Safeguards

The project was classified as a Category A (full assessment) project under the WB safeguard policies. Three safeguard policies were triggered at appraisal (PAD, page 4): Environmental Assessment (OP/BP 4.01); Physical Cultural Resources (OP/BP 4.11); and Involuntary Resettlement (OP/BP 4.12)

Environmental Assessment, Physical Cultural Resources and Involuntary Resettlement. The adverse environmental effects were expected to be minor and reversible. The safeguards on Physical Cultural Resources was triggered to address "chance finds". An Environmental and Social Management Framework



(ESMF) and a Resettlement Policy Framework (RPF) was prepared and publicly disclosed at appraisal to address the issues pertaining to the safeguards triggered at appraisal.

The ICR (para 62) noted that safeguards compliance was sound throughout the project. The Project notified all incidents and accidents to the WB within the required timeline and these were resolved before the project closed. The Grievance Redress Mechanism (GRM) was functional. Of the 169 outstanding complaints at closing, 138 pertained to the northern highway public utility declaration and are expected to be resolved following clarification that it precludes only titling not certification.

b. Fiduciary Compliance

Financial Management (FM). The Bank conducted a FM assessment at appraisal. The FM risk was rated as substantial at appraisal, given that AFOR had only two staff. The ICR (para 64) noted that the Project complied with the Project's FM manual. Good quality interim reports were submitted in a timely fashion. The audits were unqualified. The FM rating was Satisfactory at project closing.

Procurement Management. The Bank conducted a procurement assessment at appraisal. AFOR procurement specialists were acquainted with WB procedures and were further trained during implementation. The ICR (para 63) noted that procurement compliance was strong. There were no reported case of mis-procurement. The procurement rating was Satisfactory at project closing.

c. Unintended impacts (Positive or Negative)

There were no unintended impacts.

d. Other

11. Ratings

| Ratings | ICR | IEG | Reason for Disagreements/Comment |
|------------------|--------------|--------------|----------------------------------|
| Outcome | Satisfactory | Satisfactory | |
| Bank Performance | Satisfactory | Satisfactory | |
| Quality of M&E | Substantial | Substantial | |
| Quality of ICR | --- | Substantial | |

12. Lessons



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

1. Sustained high level commitment and support from the WB and the government may raise the potential for success in land administration projects. This project was designed as the first in a series of projects to implement the Government's reform agenda by concurrently establishing the institutional, capacity, legal, procedural and technological foundation for nationwide land registration. The project benefitted greatly from consistent and high level backing from the WB and the Government.

2. Investment in Impact Evaluation analysis may help in demonstrating early results in land administration projects. Broader impacts, such as increased investment, productivity and access to finance in land administration projects, take time to materialize following land registration and may depend on complementary reforms. However, the additional time, funding and coordination invested in implementing the Impact Evaluation may be worthwhile for demonstrating early results.

3. Digitization and streamlining of rural land registration procedures may raise the potential for success in land administration projects. A digital and systematic approach to land registration in this project, supported by counterpart financing, allowed the Project to significantly accelerate delivery of land certificates.

13. Assessment Recommended?

No

14. Comments on Quality of ICR

The ICR is clear and well-written. The theory of change provided in the text articulates the clear causal links between activities (inputs), outputs and intended outcomes. The quality of evidence provided in the text (including the findings of the Impact Evaluation) is adequate for assessing project performance.

Overall, the quality of the ICR is rated as Substantial.

a. Quality of ICR Rating Substantial

