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Report No: PAD00007

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROGRAM APPRAISAL DOCUMENT

ON A

PROPOSED CREDIT

IN THE AMOUNT OF EUR 188.6 MILLION  
(US\$200.0 MILLION EQUIVALENT)

TO THE

REPUBLIC OF CÔTE D'IVOIRE

FOR A

RURAL LAND TENURE MANAGEMENT STRENGTHENING PROGRAM

October 27, 2023

Urban, Resilience, and Land Global Practice  
Western and Central Africa Region

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## CURRENCY EQUIVALENTS

(Exchange Rate Effective September 30, 2023)

Currency Unit =      EURO (EUR);  
                                  CFA Franc (CFAF)

US\$1.00 =    EUR 0.943

US\$1 =    CFAF 598

## FISCAL YEAR

January 1 - December 31

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## ABBREVIATIONS AND ACRONYMS

AFD	<i>Agence Française de Développement</i> (French Development Agency)
AfDB	African Development Bank
AFOR	<i>Agence Foncière Rurale</i> (Rural Land Agency)
ANDE	<i>Agence Nationale de l'Environnement</i> (National Environment Agency)
BCEAO	<i>Banque Centrale des États de l'Afrique de l'Ouest</i> (Central Bank of West African States)
BFR	<i>Bureaux Fonciers Ruraux</i> (Village Land Offices)
BFSP	<i>Bureaux Fonciers Sous-Préfectoraux</i> (Sub-Prefectoral Land Offices)
BNETD-CIGN	<i>Bureau National d'Études Techniques et de Développement</i> (National Bureau of Technical and Development Studies) - <i>Centre d'Information Géographique et Numérique</i> (Geographic and Digital Information Center)
C2D	<i>Contrat Désendettement Développement</i> , C2D (Debt Reduction-Development Contract)
CBA	Cost Benefit Analysis
CCDR	Country Climate and Development Report
CF	<i>Certificat Foncier</i> (Land Certificate)
CORS	Continuously Operating Reference Stations
CPAR	Country Procurement Assessment Report
CSPGFR	<i>Comité Sous-Préfectoral de Gestion Foncière Rurale</i> (Sub-Prefectural Rural Land Management Committee)
CVGFR	<i>Comité Villageois de Gestion Foncière Rurale</i> (Village Land Tenure Committee)
DA	Dedi Account
DAF	Directorate of Administration and Finance
DDPD	Directorate of Public Debt and Grants ( <i>Direction de la dette publique et des dons</i> , DDPD)
DFR	<i>Direction du Foncier Rural</i> (Directorate of Rural Land Tenure)
DG	Director General
DLI	Disbursement-linked Indicators
DPPD	<i>Documents de Programmation Pluriannuelle des Dépenses</i> (Multiannual Expenditure Programming Documents)
DTV	<i>Délimitation des Territoires Villageois</i> (Village Boundary Demarcation)
E&S	Environment and Social
ESA	<i>Ecole Supérieure d'Agronomie</i> (Graduate School of Agronomy)
ESES	<i>Évaluation du système environnemental et social</i> (Evaluation of Social and Environmental Systems)
ESMF	Environmental and Social Management Framework
ESSA	Environmental and Social System Assessment
EU	European Union
FSA	Fiduciary Systems Assessment
FM	Financial Management
GDP	Gross Domestic Product
GIS	Geographic Information System
GNSS	Global Navigation Satellite System
GoCI	Government of Côte d'Ivoire
GRM	Grievance Redress Mechanism

HABG	<i>Haute Autorité pour la Bonne Gouvernance</i> (High Authority for Good Governance)
IC	Individual Consultant
ICB	International Competitive Bidding
IDA	International Development Association
IFR	Interim Financial Report
IGF	<i>Inspection Général des Finances</i> (General Finance Inspector)
IMF	International Monetary Fund
INFPA	<i>Institut National de Formation Professionnelle Agricole</i> (National Institute of Agricultural Vocational Training)
INP-HB	<i>Institut National Polytechnique Félix Houphouët-Boigny</i> (Houphouët-Boigny National Polytechnic Institute)
INT	Intermediate Indicator
IPF	Investment Project Financing
IRR	Internal Rate of Return
IVA	Independent Verification Agency
LIS	Land Information System
M&E	Monitoring and Evaluation
MEMINADER	<i>Ministère de l'Etat, Ministère d'Agriculture et du Développement Rural</i> (Ministry of Agriculture and Rural Development)
MOU	Memorandum/Memoranda of Understanding
NCB	National Competitive Bidding
NDC	Nationally Determined Contribution
NDP	National Development Plan ( <i>Plan National de Développement</i> )
NGO	Non-Governmental Organization
NPV	Net Present Value
OGP	Open Government Partnership
OP	Operational Policy
PA	Program Advance from the Program Preparation Facility
PAMOFOR	<i>Projet d'Amélioration et de Mise en Œuvre de la Politique Foncière Rurale</i> (Land Policy Improvement and Implementation Program)
PAP	Program Action Plan
PEFA	Public Expenditure and Financial Assessments
PFM	Public Finance Management
PforR	Program-for-Results
PIMA	Public Investment Management Assessment
PIU	Program Implementation Unit
PNIA	<i>Programme National d'Investissement Agricole</i> (National Agricultural Investment Program)
PND	<i>Plan National de Développement</i> (National Development Plan)
PNSFR	<i>Programme National de Sécurisation du Foncier Rural</i> (National Rural Land Registration Program)
PRESFOR	<i>Programme de Renforcement de la Sécurisation Foncière Rurale</i> (Rural Land Tenure Management Strengthening Program)
RA	Results Area
RF	Results Framework
RFP	Request for Proposal

SA	Social Assessment
SBD	Standard Bidding Documents
SIFOR	<i>Système d'Information du Foncière Rurale</i> (Rural Land Information System)
TOR	Terms of Reference
USAID	United States Agency for International Development
WAEMU	West African Economic and Monetary Union

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**DATASHEET****BASIC INFORMATION**

Project Beneficiary(ies) Cote d'Ivoire	Operation Name Côte d'Ivoire Rural Land Tenure Management Strengthening Program		
Operation ID P179338	Financing Instrument Program-for-Results Financing (PforR)	Does this operation have an IPF component? No	

**Financing & Implementation Modalities**

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Contingent Emergency Response Component (CERC)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Small State(s)	<input type="checkbox"/> Conflict
<input type="checkbox"/> Alternative Procurement Arrangements (APA)	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Hands-on Expanded Implementation Support (HEIS)	

Expected Approval Date 17-Nov-2023	Expected Closing Date 01-Feb-2029
Bank/IFC Collaboration No	

**Proposed Program Development Objective(s)**

The Program Development Objectives are to: digitize and increase coverage of customary rural land administration systems and increase customary land registration efficiency and inclusivity.

[Type here]

**Organizations**

Borrower: Republic of Côte d'Ivoire  
Implementing Agency: Agence Foncière Rurale  
Contact: Cheick Daniel Bamba  
Title: General Director  
Telephone No: 2250546020000  
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Contact: David Loue  
Title: Deputy General Director  
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Email: david.loue@afor.ci

**COST & FINANCING (US\$, Millions)****Maximizing Finance for Development**

Is this an MFD-Enabling Project (MFD-EP)? No

Is this project Private Capital Enabling (PCE)?

**SUMMARY**

<b>Government program Cost</b>	<b>1,052.00</b>
<b>Total Operation Cost</b>	<b>240.00</b>
Total Program Cost	240.00
<b>Total Financing</b>	<b>240.00</b>
<b>Financing Gap</b>	<b>0.00</b>

**Financing (US\$, Millions)****World Bank Group Financing**

International Development Association (IDA)	200.00
IDA Credit	200.00

[Type here]

**Non-World Bank Group Financing**

Counterpart Funding	40.00
National Government	40.00

**IDA Resources (US\$, Millions)**

	Credit Amount	Grant Amount	SML Amount	Guarantee Amount	Total Amount
National Performance-Based Allocations (PBA)	200.00	0.00	0.00	0.00	200.00
<b>Total</b>	<b>200.00</b>	<b>0.00</b>	<b>0.00</b>	<b>0.00</b>	<b>200.00</b>

**Expected Disbursements (US\$, Millions)**

WB Fiscal Year	2024	2025	2026	2027	2028	2029
Annual	47.68	33.76	34.58	40.79	43.19	0.00
Cumulative	47.68	81.44	116.03	156.81	200.00	200.00

**PRACTICE AREA(S)****Practice Area (Lead)**

Urban, Resilience and Land

**Contributing Practice Areas**

Agriculture and Food

**CLIMATE****Climate Change and Disaster Screening**

Yes, it has been screened and the results are discussed in the Operation Document

**SYSTEMATIC OPERATIONS RISK- RATING TOOL (SORT)**

Risk Category	Rating
1. Political and Governance	● Moderate
2. Macroeconomic	● Substantial
3. Sector Strategies and Policies	● Substantial
4. Technical Design of Project or Program	● Moderate
5. Institutional Capacity for Implementation and Sustainability	● Moderate
6. Fiduciary	● Moderate
7. Environment and Social	● Substantial
8. Stakeholders	● Low
9. Other	
10. Overall	● Substantial

**POLICY 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

**LEGAL****Legal Covenants****Sections and Description**

Article III. 3.01. The Recipient declares its commitment to the objectives of the Program. To this end, the Recipient shall cause the Program to be carried out by the Program Implementing Entity in accordance with the provisions of Article V of the General Conditions, Schedule 2 to this Agreement and the Program Agreement.

[Type here]



Section I. A.4 (Program Agreement) No later than three (3) months after the Effective Date, the Program Implementing Entity shall recruit and thereafter maintain throughout the period of implementation of the Program, one or more independent verification agents (each an "Independent Verification Agent"), each with experience, qualifications and terms of reference acceptable to the Association, to verify the data and other evidence supporting the achievement of the DLIs/DLRs and producing its verification reports, all in accordance with the Verification Protocol.

Section I. B.1.a. The Program Implementing Entity shall, no later than three (3) months after the Effective Date, prepare a manual, in form and substance acceptable to the Association.

**Conditions**

Type	Citation	Description	Financing Source
Effectiveness	The Subsidiary Agreement has been signed between the Recipient and the Program Implementing Entity in accordance with Section I.B of Schedule 2 to the Financial Agreement.	The Subsidiary Agreement has been signed between the Recipient and the Program Implementing Entity in accordance with Section I.B of Schedule 2 to the Financing Agreement.	IBRD/IDA



## I. STRATEGIC CONTEXT

### A. Country Context

1. **Clarifying customary rights to rural land is critical to address key drivers of potentially violent fragility in Côte d'Ivoire.** Land conflicts – especially between migrants (internal and external) and indigenous landholders – have been a key driver of tensions and violence in recent decades, especially because rural land issues are profoundly linked to customary traditions that can be poorly understood. In fact, successive socio-political crises have exacerbated land-related conflicts into inter-communal conflicts, and this dynamic could worsen due to the migratory surge into Côte d'Ivoire due to the political crises and violence across the Sahel. Structural factors of fragility linked to disputes over land, politico-economic grievances due to socioeconomic inequalities, and the deteriorating security situation could destabilize Côte d'Ivoire.<sup>1</sup> Perceptions of vulnerability commonly felt by both migrants and indigenous people strain the social fabric. The United Nations High Commissioner for Refugees has identified since April 2021 more than 22,000 displaced people. A large proportion of these refugees will seek rural land<sup>2</sup> to make a living, and this could exacerbate existing land conflicts in the absence of clear land rights. As such, the 2023 Systematic Country Diagnostic Update (report no 180338) highlighted land reform as one of two prerequisites (with governance) for supporting the country's recovery from the conflict and the transition toward peace and stability.
2. **While poverty has declined overall from 55.3 percent in 2011, to 39.4 percent by 2018, more needs to be done to tackle rural poverty, where livelihoods still depend heavily on access to land.** Between 2015-19, the poverty incidence declined by 6.9 percentage points (from 31.6 to 24.7) in urban areas, while rural poverty rates remained high and decreased by only 1.7 percentage points (from 56.4 to 54.7).<sup>3</sup> Beyond the urban-rural divide, poverty reduction has been uneven across regions. While the poverty incidence is higher in the north of the country, 40 percent of the population in extreme poverty lives in the Western regions. In some areas, particularly where cash crop production is prevalent, living conditions worsened from 2015-19. The National Development Plan (2021-2025)<sup>4</sup> identifies land access as a key constraint to private sector-led growth (for both small and large farms) — needed for structural transformation — and productive land remains a critical economic asset for the rural poor, as 34.3 percent of poor rural households rely solely on agriculture<sup>5</sup>. Asymmetric access to land and other assets continues to divide the population and contribute to persistent inequality, reflected in these geographical disparities.
3. **The lack of registered customary land rights (one percent of the estimated 1.5 million parcels are certified) is an underlying factor driving deforestation in Côte d'Ivoire.** Between 1960 and 2020, forest cover declined from 12 to 2.97 M ha<sup>6</sup>, equivalent to 1.71 Gt of CO<sub>2</sub>e emissions<sup>7</sup>. Without clearly demarcated boundaries between classified forests and customary lands and registered land parcels, it is impossible to verify whether agricultural commodities were produced on recently deforested land, and farmers have an incentive to clear new forest areas

<sup>1</sup> Côte d'Ivoire - Systematic Country Diagnostic Update: Countdown to 2030 - SCD Update

<sup>2</sup>United Nations High Commissioner for Refugees Côte d'Ivoire Dashboard: Situation Report on asylum seekers in the North May 16, 2023 <https://data.unhcr.org/en/documents/details/100721>

<sup>3</sup> Taking Stock and Looking Ahead: Côte d'Ivoire and the COVID Pandemic." Côte d'Ivoire Economic Update 10 (August), World Bank, Washington, DC.

<sup>4</sup> National Development Plan (*Plan National de Développement*, PND) 2021-2025 – *Une Côte d'Ivoire Solidaire*

<sup>5</sup> Côte d'Ivoire - Systematic Country Diagnostic Update: Countdown to 2030 - SCD Update

<sup>6</sup> See l'Inventaire Forestier Faunique de la Côte d'Ivoire, June 2021

<sup>7</sup> Global Forest Watch. Côte d'Ivoire Dashboard. <https://gfw.global/3TjIB43>



to physically demonstrate their rights<sup>8</sup>. Moreover, the Government can legally allocate Forest Exploitation Perimeters (*Périmètres d'Exploitation Forestière*, PEF) to private logging companies on uncertified customary lands, leading landholders to deliberately cut down trees that may be of interest to loggers, whose machinery destroys their crops, and to not reintroduce trees into cocoa plantations. These dynamics undermine national and global efforts to combat deforestation, preserve natural capital, and increase traceability in global supply chains.

4. **Climate change is expected to undermine Côte d'Ivoire's resilience given its impacts and lack of preparedness<sup>9</sup>.** Côte d'Ivoire ranks 142 out of 181 countries overall and is the 49<sup>th</sup> most vulnerable country to climate and the 152<sup>nd</sup> most ready to respond, making it among the most vulnerable and least prepared countries to respond to climate change.<sup>10</sup> As a result, Côte d'Ivoire has both a great need for investment and innovation to improve readiness and a great urgency for action. Flooding and droughts are major risks, with repeated floods especially in the south, where the highest rainfall occurs. It is projected that by 2050, the country will face the combined effects of hotter average temperature, greater rainfall variability, and higher sea levels. Climate change could reduce gross domestic product (GDP) by FCFA 380 billion by 2040 and by FCFA 770 billion by 2100. By 2030, climate change could add an additional million people to the six million poor today. Higher temperatures, droughts (especially in the north), floods<sup>11</sup>, sea level rise and costal erosion will have major impacts on economic activities, food security, and ultimately Côte d'Ivoire's development path.
5. **In this context, sound land administration—including registered customary land rights—is urgently needed to provide the enabling environment for climate change mitigation and adaptation, as it provides security during disasters and the foundation for sustainable land management, investment, and disaster response.** The lack of tenure security – especially for migrant farmers, who are the primary tree crop growers – reduces farmers' incentives to make long-term investments, including in replacing aging cocoa and rubber trees and (re)introducing trees on their farms. Pastoralists also lack registered rights to critical water and grazing resources, and conflicts with farmers over these resources may intensify as land becomes less productive due to climate change. Evacuation due to climate disasters may also lead to conflict with host communities and/or permanent land loss.

## B. Sectoral and Institutional Context

6. **Recognizing the need to secure rural land rights, in 1998 the Government enacted a new Rural Land Law (Law No. 98-750 of December 23, 1998) to legally recognize and register customary land rights.** The law originally aimed to transform customary land ownership rights into formally recognized and registered rights across 23 million hectares (ha) of rural lands within ten years. According to the law as amended in 2019, this proceeds in two steps: (i) land certificates (*2epartement2 foncier*, CF) are issued to applicant(s) (individual or group, Ivorians and non-Ivorians) that can prove customary ownership rights and (ii) a recent decree defines a 10-year<sup>12</sup> period during which certificate holders who are Ivorian citizens must apply for land titles, whereas lands certified to non-Ivorians must first be registered to the State, who can issue a state lease to the applicant. Although, very few CFs

<sup>8</sup> In 1946, Houphouët-Boigny, then a deputy for Côte d'Ivoire in the National Assembly, declared that " land belongs to the person who cultivates it". As President of the Republic, he reiterated this statement in 1963.

<sup>9</sup> World Bank. République de Côte d'Ivoire 2021-2030 - Sustaining High, Inclusive, and Resilient Growth Post COVID-19: A World Bank Group Input to the 2030 Development Strategy. <https://openknowledge.worldbank.org/handle/10986/36454?show=full>

<sup>10</sup> University of Notre Dame Global Adaptation Index (ND Gain Index).

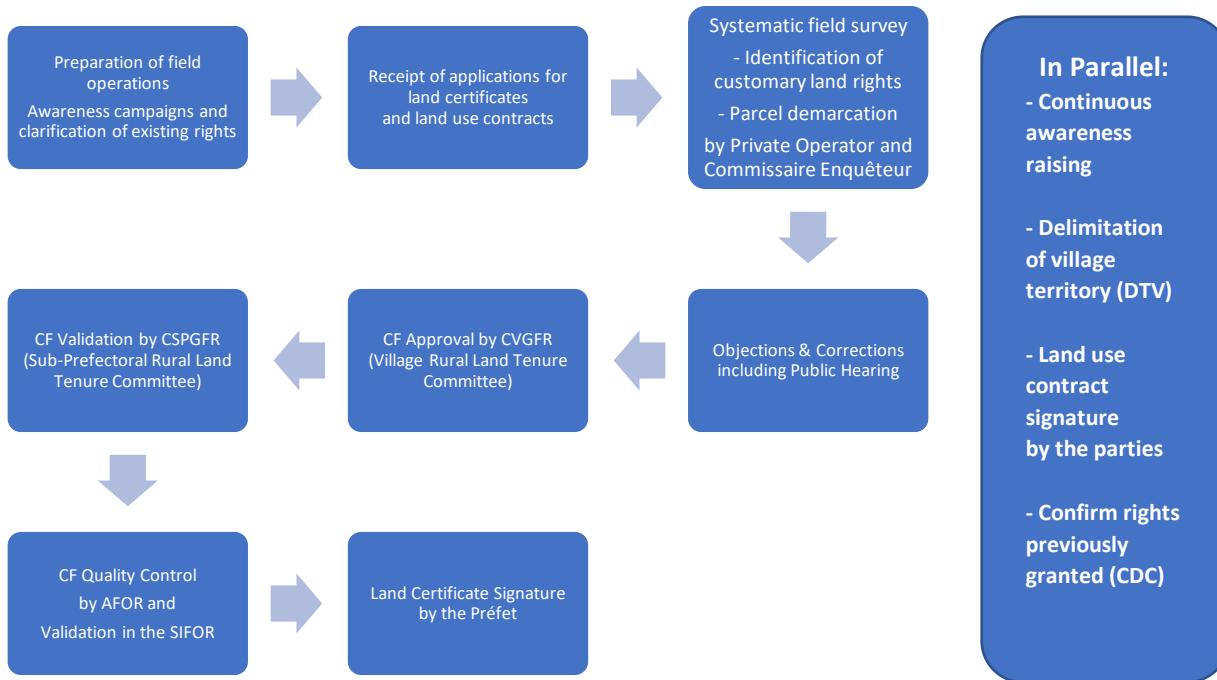
<sup>12</sup> Country Climate Development Report: Côte d'Ivoire (draft).

<sup>12</sup> The decree extends the period during which certificates must be converted to titles from three to ten years to conform with the 2017 Land Policy and annuls 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 certificate that are not transformed into a title within a period of three years following certification.



have been converted to titles, and the procedures for identifying “ownerless” lands are essentially unimplementable.<sup>13</sup>

7. Until 2017, implementation of the Rural Land Law was complicated by complex and costly registration procedures and institutional arrangements inadequate for implementation. The 1998 Rural Land Law was developed to clarify and formally register customary rural land rights to reduce land conflicts and secure access to land. However, the land certification process is complex—requiring more than seven key steps and a high level of accuracy, with the expectation of titling (summarized in Figure 1)—and, as such, very costly compared to other countries in the region with more fit-for-purpose procedures (roughly US\$ 20/ha vs. e.g., US\$12/ha in Rwanda; US\$14/ha in Uganda). Moreover, there was no specific provision to formally recognize the land use rights of migrant farmers. Finally, registration was until recently conducted using an exclusively sporadic (on demand) approach, rather than a more efficient and inclusive systematic approach covering all parcels in a given area. As such, only 5,671 land certificates had been issued from 1998 to 2018 out of an estimated 1.5 million rural plots (0.37 percent), 80 percent of which were delivered through externally financed development Programs (many for the wealthiest farmers)<sup>14</sup>.



**Figure 1 – Main stages of customary rural land registration operations**

8. To address these constraints, in 2016 the Government established the Rural Land Agency (*Agence Foncière Rurale*, AFOR) to supervise all rural land registration operations and adopted a Rural Land Policy (in 2017) outlining its vision for sectoral reforms. Since 2018, with support from the development partner community including the US\$50 million World Bank-financed Land Policy Improvement and Implementation Program (*Projet d'Amélioration et de Mise en Œuvre de la Politique Foncière Rurale*, PAMOFOR P157206), the Government has enacted regulatory reforms and established the infrastructure, institutions, and capacity needed to significantly

<sup>13</sup> The recently passed decree defining *terres sans maîtres* (no 2023-378 of May 3, 2023) requires parcel-level verification and community consent to identify “ownerless” parcels and requires the same agency tasked with issuing certificates to do so.

<sup>14</sup> Kouamé, G. (2010). Intra-Family and Socio-Political Dimensions of Land Markets and Land Conflicts: The Case of the Abure, Côte d'Ivoire. Africa, 80(1), 126-146. doi:10.3366/E0001972009001296



scale-up rural land registration. These include the hiring and training of AFOR headquarters and decentralized staff; the installation of new Continuously Operating Reference Stations (CORS) and connection of existing CORS to the national geodetic network; the operationalization of a new Rural Land Information System (*Système d'Information Foncière Rurale*, SIFOR); and the piloting of new systematic land registration procedures in six regions<sup>15</sup> that streamline the process, introduce formal land use contracts for landholders not eligible for land certificates, and encourage husbands to transfer (gift) land that is then registered in the wife's name. In April 2023, the Government passed a decree extending the validity of CFs from three to ten years, and in June 2023, the Council of Ministers adopted a streamlined and simplified National Rural Land Registration Program (*Programme National de Sécurisation du Foncier Rural*, PNSFR) detailing the Government's plans to achieve nationwide rural land registration by 2033.

9. **These reforms have contributed to a multiplication by five of the CFs issued in the past two years compared to the total issued over the previous 20 years.** The pilot phase of PAMOFOR-financed land registration showed: (i) strong landholder demand (with 20,300 CF requests, vs. a target of 16,000) and (ii) the value of using a large-scale, systematic (village-wide) approach covering all certifiable parcels, which dramatically increased efficiency, and of formalizing use rights simultaneously with ownership rights, which increased inclusivity. The Project successfully piloted these systematic and inclusive procedures in six regions, resulting in 16,500 certificates (22 percent to women despite a very low baseline) and 6,257 formal land use contracts, and unlocked certification across the country: there are five times more CFs nationwide than at its effectiveness in July 2018. Over 33,000 landholders now have registered customary land rights, benefitting an estimated 184,000 people.
10. **Nonetheless, this represents a small fraction of all rural parcels, and Côte d'Ivoire still has one of the costliest customary land certification processes in the region (over US\$200/parcel or US\$20/ha).** This is due to still-complex registration procedures that require meter-level accuracy in anticipation of titling and paper-based documentation and manual quality control procedures that would benefit from being automated. At the current rate, it would take 130 years to deliver 1.5 million CF.
11. **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 male relatives, despite a lack of legal restrictions.** The PNSFR aims to strengthen women's land rights through land advocates who integrate equity and gender issues into the land registration process. All land registration operations must include results indicators tracking the proportion of women among beneficiaries and awareness, information, and training activities will be specifically organized for women and youth. The PAMOFOR Program has successfully piloted several interventions to strengthen women's customary land rights, including to encourage customary marriage formalization and encourage husbands to voluntarily transfer (gift) some of their family's land to their wives and register this land in her name. Overall, PAMOFOR has delivered 22 percent of CFs to female landowners.
12. **Investing in tenure security is critical for climate change adaptation and mitigation.** The PNSFR aims to support the fight against deforestation and global warming. Program support for formal land rights registration will lead farmers to investment in more sustainable practices, such as tree planting (afforestation)/forest restoration and forest preservation, which will in turn enhance climate change mitigation and resilience. In addition, clearly demarcating customary land parcels and clarifying the boundaries between villages and classified forests and protected areas will support forest cover monitoring, conservation, and traceability of key value chains. Program investments in CORS and the SIFOR will also benefit climate and disaster planning and response (Annex 7).
13. **Formalizing and enhancing access to land for people and business is a priority and key to stability and development in Côte d'Ivoire, and the Government has an ambitious target of achieving nationwide customary**

<sup>15</sup> Mé, Agneby-Tiassa, Nzi, Bafing, Indiene-Djuablin, and Sud Comoe.



**rural land registration by 2033.** The Government recognizes rural tenure security as a prerequisite for sustainable agriculture, reforestation, sustainable and inclusive private sector-led development, and social cohesion, particularly given regional migration. The Government is requesting World Bank support to increase the coverage, efficiency, and inclusivity of customary rural land registration and administration, including by fully digitizing the land registration process, scaling up interventions to strengthen women's land rights, and implementing more awareness raising on the newly introduced formal land use contracts to increase uptake. Scaling up customary rural land registration will also require new innovations, including to secure pastoral communities' land rights.

#### C. Relationship to the CPS/CPF and Rationale for Use of Instrument

14. **The proposed Program is aligned with the World Bank Country Partnership Framework (CPF) FY23-27 (Report No.: 179288<sup>16</sup>).** The Program will be the primary operation contributing to Objective 7 (Improve access to secured land) under High Level Outcome 3 (Promote private investment for economic transformation—once the current PAMOFOR Program closes (June 2024). As the World Bank Systematic Country Diagnostic (SCD) notes, clarifying and securing land rights remains critical to the country's transition toward peace and stability and to its ambition to accelerate sustainable private sector-led growth, since a documented land market based on registered transactions facilitates reliable business transactions. The SCD highlights that accelerating customary rural land registration is key to more sustainable agriculture and natural resource management, social cohesion, resilience, investment, and productivity.
15. **The Program is consistent with and supports achievement of the country's Nationally Determined Contribution (NDC).** According to the Country Climate and Development Report (Report No.: IDU-CPF-0000012, November 18, 2022), the Agriculture, Forestry and Other Land Use sector was the most important contributor (62 percent) to total emissions, and insecure tenure is a major driver of deforestation. The NDC commits to reduce the rate of deforestation by 70 percent by 2030 (vs. 2015) and to restore degraded lands and forests. The Government considers tenure security a prerequisite for the achievement of its agriculture and forestry sector climate goals.
16. **Registered land rights and informed, registered land transactions incentivize and enable both smallholders and private companies to invest in sustainable production and traceability.** The country's NDC includes decoupling agricultural production and deforestation through the promotion of intensive agricultural practices that have a reduced impact on the environment, improving cropping schedules and production techniques, and promoting techniques for enhancing soil fertility and soil conservation, with the ultimate goal of increasing natural capital. In line with its 2019 Forestry Strategy, the Government recently established standards for sustainable cocoa production, including requirements to restrict deforestation and climate change. However, enforcement of these standards is complicated by the lack of clearly demarcated village boundaries and limited registration of rural farmlands. A documented and transparent land market will be more conducive to overall investment, traceability, and increased productivity. The Government thus plans to scale up pilot efforts by PAMOFOR, the Cocoa and Forests Initiative, and the Federation of Professional Agricultural Organizations of Rubber Producers to demarcate private forests and register customary rural land parcels at the agriculture-forest frontier through the Program.
17. **The proposed Program is aligned with and supports the achievement of the World Bank Western and Central Africa Region Priorities (2021-25).** The Program will contribute to High-Level Goal 1 (Rebuild trust between citizens and state), Goal 3 (Strengthen human capital and empower women), and Goal 4 (Ramp up climate resilience), including a key Goal 4 Activity (Reduce Land Degradation). The Program builds on the World Bank's transformational engagement in Côte d'Ivoire's rural land sector and will scale up PAMOFOR innovations. By incentivizing increased coverage, efficiency, and inclusivity of customary rural land registration operations, the Program will strengthen the rights of all landholders, including customary landowners, migrant farmers, pastoralists, and women, increasing their incentives to invest in sustainable land management to support the fight

<sup>16</sup> Discussed by the World Bank Board of Executive Directors on February 2, 2023.



against climate change. In alignment with Goals 1 and 3, the Program will scale up inclusive community awareness campaigns (to build trust and avoid elite capture) and alternative dispute resolution mechanisms piloted by PAMOFOR (building on existing customary and social institutions) to resolve any disputes. In support of Goal 4, the Program will clarify customary parcel and village land boundaries to enable forest cover monitoring and traceability in cocoa and other key value chains and contribute to improved natural capital management.

18. **The World Bank is uniquely placed to support Côte d'Ivoire in executing its ambitious customary rural land registration program thanks to its global experience, financial resources, technical expertise, and convening power.** The World Bank has supported land rights registration across Africa (Burkina Faso, Ethiopia, Ghana, Madagascar, Malawi, Senegal, Sierra Leone, Tanzania, Uganda, Burundi) and land policy reform elsewhere in the region (Mauritania, Benin, Democratic Republic of Congo). These experiences have shown that policy implementation requires sustained support at scale over many years and that inclusive land registration operations reduce social risks and de-risk future investments over time. The World Bank has also developed specific expertise and good working relationships through its transformational engagement with Côte d'Ivoire's rural land sector—including a Land Governance Assessment Framework, Advisory Services and Analytics, and the on-going PAMOFOR operation. This substantive policy dialogue has contributed to the recent land policy reforms and PAMOFOR-piloted implementation. Finally, the World Bank has the convening power to support the Government in coordinating the multiple on-going donor-supported Programs to ensure a coherent implementation of its PNSFR program.
19. **Systematic land registration produces public goods that cannot be financed by private investment alone.** Land administration is a foundational public good that underpins economic growth and poverty reduction. The cost of first-time land registration exceeds the capacity of (poor) landholders to pay, and on-demand registration risks elite capture, as the wealthy and powerful are better able to take advantage of the process than the poor and vulnerable. There is thus strong justification for public sector financing of the costs of first-time land registration.
20. **The Program for Results (PforR) instrument is well suited to incentivize key pending reforms, strengthen and expand delivery systems, and, ultimately, increase rural customary land registration efficiency in Côte d'Ivoire.** Now that the Government of Côte d'Ivoire (GoCI) has the key pre-requisites for large-scale rural customary land registration, this operation is a logical next step in WB support to enable the GoCI to achieve its development objectives. The Program will leverage GoCI systems and provide incentives for the regulatory and procedural reforms needed for registration and on-going administration of all rural customary land use and ownership rights.
21. **The Program builds on the World Bank's experience of financing and strengthening local government and land registration globally through PforRs.** World Bank-financed operations in Mozambique, Uganda, Kenya, Senegal, Ethiopia, and Tunisia have used PforR to achieve successful results and disbursements. This instrument is uniquely suited to strengthen institutional performance outcomes. The Program's design incorporates key lessons learned, including by leveraging Government institutions (AFOR, the lead rural land administration agency), ensuring ownership of the results framework, adopting inclusive and participatory registration methods to reduce social risks, and strengthening transparency and accountability through credible verification. AFOR has demonstrated its fiduciary, Program management, and safeguard capabilities, so the PforR is the most appropriate instrument.

## II. PROGRAM DESCRIPTION

### A. Government Program

#### National Rural Land Registration Program (PNSFR)

22. **The Government's commitment to improve the coverage, efficiency, and inclusivity of rural land registration is reflected in the PNSFR (US\$1.05 billion), which aims to implement the Rural Land Policy by registering all**



**customary land use and ownership rights across the 23 million hectares of the Rural Land Tenure Domain (*Domaine Foncier Rural*) over the next ten years.** The PNSFR aims to progressively scale-up and accelerate rural land registration nationwide by increasing the annual land certification pace from 300,000 ha to 1.5 mn ha. To accomplish this ambitious objective, it is structured around four strategic axes (below). The PNSFR is expected to be financed through a combination of Government resources and development partner financing, including the PAMOFOR Investment Project Financing (IPF) P157206 (2023-2024) and budget support from the French Development Agency (*Agence Française de Développement*, AFD)<sup>17</sup>.

23. **Strategic Axis 1 (S1): Acceleration and scaling up of rural land registration operations (approximately US\$695 million).** This axis finances the delivery of certificates (to landowners) and formal land use contracts (to land users), as well as related procedures, as part of systematic registration operations. The specific investments include: participatory local land rights clarification; development and/or strengthening of Village Land Tenure Committees (*Comité Villageois de Gestion Foncière Rurale*, GVGFRs); individual and collective certification; village boundary demarcation; land use contract formalization; procedural simplification and digitization; and development and maintenance of a nationwide geodetic network. While the Government will hire private land registration operators (surveying firms) to implement field registration operations, AFOR, the prefectoral corps, and local and regional authorities (with support from non-governmental organizations, NGOs) will implement public awareness campaigns preceding and throughout registration operations as part of clarification; the Sub-Prefectoral Rural Land Tenure Committee validates rights; and prefects sign land certificates.
24. **Strategic Axis 2 (S2): Strengthening rural land governance (US\$235 million).** This axis provides the foundation for US\$1 by reforming the legal, regulatory, and institutional frameworks governing rural land and also aims to secure public lands, including by titling existing classified forests and other protected areas in the name of the State. It finances investments in the analysis and drafting of legal and regulatory reforms; the progressive scaling up of AFOR's central and decentralized staff; public land titling; and incremental operating costs for other government institutions to contribute to land registration operations. These include the Ministry of the Interior and Security (registers village boundaries), the Prefectural Corps (responsible for local public awareness campaigns, signature of land certificates, and land conflict resolution); and the Ministry of Agriculture and Rural Development (the Rural Land Directorate defines regulations, and its decentralized agents provide land services outside AFOR areas).
25. **Strategic Axis 3 (S3): Intensification of communication and training campaigns (US\$106 million).** This axis also supports S1 implementation through AFOR's Communications Plan and Training Plan. The Communications Plan includes three campaign types: broad public awareness, communications targeting internal and external decision-makers, and grassroots communications targeting local stakeholders, including landholders and officials. S3 will also finance AFOR to develop and implement a Training Plan covering both on-the-job training for land registration actors (including Village Land Tenure Committee members and officials) and rural land tenure degree programs (e.g., masters in rural land tenure administration/rural land law, vocational training for rural land officers).
26. **Strategic Axis 4 (S4): Sustainable financing for rural land policy implementation (approximately US\$25 million).** This Axis aims to ensure the Government has access to adequate funds to complete rural land registration, with sufficient planning to ensure their efficient execution. It finances activities aiming to diversify the sources of funding for land registration operations, including a study on the sustainable financing of AFOR; feasibility studies for the development of a Rural Land Tenure Security Fund; consultations with value chain institutions to study the possibility of their contributing to the PNSFR; and the establishment of a transparent and sustainable fee structure for registration on-demand and of secondary transactions of certified land, including sales and use contracts.

<sup>17</sup> While AFD's budget support program is still under development, it aims primarily to support land registration operations in six departments in the North of the country, none of which overlap with those targeted for land registration under the PRESFOR PforR.



### B. Theory of Change

27. **Theory of Change of the Côte d'Ivoire Rural Land Tenure Management Strengthening Program (*Programme de Renforcement de la Sécurisation Foncière Rurale*, PRESFOR) is presented below in Figure 2.**

### C. PforR Program Scope

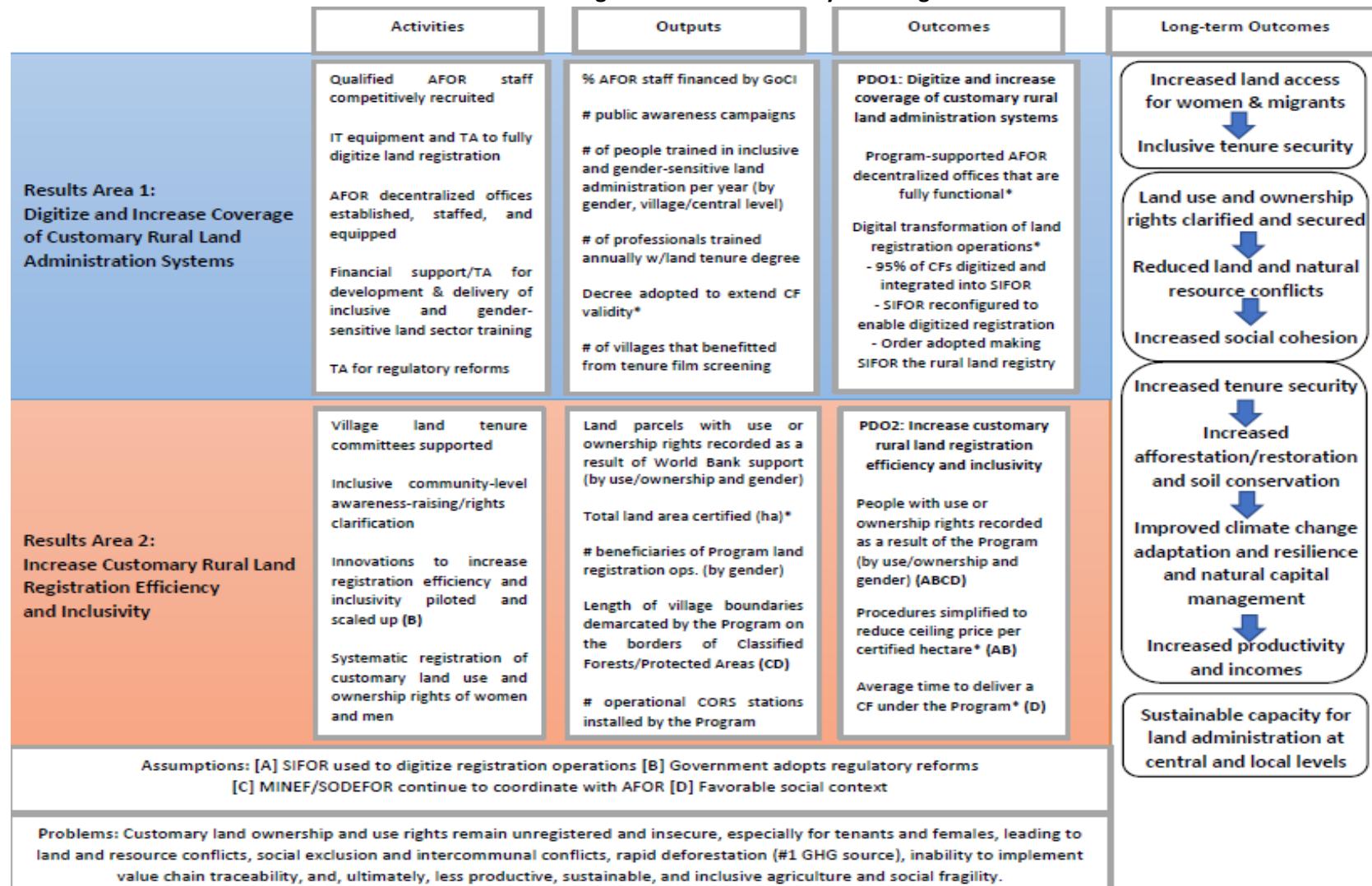
28. **PRESFOR supports key activities under PNSFR Axes 1, 2 and 3 in a subset of the country's regions (16<sup>18</sup> of 31) with a focus on increasing the efficiency, inclusivity, social cohesion, and sustainable investment outcomes of customary land registration.** All results incentivized by the Program are in the PNSFR. Table 1 (below) summarizes the differences between the scope of the PforR Program and the PNSFR, and Table 2 summarizes the sources of PRESFOR funding. The PforR will prioritize expanding landholder access to customary land registration in areas aligned with the CPF objectives and priorities: source regions for sustainable value chains, conflict-affected regions, and economically lagging regions. High social risk activities that may increase social tensions and/or result in involuntary resettlement are excluded from the PforR, including land titling (Results Area [RA] 2), titling public lands in the name of the State (RA1), and reforms that restrict access to formal land use contracts (RA1). As depicted in Annex 9, the geographic areas targeted by PRESFOR will not overlap with the areas targeted by PAMOFOR or with those targeted by the AFD budget support program (*Contrat Désendettement Développement*, C2D, Debt Reduction-Development Contract). As such, no co-financing is planned, and PRESFOR results will be additional to those achieved through PAMOFOR support.

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<sup>18</sup> Six PAMOFOR regions plus Moronou, Nawa, Loh-Djiboua, Cavally, Guemon, Tonkpi, Worodougou, Gontougo, Poro, Tchologo.



Figure 2: PRESFOR Theory of Change





#### D. Program Development Objective(s) (PDO) and PDO Level Results Indicators

29. **The Program Development Objective (PDO) is to: digitize and increase coverage of customary rural land administration systems (PDO1) and increase customary land registration efficiency and inclusivity (PDO2).**
30. **The PDO-level indicators are presented in Table 3.** They are designed to measure the digitization and increased coverage of land administration systems (PDO1) and increased efficiency and inclusivity of registration (PDO2).

**Table 1. Government PNSFR program and PRESFOR PforR supported by the World Bank**

	Government program	PforR	Reasons for non-alignment
Objective	Nationwide rural land registration	Customary land registration in priority areas	World Bank financing will prioritize expanding landholder access to land certificates and formal land use contracts, which are available to all landholders, and will not be used to support land titling.
Duration	2023-2033	2024-2029	Prioritize customary land registration simplification, acceleration, and scaling up to justify further potential financing
Geographic coverage	Nationwide	16/31 regions	Priority engagement for the World Bank in source regions for sustainable value chains (cocoa, rubber, cashew) to reduce natural capital loss/restore forests, conflict-affected regions, and economically lagging regions
Results areas	Pillar 1 “Acceleration and scaling up of land registration operations”	RA2: Increase Customary Rural Land Registration Efficiency and Inclusivity	<b>Partial alignment with Pillar 1:</b> World Bank support will not be provided for land titling, since the cumbersome titling procedures remain unaffordable for the vast majority of landholders, while the formal land certificate provides a sufficient level of tenure security and remains a tradable document. No support for identifying ownerless lands. The World Bank will only support systematic land registration operations and will not support on-demand registration.
	Pillar 2 “Strengthening rural land governance”	RA1: Digitize and Increase Coverage of Customary Rural Land Administration Systems	<b>Partial alignment with Pillar 2:</b> The World Bank will not support any activities related to the following: <ul style="list-style-type: none"><li>• procedures/decrees that reduce access to land use contracts</li><li>• land titling, including of publicly owned lands (e.g., classified forests, protected areas)</li><li>• identification “ownerless” lands.</li></ul> These activities have high social risks due to their potential impacts on social tensions and/or involuntary resettlement.
	Pillar 3 “Intensification of communication and training campaigns”	RA1: Digitize and Increase Coverage of Customary Rural Land Administration Systems	Full alignment with Pillar 3 under RA1
	Pillar 4 “Sustainable financing for rural land policy implementation”	--	World Bank resources will be prioritized for expanding access to customary land registration and increasing customary land registration efficiency in priority geographic areas.



	Government program	PforR	Reasons for non-alignment
Overall Financing	US\$1.052 billion	US\$240 million	See above reasons for non-alignment. Remaining financing gap expected to be filled by a combination of GoCI, development partner, and private sector funding.

**Table 2. Program Financing**

Source	Amount (US\$, Millions)	percent of Total
International Development Association (IDA)	200.00	83 percent
Counterpart Funding	40.00	17 percent
<b>Total Program Financing</b>	<b>240.00</b>	<b>100 percent</b>

**Table 3. PDO level indicators**

PDO level result	PDO level indicators <i>*Indicates Disbursement-linked Indicator (DLI)</i>
Digitize and increase coverage of customary rural land administration systems	<ol style="list-style-type: none"> <li>Program-supported AFOR decentralized offices that are fully functional and staffed by at least one staff person paid by the Government*</li> <li>Digital transformation of customary rural land administration* (disaggregated into three sub-DLIs: DLR 2a. Digitization of 95 percent of PAMOFOR-financed land certificates as of the date of effectiveness and their integration in the SIFOR; DLR 2b. SIFOR is reconfigured to enable digitized customary land registration procedures and DLR 2c. Ordonnance designating the SIFOR as the official and unique rural land registry has been signed by the President of the Republic of the Republic)</li> </ol>
Increase customary rural land registration efficiency and inclusivity	<ol style="list-style-type: none"> <li>People with land use or ownership rights recorded as a result of the operation (disaggregated by use/ownership rights and gender)</li> <li>Land registration procedures simplified to reduce ceiling price per certified hectare (disaggregated into two sub-DLIs: DLI 4a. Field Operations Manual 3.0 incorporating technical and social innovations that describes the roles of private Land Registration Operators and GoCI institutions resulting in a maximum field operation unit price per hectare certified of 8,000 CFA and DLI 4b. Each region covered by a contract signed with a private Land Registration Operator at a maximum unit price per hectare certified of 8,000 CFA, up to 16 regions in total)*</li> <li>Average time to deliver a CF under the Program*</li> </ol>

**E. Disbursement Linked Indicators and Verification Protocols**

31. **The resources of the result-based component of the PforR will be disbursed based on the achievement of one prior result and five DLIs (Table 4).** Building on the World Bank's long-term engagement in the Côte d'Ivoire rural land sector, the DLIs were developed through detailed analysis of existing land registration and administrative data, experience under the PAMOFOR IPF, and policy dialogue with the Government. The DLIs and sub-DLIs are carefully designed to incentivize key pending reforms needed to address critical bottlenecks holding back the full digitization and scaling up of customary rural land administration systems (Results Area 1) and increased customary rural land registration efficiency and inclusivity (Results Area 2). The GoCI has been unable to achieve these results to date, demonstrating the Program's added value. Higher funding amounts were allocated to DLIs/sub-DLIs that are expected to be more difficult to achieve, for instance because they are not fully within AFOR's control and/or based on experience under the PAMOFOR IPF. The amounts have also been calibrated to



ensure the flow of funds to achieve all results, with sub-DLIs for incremental progress.<sup>19</sup> Results Area 1 will contribute to climate change adaptation by incentivizing large-scale systematic land use and ownership rights registration and supporting digital land records that enable better integration of land-related climate change considerations into spatial, land use, forest, and disaster risk management planning, as requested by key national climate strategies. Results Area 2 will contribute to climate change adaptation through formalized and registered land rights that inter alia allow people to evacuate their land during climate disasters and avoid ownership disputes after. More detail on the climate impact of the results areas is provided in Annex 7.

32. **Verification protocols.** Achievement of all DLIs will be monitored by relevant institutions, reviewed on an annual basis by the AFOR Steering Committee, and verified by an independent verification agent (IVA) whose report will be submitted to IDA to confirm full/partial DLI achievement. The institutions responsible for DLI achievement are:

- **DLI 1:** AFOR.
- **DLI 2:** AFOR Steering Committee (DLR 2a), AFOR (DLR 2b), President of the Republic (DLI 2c).
- **DLI 3, DLI 4, and DLI 5:** AFOR.

33. **An IVA will be contracted competitively to conduct yearly third-party independent verification for all DLIs (see Annex 2).** IDA will conduct regular quality assurance checks to support the Client in effective implementation.

<sup>19</sup> Specifically, the three DLI 2 sub-DLIs will incentivize the digitization of existing CFs, reconfiguration of the SIFOR to enable fully digitized procedures, and regulatory reform needed to achieve the full digitization of customary rural land administration. Similarly, the two DLI 4 sub-DLIs are designed to incentivize the Government to further simplify its customary rural land registration procedures (which may require further regulatory reforms beyond AFOR's direct control), which is a pre-requisite for reducing the ceiling price per hectare certified offered by/paid to private land registration operators. The targeted 35 percent reduction in this ceiling price (from about US\$20 now to US\$13) was determined based on (i) actual land certification costs during the PAMOFOR pilot phase and (ii) projected cost savings that could be achieved from procedural simplifications considered but not yet adopted.

**Table 4. Prior Result and DLIs Definition and Amount**

<b>DLI Definition</b>	<b>Scalable/Formula</b>	<b>US\$ millions</b>
<b>Results Area 1: Digitize and increase coverage of customary rural land administration systems</b>		<b>67</b>
<b>Prior Result/DLI 0.</b> Decree adopted to extend Land Certificate validity from three to ten years	Decree signed and published in the Official Journal.	15
<b>DLI 1:</b> Program-supported AFOR decentralized offices that are fully functional and staffed by staff paid by the Government	US\$100,000 per Sub-Prefectoral Land Office ( <i>Bureaux Fonciers sous-préfectoraux</i> , BFSP) up to 200 BFSPs; US\$120,000 for the next sixteen offices and US\$128,000 for the two-hundred and seventeenth office	22 <sup>20</sup>
<b>DLI 2:</b> Digital transformation of customary rural land administration	US\$10 million for each of three sub-DLIs, as follows: <ul style="list-style-type: none"> <li>• DLR 2a. Digitization of 95 percent of PAMOFOR-financed land certificates as of the date of effectiveness and their integration in the SIFOR</li> <li>• DLR 2b. SIFOR is reconfigured to enable digitized customary land registration procedures</li> <li>• DLR 2c. Ordonnance designating the SIFOR as the official and unique rural land registry has been signed by the President of the Republic</li> </ul>	30
<b>Results Area 2: Increase customary rural land registration efficiency and inclusivity</b>		<b>133</b>
<b>DLI 3:</b> Total land area certified by the Program	US\$2.5 million per each tranche of certificates signed by the Prefect covering 250,000 hectares, up to 5 million hectares	50
<b>DLI 4:</b> Land registration procedures simplified to reduce ceiling price per certified hectare	US\$60 million divided between two sub-DLIs, as follows: <ul style="list-style-type: none"> <li>• DLR 4a. Field Operations Manual 3.0 incorporating technical and social innovations that describes the roles of private Land Registration Operators and GoCI institutions resulting in a maximum field operation unit price per hectare certified of 8,000 CFA (US\$30 million) has been issued and adopted by AFOR</li> <li>• DLR 4b. Each region covered by a contract signed with a private Land Registration Operator at a maximum unit price per hectare certified of 8,000 CFA, up to 16 regions in total (US\$1.875 million per region, up to US\$30 million)</li> </ul>	60
<b>DLI 5:</b> Average time to deliver a Land Certificate under the Program	US\$ 5.7 million per year up to US\$23 million total upon achievement of 80 percent of CFs signed by the Prefects <six months since the date of application ( <i>enregistrement de la demande de CF</i> ) during the preceding 12 months	23
<b>Total</b>		<b>200</b>

### III. PROGRAM IMPLEMENTATION

#### A. Institutional and Implementation Arrangements

**34. AFOR will be the Program implementation agency and will coordinate with relevant line ministries/agencies.** In accordance with the decree creating AFOR and following the needed regulatory reforms, implementation of rural land registration will continue to 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 in accordance with

<sup>20</sup> The amounts allocated to the Prior Result (US\$15 million) and DLI1 (US\$22 million) correspond to the combined amount of US\$37 million, which is indicated in the Financing Agreement under DLI1.



the Subsidiary Agreement. AFOR is under the technical supervision of the Minister of Agriculture and the financial supervision of the Minister of the Budget and the State Portfolio. AFOR's main bodies are: (i) the Steering Committee and (ii) the General Management. To fulfill its mandate, AFOR will oversee the implementation of PRESFOR under the PNSFR using a single Field Operations Manual applicable to the entire *Domaine Foncier Rural*. As the implementation agency of PRESFOR, the Director General and Assistant Director General are the Coordinator and Assistant Coordinator of this Program, respectively.

35. **The operational and procedural manuals and safeguards norms will be aligned with the World Bank requirements.** AFOR will be considered as the Program implementation unit (PIU) of the PforR financing and will procure all goods and services under this Program for all implementing partners and provide overall monitoring and management of the use of the the World Bank financing. AFOR will procure, supervise, and evaluate qualified multidisciplinary private land registration operators, who will conduct the field work, prepare the certificate applications and formal land use contracts, and submit all documentation to AFOR. The *Préfet* will remain responsible for final certificate validation and signature. To avoid gaps or inconsistencies and progressively build trust with communities, a single private operator will be responsible for completing all relevant<sup>21</sup>activities in each *chd14ement* (i.e. *Conseil de Surveillance*), which consists of representatives of all government institutions with authorities related to rural land, will act as the Program Steering Committee and provide strategic guidance and GoCI coordination.), which consists of representatives of all government institutions with authorities related to rural land, will act as the Program Steering Committee and provide strategic guidance and GoCI coordination.
36. **AFOR will maintain the key Program implementation staff composed of a Financial Management Specialist, a Procurement Specialist, and Social Development and Environmental Safeguards Specialists throughout the Program.** These staff members already have experience with the World Bank procedures and requirements as appropriate and have established the necessary systems for *inter alia* fiduciary management, procurement, and safeguards. While AFOR staff have gained considerable experience and expertise, the country has never implemented a nationwide land registration operation, and the GoCI will need to promote information sharing and awareness raising to encourage additional qualified private registration operators to compete for contracts. The Program will recruit staff in the 10 new (non-PAMOFOR) regions and support training to enable AFOR staff to effectively operate the SIFOR and closely supervise field operations.

### B. Results Monitoring and Evaluation

37. **The Program will be monitored and reported on using the existing AFOR systems.** AFOR's Monitoring and Evaluation (M&E) specialists will be responsible for collecting information and data to report on Program implementation using the Results Framework (RF, Annex 1). The Program will leverage AFOR's M&E systems, including quarterly data collection, field supervision missions, and periodic reviews. The Program intends to complete midline and endline evaluations to capture lessons learned and ensure course correction. The assessment of the implementation of the Program and achievement of the expected results will be done monthly and quarterly, with semi-annual World Bank reporting.

### C. Disbursement Arrangements

38. **The Program will apply the fund flow arrangements used for the National Budget execution.** The GoCI, through the budget execution procedures, will transfer its contribution to the Program via the Treasury Account managed by the Directorate General of Treasury and Public Accounting: Directorate of Public Debt and Grants (*Direction de la dette publique et des dons*, DDPD). The GoCI will transfer its annual contribution based on the approved annual plan and budget and payment estimates for the next six months. The GoCI will claim disbursements from the World Bank as the DLIs are achieved. If the World Bank finds the disbursement request meets the terms of the Financing Agreement, based on the Results Verification Report prepared by the IVA , the World Bank will disburse

<sup>21</sup> Where DTV has already been completed, the process will begin with a targeted clarification phase to support land registration.



the corresponding funds. The DDPD will transfer within five business days to the Treasury Account managed by the Director General and Directorate of Administration and Finance (DAF) of AFOR the amounts received from the World Bank representing the Prior Result and amounts of DLIs achieved.

#### D. Capacity Building

39. **The Program will incentivize the development of a qualified rural land administration service accessible to landholders with the establishment of 217 new Sub-Prefectoral Land Office (*Bureaux Fonciers sous-préfectoraux, BSFP*).** These offices will be equipped to support field operations, supply the SIFOR with updated data, record secondary transactions (sales, inheritance, division), and provide up-to-date data to mediate disputes. They will be staffed by at least one qualified staff person paid by the Government trained by AFOR in land registry tools and methods. The RF and DLIs reflect capacity building outcomes.

### IV. ASSESSMENT SUMMARY

#### A. Technical (including program economic evaluation)

40. **The Technical Assessment concluded the Program can be implemented within the GoCI legal and institutional framework (Annex 2).** The analysis included the Program's strategic relevance, technical soundness, expenditure framework, results framework, institutional arrangements, reporting system, and economic rationale.
41. **The Program is strategically relevant: it addresses key constraints to poverty reduction and stability and supports the PNSFR's ambition to register all customary land use and ownership rights within the next ten years.** Well-defined customary rural land rights are needed to address increasing competition over land due to population growth and migration, to mitigate and prevent land conflicts, and to provide a secure foundation for private investment (by both small and large landholders) and, thus, sustainable and inclusive rural development.
42. **The Program is technically sound, and its RAs and results were identified based on the World Bank's longstanding partnership with the GoCI.** The Program's scope and geographic focus are appropriate and in line with its objectives and will add value to on-going and planned investments in close collaboration with other partners.
43. **Achieving nationwide rural land registration requires a deep and sustained effort to implement technically and politically sensitive reforms.** The main challenge is to strengthen and speed up the issuance of land records to secure all parcels by 2033. This will require to: (i) reduce costs and delays by achieving economies of scale and implementing the digital transformation of the rural land sector; (ii) strengthen the legal framework to enable these procedural reforms; (iii) strengthen the institutional capacities of the rural land sector (especially AFOR, but also other public and private institutions involved directly/indirectly in rural land registration); and (iv) develop and strengthen the human resources skills of rural land sector actors (AFOR, private sector, and academic sector).
44. **PRESFOR will scale up innovative tools piloted under PAMOFOR to increase coverage, efficiency, and inclusion and achieve ambitious objectives.** Coverage will be increased by equipping 43 percent of the country's sub-prefectures with BFSP, certifying five million ha (22 percent of the *Domaine Foncier Rural*), and digitizing 95 percent of all PAMOFOR-financed CFs in the SIFOR. Efficiency will be increased by reducing the unit price per certified hectare by 35 percent and decreasing the CF issuance timeline by one-third. Inclusivity will be increased by delivering land certificates to 20 times as many landowners as currently have a CF in Program areas and delivering formal land use contracts to nearly 40 times as many people as under PAMOFOR, including 30 percent female landholders benefiting from both types of land records. The GoCI's aim to simplify and digitize its procedures to reduce the maximum unit price per hectare it pays to private registration operators will allow AFOR to better negotiate with these operators, control expenses, and ensure competition among its suppliers.



45. **PRESFOR will also support AFOR to pilot and scale up more inclusive land registration procedures to strengthen the rights of both indigenous and migrant smallholders, including women, and resolve existing disputes, thus laying the foundation for increased social cohesion and more inclusive development.** PRESFOR will scale up the more inclusive and gender-equitable registration procedures piloted under PAMOFOR, including by encouraging customary landowners to formalize land use contracts with tenant farmers and encouraging husbands to voluntarily transfer land to their wives that is then certified in the wife's name. Under PAMOFOR, AFOR has also developed effective multi-level grievance redress mechanisms, building on existing institutions. These innovations have resulted in the delivery of 22 percent of PAMOFOR-financed land certificates to female landowners, the introduction of standardized formal land use contracts, and the resolution of 78 percent of intra- and inter-community land disputes reported to the grievance redress mechanism (GRM). PRESFOR will scale up these innovations and go further by developing procedures to formalize pastoralists land rights, including customary ownership and land use rights.
46. **The budget lines for the Program were identified after a thorough review to avoid duplication with other World Bank and donor-financed operations.** Existing AFOR budget lines will be used: 78042100535 for operating expenditure and 78042100627 for capital expenditure. Two new lines linked to PRESFOR will be included in the 2024 budget: one to finance PRESFOR operations and the other to finance the construction of the AFOR headquarters, as per the PNSFR. The Program budget line and accounts will be managed by the Director General and DAF of AFOR. The general payor of public debt will be charged with transferring the capital of the mandate received to AFOR accounts.
47. **The Program is expected to generate significant financial, economic, tangible, and intangible gains.** The estimated internal rate of return (IRR) is 27 percent to 112 percent, and the estimated Net Present Value (NPV) is US\$92 million to US\$778 million at a 10 percent discount rate. One of the main intangible impacts of land registration is improved social cohesion and peace, both pre-requisites for resilient and sustainable development. Securing rural tenure also incentivizes landholders to invest in improving yields and sustainable land management.

#### Paris Alignment

48. **The operation is aligned with the goals of the Paris Agreement on both mitigation and adaptation and resilience.**
49. **Assessment and reduction of mitigation risks:** The Program is not at a material risk of having a negative impact on the country's low-GHG-emissions development pathways and will actively contribute to decarbonization by reducing greenhouse gas emissions<sup>22</sup> and increasing sinks (afforestation). The activities under DLIs 2, 3, 4 and 5, such as land use and ownership rights registration that will lead to afforestation, reforestation, sustainable forest management, etc., are on the list of Universally Aligned activities. The establishment of decentralized AFOR offices (DLI 1) is also universally aligned as construction or retrofitting will be compliant with national or local building codes, that have energy performance standards broadly equivalent to the Level 1 EDGE Certification. The Program is also estimated to have a net positive emissions reductions impact through adoption of more sustainable farming and land management practices.
50. **Assessment and reduction of adaptation risks:** The Program is not expected to be impacted by material risks from climate hazards and actively contributes to resilience. The Program contributes to the NDC and the Abidjan Legacy Program, which aims to achieve 20 percent forest recovery, increase agricultural productivity, and make value chains more sustainable, since the activities leading to formal land rights registration will lead to more sustainable land investments, such as increased tree planting (afforestation), tree preservation/forest restoration

<sup>22</sup> Côte d'Ivoire's emissions are among the lowest globally; over half of its emissions are caused by land-use change and deforestation. Côte d'Ivoire has adopted a REDD+ strategy (2017) that aims to reduce deforestation and classified forest degradation. The 2019 Forestry Strategy also established standards for sustainable cocoa, including to restrict deforestation and mitigate climate change.



and improved soil and water management, which will in turn enhance climate change mitigation and resilience. Program investments in the geodetic infrastructure and LIS will also benefit disaster planning and response by benefitting the scientific community responsible for earth monitoring and other sectors responsible for disaster planning and response and planning for adaptation of infrastructure and services. Moreover, it 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 Programmed climate change vulnerability and disaster risk management and mitigation needs, which is expected to contribute to climate change adaptation.

### B. Fiduciary

51. **The Fiduciary Systems Assessment (FSA) concludes that the fiduciary systems meet OP/BP 9.00 requirements.** The funds will support achievement of Program objectives, and there is a reasonable assurance that financing proceeds will be used for intended purposes with due regard to economy, effectiveness, efficiency, transparency, and accountability. The Program design incorporates lessons learned from the on-going PforRs in Côte d'Ivoire.<sup>23</sup>
52. **The Fiduciary Risk is Moderate given identified weaknesses and mitigation measures,** including internal controls, accounting, financial reporting, state-owned enterprise's governance, and the procurement of goods and works.
53. **The FSA reviewed the capacity of GoCI and the implementing entity AFOR** for its ability to: (i) record, control and manage all Program resources and produce timely, relevant, and reliable information; (ii) follow procurement rules and procedures; and (iii) ensure adequate implementation arrangements and risk mitigation. The FSA focused on quality of the legal and institutional frameworks for Public Financial Management (PFM), procurement, and Governance and Anticorruption (GAC) applicable to the Program, and the fiduciary capacity of implementing entities for budget preparation, budget execution, internal controls, and external audit. See Annex 3 for details.
54. **The FSA was conducted through a methodical assessment of systems and practices involving the review of several analytical works,** mainly: (i) Public Expenditure and Financial Accountability (PEFA) Assessment; (ii) Public Investment Management Assessment (PIMA); (iii) AFOR annual and audit reports; and (iv) National Public Procurement Regulatory Agency (*Autorité Nationale de Régulation des Marchés Publics*, ANRMP), Court of Accounts and General Finance Inspector (*Inspection Général des Finances*, IGF) annual reports. The World Bank also reviewed the lessons learned in the implementation of World Bank-financed operations in relevant sectors. Several missions and consultations discussed with key stakeholders and presented key findings, also reviewed the lessons learned in the implementation of World Bank-financed operations in relevant sectors.
55. **The assessment determined that the Côte d'Ivoire PFM and procurement country systems are acceptable to the World Bank and meet the requirements for the implementation of a PforR.** Côte d'Ivoire PFM has a strong legal and institutional framework, effective PFM planning and budget system, and a strong internal control system with clear and relevant segregations of duties at each step of the budget execution. Budget execution and internal control systems are computerized and inter-linked with procurement and treasury systems. There is an adequate legal and institutional framework for fraud and anticorruption in line with international standards. Côte d'Ivoire has also adopted the West African Economic and Monetary Union (WAEMU) PFM and procurement directives whose implementation is ongoing<sup>24</sup>.

<sup>23</sup> Enhancing Government Effectiveness for Improved Public Services (P164302), Côte d'Ivoire Social Safety Nets System Strengthening Program (P175594), Côte d'Ivoire Strengthening Primary Education System Operation (P177800), Côte d'Ivoire National Electricity Digitalization and Access operation (P176776). These projects will share knowledge and experience with AFOR.

<sup>24</sup> 2017 Public Expenditure and Financial Accountability (PEFA) Assessment for Côte d'Ivoire.



56. **Meanwhile, there are opportunities to strengthen country systems for internal and external audit, procurement, and anticorruption.** The internal audit function needs to adopt international standards and increase staff capacity with an ongoing related reform. External auditors do not conduct sufficient performance audits and need more resources. Procurement timeliness could be improved by streamlining processes, and enforcement of sanctions could be enhanced. Enforcement of anticorruption mechanisms could be strengthened.
57. **The AFOR external audit function is acceptable to the World Bank.** Two private external auditors are appointed by the Ministry in charge of the Portfolio of the State. The current two external auditing firms are acceptable to the World Bank.

#### C. Environmental and Social

58. **The E&S risks are rated Substantial.** In general, the Program will contribute to resolving land conflicts and registering customary land use and ownership rights and thus promote gender equity, social cohesion, and a new social contract between the GoCI and rural landholders. Registration will also incentivize greater landholder investments in tree planting/regeneration, and improved soil management. On physical E&S impact, the Program's main potential environmental risks are Low to Moderate and are related to the delimitation of village territories, boundary demarcation, field survey work, construction of BFSPs, the installation of CORS, and the digitization of land administration procedures using cloud-based servers (which is expected to have a net positive environmental impact by reducing the need for paper-based land administration procedures). Social risks are Substantial due to the sensitivity of land-related issues and land conflicts in Côte d'Ivoire and the potential for Program implementation to be affected by pre-existing land-related conflicts. There is very low likelihood of land acquisition for construction, as sub-prefectures will favor land use in the village administrative reserve (existing government-owned lands). While most of the workers required to implement land registration operations will come from the targeted villages/sub-prefectures, there will be a need to mobilize some outside workers, in particular AFOR staff, private land registration operators, surveyors, and construction workers (for CORS and small building renovation/construction), which could lead to increased exposure to sexually transmitted diseases, including HIV/AIDS, as well as COVID-19, sexual exploitation/sexual harassment (SEA/SIH) incidents, and on-site accidents. The Environmental and Social System Assessment<sup>25</sup> (ESSA) includes recommendations to prevent and mitigate these risks. Program activities may potentially exclude some vulnerable groups from the benefits of land registration. This risk will be mitigated by the Program scaling up new, more inclusive PAMOFOR-piloted registration procedures that have resolved existing land disputes and strengthened the rights of vulnerable groups, including women and tenant farmers. The ESSA also includes recommendations to improve the Program's E&S management and inform the Program Action Plan.

#### World Bank Corporate Requirements

##### Gender

35. **Gender inclusion is a strong component of the Program. Building on the progress achieved under PAMOFOR and in alignment with the PNSFR, the Program will scale up actions to strengthen the customary land rights of women in rural areas in Côte d'Ivoire.** More specifically, the Program will promote women's land rights 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; and (v) encouraging husbands to gift land to their wives that is registered

<sup>25</sup> ESSA was disclosed in-country on June 12, 2023 and on the World Bank website on June 1, 2023.



to their wives. USAID successful campaigns, as well as other organizations, could inspire AFOR's efforts to promote inclusion - especially of women - and social cohesion.

36. ***Indicators:* The PRESFOR Program has included one outcome indicator to track the closure of the gender gap in access to farmland:** People with land use or ownership rights recorded as a result of the operation (disaggregated by use/ownership rights and gender). Moreover, three output indicators are gender disaggregated: (i) Number of people trained in inclusive and gender sensitive land administration per year (by gender, village/central level); (ii) Number of people with use or ownership rights recorded as a result of the Program (by gender); and (iii) Number of beneficiaries of Program land registration operations (by gender).
37. **Overall, the PRESFOR Program will ensure that participatory activities and consultative processes are held in venues and formats that are suitable and possible for women and girls to attend so that their views are considered and that non-mixed consultations will be organized to provide safe spaces for women to voice their concerns and questions.** Gender disaggregated reporting, monitoring, and evaluation will be ensured by the PRESFOR Program's regular M&E reporting on its Results Framework. Detailed actions have been incorporated into the Program Operations Manual to ensure that implementing agencies, participating municipalities, and GoCI entities comply with Program gender requirements.

#### Citizen Engagement and Grievance Readiness

59. **The PRESFOR Program capitalizes on the results achieved by PAMOFOR and will scale up existing effective approaches for public consultation, information dissemination, and feedback collection.** As per the PNSFR, the Program will ensure extensive community outreach, participatory planning, and a feedback loop to strengthen the social contract and content of the instruments to respond to local needs and realities. To inform and reinforce women's and young people's access to tenure security, the PNSFR requires to inform women and youth of their land rights and relevant laws and procedures. In addition, the Program will also sensitize the heads of families and village dignitaries on the importance of land tenure security for women and young people.
60. **Grievance Redress.** Communities and individuals who believe that they are adversely affected as a result of a World Bank supported PforR operation, as defined by the applicable policy and procedures, may submit complaints to the existing program grievance mechanism or the World Bank's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address pertinent concerns. Program affected communities and individuals may submit their complaint to the World Bank's independent Accountability Mechanism (AM). The AM houses the Inspection Panel, which determines whether harm occurred, or could occur, as a result of World Bank non-compliance with its policies and procedures, and the Dispute Resolution Service, which provides communities and borrowers with the opportunity to address complaints through dispute resolution. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and World Bank Management has been given an opportunity to respond. For information on how to submit complaints to the GRS, visit <https://www.worldbank.org/GRS>. For information on how to submit complaints to the World Bank's AM, visit <https://accountability.worldbank.org>.

#### V. RISK

61. **The overall risk is Substantial.** Below is an explanation of substantial risks and mitigation measures.
62. **Sector Strategies and Policies: Substantial.** The Program will incentivize the adoption of key pending reforms needed to scale up customary land registration nationwide. While the Government has extended the deadline for CFs to be converted to titles (for Ivoirians) and state leases (for non-Ivoirians) from three years to ten years, the



decree on *terres sans maîtres* could be used to declare “ownerless” lands with CFs older than 10 years that have not been converted to titles nor state leases and lands that have not been certified by 2033. However, the GoCI has extended the deadline for certification and conversion to CFs titles or state leases several times, and there is an active debate about making CFs a permanent record. The juxtaposition of the recent decree defining very cumbersome procedures for AFOR to identify customary lands not certified within ten years as “ownerless” with the recent adoption of the 10-year PNSFR highlights the need for further policy dialogue, and the Program will support additional analysis and dialogue to help the Government develop a long-term vision for customary rural land administration (Program Action Plan [PAP] action). The Program will also expand training and dispute resolution.

63. **Macroeconomic: Substantial.** The medium-term outlook is broadly positive, but headwinds are strong in the short term. Protracted inflationary pressures and prolonged tighter-than-expected financial conditions in international markets would increase fiscal and debt sustainability risks, notably restricting financing options. Heightened regional insecurity spillovers could undermine investor confidence and weigh further on the budget if additional security spending were needed. Risks are mitigated through the ongoing political process, including the developing of the MTRS and commitments to fiscal consolidation, under the WAEMU criteria, and debt management reforms. The World Bank and International Monetary Fund (IMF) continue closely monitoring the macroeconomic situation and engage with the authorities to support their reform efforts; with the IMF program providing an anchor.
64. **Social and Environmental: Substantial.** The proposed operation builds on PAMOFOR-financed investments, which have been shown to pose low to moderate residual environmental risk and moderate to substantial residual social risks. No residual climate hazard risks were identified, and the Program can achieve its objectives (which will contribute to climate adaptation and mitigation) under likely climate change scenarios.

**ANNEX 1. RESULTS FRAMEWORK MATRIX****Program Development Objective(s)**

The Program Development Objectives are to: digitize and increase coverage of customary rural land administration systems and increase customary land registration efficiency and inclusivity.

**PDO Indicators by Outcomes**

Baseline	Period 1	Closing Period
<b>Increase customary rural land registration efficiency and inclusivity</b>		
<b>People with land use or ownership rights recorded as a result of the operation (Number)</b>		
Feb/2024	Sep/2026	Nov/2028
0	500000	1150000
➤ Target population with use rights recorded as a result of the operation (Number)		
Feb/2024	Sep/2026	Feb/2028
0	100000	250000
➤ Target population with customary ownership rights recorded as a result of the operation (Number)		
Feb/2024	Sep/2026	Feb/2028
0	450000	900000
➤ Proportion of women among target population with use rights recorded as a result of the operation (Percentage)		
0	20	30
➤ Proportion of females among target population with customary ownership rights recorded as a result of the operation (Percentage)		
0	20	30
<b>Land registration procedures simplified to reduce ceiling price per certified hectare (Yes/No) <small>DLI</small></b>		
Feb/2024		Nov/2028
No		Yes
➤ Field Operations Manual 3.0 incorporating technical and social innovations resulting in a maximum field operation unit price per hectare certified of 8,000 CFA (Yes/No) <small>DLI</small>		
Feb/2024		Feb/2028



No		Yes
➤ Each region covered by a contract signed with a private Land Registration Operator at a maximum unit price per hectare certified of 8,000 CFA, up to 16 regions in total (Yes/No) DLI		
Feb/2024		Feb/2028
No		Yes
<b>Average time to deliver a CF under the Program (Months)</b> DLI		
Feb/2024		Nov/2028
9 months		6 months
<b>Digitize and increase coverage of customary rural land administration systems</b>		
<b>Program-supported AFOR decentralized offices that are fully functional and staffed by staff paid by the Government (Number)</b> DLI		
Feb/2024	Sep/2026	Nov/2028
0	100	217
<b>Digital transformation of customary rural land administration (Yes/No)</b> DLI		
Feb/2024		Nov/2028
No		Yes
➤ Digitization of 95 percent of PAMOFOR-financed land certificates as of the date of effectiveness and their integration in the SIFOR (Yes/No) DLI		
Feb/2024		Nov/2028
No		Yes
➤ SIFOR is reconfigured to enable digitized customary land registration procedures (Yes/No) DLI		
Feb/2024		Nov/2027
No		Yes
➤ Ordinance designating the SIFOR as the official and unique rural land registry has been signed by the President of the Republic (Yes/No) DLI		
Feb/2024		Nov/2028
No		Yes

### Intermediate Indicators by Results Areas

Baseline	Period 1	Closing Period
<b>Results Area 1: Digitize and increase coverage of customary rural land administration systems</b>		
<b>AFOR staff financed by GoCI (Percentage)</b>		
Apr/2023	Feb/2026	Nov/2028
49.30%	70%	100%
<b>Public awareness campaigns (Number)</b>		
Apr/2023	Feb/2026	Nov/2028



0	1000	2685
➤ Public awareness campaigns led by sub-prefects (Number)		
Apr/2023	Feb/2026	Nov/2028
0	500	1075
<b>People trained in inclusive and gender-sensitive land administration per year (by gender, village/central level) (Number)</b>		
Feb/2024	Feb/2026	Nov/2028
0	5500	12975
➤ Professionals trained annually with land tenure degree (Number)		
Apr/2023	Feb/2026	Nov/2029
0	5500	11700
➤ Females among people trained with an inclusive and gender sensitive land administration degree (Number)		
Feb/2023	Feb/2026	Nov/2028
0	150	382
➤ Females among professionals trained in inclusive and gender sensitive land administration (Number)		
Feb/2023	Feb/2026	Nov/2028
0	1200	3510
<b>Decree adopted to extend CF validity (Yes/No)</b>		
Apr/2023		Dec/2023
No		Yes
<b>Villages that benefitted from tenure film screening (Number)</b>		
Apr/2023	Feb/2026	Nov/2028
0	800	1920
<b>Results Area 2: Increase Customary Rural Land Registration Efficiency and Inclusivity</b>		
<b>Land parcels with use or ownership rights recorded as a result of World Bank support (by use/ownership and gender) (Number)</b>		
Feb/2024	Feb/2026	Feb/2028
0	300000	500000
➤ Land use contracts formalized by the operation (Number)		
Feb/2024	Sep/2026	Feb/2028
0	100000	250000
➤ Signed land certificates delivered by the operation (Number)		
Feb/2024	Sep/2026	Feb/2028
0	250000	500000
➤ Land parcels with use rights recorded in the name of one or more females as a result of the operation (Percentage)		
0	15%	30%
➤ Land parcels with ownership rights recorded in the name of one or more females as a result of the operation (Percentage)		
0	15%	30%



Total land area certified (Hectare(Ha)) <sup>DLU</sup>		
Feb/2024	Apr/2026	Nov/2028
0	2000000	5000000
Beneficiaries of Program land registration operations (Number)		
Feb/2024	Feb/2026	Feb/2028
0	2700000	6210000
➤ Program beneficiaries of land registration operations that are female (Percentage)		
0	25	50
Length of village boundaries demarcated by the Program on the borders of Classified Forests/Protected Areas (Kilometers)		
Feb/2024	Feb/2026	Nov/2028
0	400	1000
Operational CORS stations installed by the Program (Number)		
Feb/2024	Feb/2026	Nov/2028
0	6	16

#### Disbursement Linked Indicators (DLI)

Period	Period Definition	Timeline
Period 0	Prior Results	2023
Period 1	CY2024	2024
Period 2	CY2025	2025
Period 3	CY2026	2026
Period 4	CY2027	2027
Period 5	CY2028	2028

Baseline	Period 0	Period 1	Period 2	Period 3	Period 4	Period 5
<b>0 : Decree adopted to extend Land Certificate validity from three to ten years (Yes/No )</b>						
0	Yes	Yes	Yes	Yes	Yes	
0.00	15.00	0.00	0.00	0.00	0.00	
DLI allocation		15.00			As a % of Total DLI allocation	
					7.5%	
<b>1 : Program-supported AFOR decentralized offices that are fully functional and staffed by civil servants (Number )</b>						



0	0	30	50	80	57	0
0.00	0.00	3,000,000.00	5,000,000.00	8,000,000.00	7,000,000.00	0.00
DLI allocation		22,000,000.00	As a % of Total DLI allocation			11.0%
<b>2 : Digital transformation of customary rural land administration (Yes/No )</b>						
No	No prior results	Digitization of 95 percent of PAMOFOR-financed land certificates as of the date of effectiveness and their integration in the SIFOR	SIFOR is reconfigured to enable digitized customary land registration procedures	No	No	SIFOR adopted as the official rural land registry
0.00	0.00	10,000,000.00	10,000,000.00	0.00	0.00	10,000,000.00
DLI allocation		30,000,000.00	As a % of Total DLI allocation			15.0%
➤ 2a : Digitization of 95percent of existing land certificates as of the date of effectiveness and their integration in the SIFOR (Yes/No )						
No	No	Digitization of 95 percent of PAMOFOR-financed land certificates as of the date of effectiveness and their integration in the SIFOR	No	No	No	No
0.00	0.00	10,000,000.00	0.00	0.00	0.00	0.00
DLI allocation		10,000,000.00	As a % of Total DLI allocation			5.0%
➤ 2b : SIFOR is reconfigured to enable fully digitized customary land registration procedures (Yes/No )						
No	No	No	SIFOR is reconfigured to enable digitized customary land registration procedures	No	No	No
0.00	0.00	0.00	10,000,000.00	0.00	0.00	0.00
DLI allocation		10,000,000.00	As a % of Total DLI allocation			5.0%
➤ 2c : Ordonnance designating the SIFOR as the official and unique rural land registry has been signed by the Minister in charge of Rural Land Affairs (Yes/No )						
No	No	No	No	No	Ordonnance designating the SIFOR as the official and	No



					unique rural land registry has been signed by the President of the Republic	
0.00	0.00	0.00	0.00	0.00	10,000,000.00	0.00
DLI allocation	10,000,000.00			As a % of Total DLI allocation		5.0%
<b>3 : Total land area certified (Hectare(Ha) )</b>						
0	0	0	US\$2.5 million per each tranche of certificates signed by the Prefect covering 250,000 hectares	1million ha	1.5 million ha	2 million ha
0.00	0.00	0.00	5,000,000.00	10,000,000.00	15,000,000.00	20,000,000.00
DLI allocation	50,000,000.00			As a % of Total DLI allocation		25.0%
<b>4 : Land registration procedures simplified to reduce ceiling price per certified hectare negotiated with private land registration operators (Yes/No )</b>						
No	0	Field Operations Manual 3.0 incorporating technical and social innovations that describes the roles of private Land Registration Operators and GoCI institutions resulting in a maximum field operation unit price per hectare certified of 8,000 CFA	US\$ 1.875 million for each region covered by a signed contract with a private Land Registration Operator at a maximum field operations unit price of 8,000 CFA, up to a total of 16 regions	0	0	0
0.00	0.00	36,000,000.00	24,000,000.00	0.00	0.00	0.00
DLI allocation	60,000,000.00			As a % of Total DLI allocation		30.0%
➤ 4a : Field Operations Manual 3.0 incorporating technical and social innovations resulting in a maximum field operation unit price per hectare certified of 8,000 CFA (Yes/No )						
No	NA	Field Operations Manual 3.0 incorporating	0	0	0	0



		technical and social innovations that describes the roles of private Land Registration Operators and GoCI institutions resulting in a maximum field operation unit price per hectare certified of 8,000 CFA				
0.00	0.00	30,000,000.00	0.00	0.00	0.00	0.00
DLI allocation		30,000,000.00		As a % of Total DLI allocation		15.0%
➤ 4b : Each region covered by a contract signed with a private Land Registration Operator at a maximum unit price per hectare certified of 8,000 CFA, up to 16 regions in total (Yes/No )						
No	NA	0	US\$ 1.875 million for each region covered by a signed contract with a private Land Registration Operator at a maximum field operations unit price of 8,000 CFA, up to a total of 16 regions	0	0	0
0.00	0.00	0.00	30,000,000.00	0.00	0.00	0.00
DLI allocation		30,000,000.00		As a % of Total DLI allocation		15.0%
<b>5 : Average time to deliver a CF under the Program (Months )</b>						
9 months	0	0	0	0	of 80 percent of CFs signed by the Prefects within less than 6 months since the date of application (enregistrement de la demande de CF) as evidence by the mid-term evaluation of SIFOR data	0



## The World Bank

Côte d'Ivoire Rural Land Tenure Management Strengthening Program(P179338)

0.00	0.00	0.00	5,750,000.00	5,750,000.00	5,750,000.00	5,750,000.00
DLI allocation		23,000,000.00		As a % of Total DLI allocation		11.5%



## Monitoring & Evaluation Plan: PDO Indicators by PDO Outcomes

<b>PDO Level Result</b>	<b>Digitize and increase coverage of customary rural land administration systems</b>
<b>Indicator Name</b>	Program-supported AFOR decentralized offices that are fully functional and staffed by at least one staff person paid by the Government
<b>Description</b>	Count of the number of fully functional BFSP offices.
<b>Frequency</b>	Annual
<b>Data source</b>	AFOR
<b>Methodology for Data Collection</b>	AFOR will submit the list of BFSPs to the IVA for verification with proof that the offices are fully functional (to be defined in Implementation Manual).
<b>Responsibility for Data Collection</b>	AFOR
<b>Indicator Name</b>	Digital transformation of customary rural land administration (disaggregated into three sub-DLIs: DLR 2a. Digitization of 95 percent of PAMOFOR-financed land certificates as of the date of effectiveness and their integration in the SIFOR; DLR 2b. SIFOR is reconfigured to enable digitized customary land registration procedures and DLR 2c. Ordinance designating the SIFOR as the official and unique rural land registry has been signed by the President of the Republic)
<b>Description</b>	<ul style="list-style-type: none"> <li>• DLR 2a Digitization of 95 percent of PAMOFOR-financed land certificates as of the date of effectiveness and their integration in the SIFOR</li> <li>• DLR 2b SIFOR reconfigured to enable digitized customary land registration procedures.</li> <li>• DLR 2c Ordinance designating the SIFOR as the official and unique rural land registry has been signed by the President of the Republic</li> </ul>
<b>Frequency</b>	Year 1, 2 and 5
<b>Data source</b>	AFOR
<b>Methodology for Data Collection</b>	Tracks progress towards digital transformation of customary land registration.
<b>Responsibility for Data Collection</b>	AFOR
<b>PDO Level Result</b>	<b>Increase customary rural land registration efficiency and inclusivity</b>
<b>Indicator Name</b>	People with land use or ownership rights recorded as a result of the operation (disaggregated by use/ownership rights and gender)
<b>Description</b>	Count of the signed Land Certificates.
<b>Frequency</b>	Annual
<b>Data source</b>	AFOR
<b>Methodology for Data Collection</b>	AFOR will submit the list of signed certificates.



Responsibility for Data Collection	AFOR
Indicator Name	Land registration procedures simplified to reduce ceiling price per certified hectare (disaggregated into two sub-DLRs: DLR 4a. Field Operations Manual 3.0 incorporating technical and social innovations that describes the roles of private Land Registration Operators and GoCI institutions resulting in a maximum field operation unit price per hectare certified of 8,000 CFA and DLR 4b. Each region covered by a contract signed with a private Land Registration Operator at a maximum unit price per hectare certified of 8,000 CFA, up to 16 regions in total)*
Description	Tracks progress towards decreasing the price per hectare paid to private land registration operators.
Frequency	Annual
Data source	AFOR
Methodology for Data Collection	<ul style="list-style-type: none"><li>• DLR 4a. Field Operations Manual 3.0 incorporating technical and social innovations that describes the roles of private Land Registration Operators and GoCI institutions resulting in a maximum field operation unit price per hectare certified of 8,000 CFA and</li><li>• DLR 4b. Each region covered by a contract signed with a private Land Registration Operator at a maximum unit price per hectare certified of 8,000 CFA, up to 16 regions in total)</li></ul>
Responsibility for Data Collection	AFOR
Indicator Name	Average time to deliver a CF under the Program
Description	Average time to deliver land certificates
Frequency	Annual
Data source	AFOR
Methodology for Data Collection	Achievement of 80 percent of CFs signed by the Prefects within less than 6 months since the date of application ( <i>enregistrement de la demande de CF</i> ) as evidence by the mid-term evaluation of SIFOR data
Responsibility for Data Collection	AFOR

**Monitoring & Evaluation Plan: Intermediate Results Indicators by Results Areas**

<b>Results Area 1: Digitize and increase coverage of customary rural land administration systems</b>	
<b>% AFOR staff financed by GoCI (Percentage)</b>	
Description	This indicator measures the percentage of AFOR staff financed by the Government.
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.
Responsibility for Data Collection	AFOR
<b>Public awareness campaigns (Number)</b>	
Description	This indicator accounts for the number of public awareness campaigns.
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.
Responsibility for Data Collection	AFOR
<b>➤ Public awareness campaigns led by sub-prefects (Number)</b>	
Description	This indicator accounts for the number of public awareness campaigns led by sub-prefects.
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.
Responsibility for Data Collection	AFOR
<b># of people trained in inclusive and gender-sensitive land administration per year (by gender, village/center level)</b>	
Description	This indicator measures the number of people trained in inclusive and gender sensitive land administration.
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.
Responsibility for Data Collection	AFOR
<b>➤# of professionals trained annually with land tenure degree (Number)</b>	
Description	This indicator measures the number of people trained in land tenure.
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.
Responsibility for Data Collection	AFOR
<b>➤Proportion of females among people trained with an inclusive and gender sensitive land administration degree (percentage)</b>	
Description	This indicator measures the percentage of females among people trained in land tenure.
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.
Responsibility for Data	AFOR



Collection	
➤ Proportion of females among professionals trained in inclusive and gender sensitive land administration (percentage)	
Description	This indicator measures the percentage of females among people trained in inclusive and gender sensitive land administration.
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.
Responsibility for Data Collection	AFOR
<b>Decree adopted to extend CF validity (yes/No)</b>	
Description	This indicator certifies the adoption of the decree to extend the validity of the CF.
Frequency	Once
Data source	AFOR
Methodology for Data Collection	Decree published in the JO.
Responsibility for Data Collection	AFOR
<b># of villages that benefitted from tenure film screening (Number)</b>	
Description	This indicator measures the number of villages that benefitted from public awareness campaigns.
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.
Responsibility for Data Collection	AFOR
<b>Results Area 2: Increase Customary Rural Land Registration Efficiency and Inclusivity</b>	
<b>Land parcels with use or ownership rights recorded as a result of World Bank support (by use/ownership and gender) (Number)</b>	
Description	This indicator measures the number of people with use or ownership rights recorded as a result of the Program.
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.
Responsibility for Data Collection	AFOR
<b>➤ Proportion of land parcels with ownership rights recorded in the name of one or more females as a result of the Program (Percentage)</b>	
Description	This indicator measures the percentage of women with ownership rights recorded as a result of the Program.
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.
Responsibility for Data Collection	AFOR
<b>➤ Proportion of land parcels with land use rights recorded in the name of one or more females as a result of the Program (Percentage)</b>	
Description	This indicator measures the percentage of women with land use rights recorded as a result of the Program.
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.



Responsibility for Data Collection	AFOR
<b>➤ Land use contracts formalized by the operation (Number)</b>	
Description	This indicator measures the number of land use contracts formalized as a result of the Program.
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.
Responsibility for Data Collection	AFOR
<b>➤ Signed land certificates delivered by the operation (Number)</b>	
Description	This indicator measures the number of land certificates recorded as a result of the Program
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.
Responsibility for Data Collection	AFOR
<b>Total land area certified by the Program (Hectare(Ha)) DLI</b>	
Description	This indicator measures the Total land area (ha) certified by the Program
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.
Responsibility for Data Collection	AFOR
<b>Length of village boundaries demarcated by the Program on the borders of Classified Forests/Protected Areas (Kilometers)</b>	
Description	This indicator measures the length (km) of village boundaries demarcated by the Program on the borders of Classified Forests/Protected Areas
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.
Responsibility for Data Collection	AFOR
<b>Operational CORS stations installed by the Program (Number)</b>	
Description	This indicator measures the number of CORS stations that are operational.
Frequency	Annually
Data source	AFOR
Methodology for Data Collection	Quarterly program implementation reports prepared by AFOR and verified by the World Bank.
Responsibility for Data Collection	AFOR

**Verification Protocol Table: Disbursement Linked Indicators**

<b>DLI Name</b>	DLI1. Program-supported AFOR decentralized offices that are fully functional and staffed by staff paid by the Government
<b>Formula</b>	Count of the number of fully functional BFSP offices.
<b>Description</b>	Count of BFSP offices that have at minimum: laptop computer, surveying kit (handheld GPS and/or smartphone with GPS), access to the SIFOR, electricity, internet connection, dedicated office (renovated/constructed), office furniture, at least one full-time qualified staff member financed by GoCI, keys to access the office even if the sub-prefecture office is closed. Definition of "fully functional" to be further detailed in the Implementation Manual.
<b>Data source/ Agency</b>	AFOR
<b>Verification Entity</b>	IVA
<b>Procedure</b>	<b>AFOR will submit the list of BFSPs to the IVA for verification with proof that the offices are fully functional (to be further defined in Implementation Manual).</b>
<b>DLI Name</b>	DLI2. Digital transformation of customary rural land administration
<b>Formula</b>	<ul style="list-style-type: none"><li>• DLIDLR 2a. Digitization of 95 percent of PAMOFOR-financed land certificates as of the date of effectiveness and their integration in the SIFOR</li><li>• DLIDLR 2b. SIFOR is reconfigured to enable digitized customary land registration procedures</li><li>• DLIDLR 2c. Ordinance designating the SIFOR as the official and unique rural land registry has been signed by the President of the Republic</li></ul>
<b>Description</b>	Tracks progress towards digital transformation of customary land registration.
<b>Data source/ Agency</b>	AFOR
<b>Verification Entity</b>	World Bank
<b>Procedure</b>	<b>DLR 2a. The IVA will verify that the number of digitized CF files represents 95% of the stock of CF as of the date of effectiveness. AFOR Steering Committee will submit the draft and final rules for World Bank review and verification.</b> <b>DLR 2b. AFOR will reconfigure the SIFOR to enable digitized customary land registration.</b> <b>DLR 2c. Minister in charge of Rural Land Affairs will sign the final ordinance to designate the SIFOR as the official rural land registry.</b>
<b>DLI Name</b>	DLI3. Total land area certified by the Program (hectares)
<b>Formula</b>	Tranches of certificates signed by the Prefect covering 250,000 hectares (20 tranches, up to 5 million hectares)
<b>Description</b>	Number of hectares covered by CFs
<b>Data source/ Agency</b>	AFOR
<b>Verification Entity</b>	IVA
<b>Procedure</b>	<b>AFOR will submit the list of certificates signed by the Prefect covering 250,000 hectares to the IVA for verification.</b>



DLI Name	DLI4. Land registration procedures simplified to reduce ceiling price per certified hectare
Formula	<p>DLR 4a. Field Operations Manual 3.0 incorporating technical and social innovations resulting in a maximum field operation unit price of 8,000 CFA / hectare certified that describes the roles of private Land Registration Operators and GoCI institutions (US\$ 30 million)</p> <p>DLR 4b: Each region covered by a contract signed with a private Land Registration Operator at a maximum unit price per hectare certified of 8,000 CFA, up to 16 regions in total (US\$ 1.875 million per region, up to US\$ 30 million)</p>
Description	Average cost per hectare
Data source/ Agency	AFOR
Verification Entity	IVA
Procedure	<p><b>DLR 4a.</b> AFOR will submit the draft Operational Manual for IVA review and verification. IVA will verify that the Manual takes into account legal and regulatory modifications as well as methodological advances (reference documents produced by AFOR, workshops, detailed design of SIFOR, etc.) that have occurred since the previous version of the Manual.</p> <p><b>DLR 4b.</b> AFOR will submit the list of contracts signed to IVA for verification with proof of the unit price. Every contract will include two regions, and the unit price per hectare certified will be named in the contract.</p>
DLI Name	DLI5. Average time to deliver a Land Certificate under the Program
Formula	Achievement of 80 percent of CFs signed by the Prefects within less than 6 months since the date of application ( <i>enregistrement de la demande de CF</i> ) during the preceding 12 months
Description	Average time to deliver land certificates
Data source/ Agency	AFOR
Verification Entity	IVA
Procedure	<p><b>AFOR will submit the list of signed CFs to the IVA for verification with proof that 80 percent of CFs signed by the Prefects within less than 6 months since the date of application during the preceding 12 months. The evidence to be provided to the IVA would consist in the list of applications during the year and the list of CF issued under these applications.</b></p>

**ANNEX 2. TECHNICAL ASSESSMENT****Introduction**

1. **This Annex includes the full Technical Assessment.** The purpose of this assessment was to evaluate the adequacy of Program arrangements across main four aspects: (i) strategic relevance and technical soundness; (ii) Expenditure Framework; (iii) Results Framework and M&E capacity; and (iv) economic justification.

**A. Program Description**

2. **The Côte d'Ivoire PRESFOR** objective is to significantly increase the efficiency and scale of customary land rights registration across the country to achieve the Government's sustainable development objectives. The proposed PforR builds on the results of the World Bank-financed PAMOFOR Project (P157206).
3. **The PDO is to:** strengthen and expand the PNSFR delivery systems (PDO1) and increase PNSFR delivery efficiency (PDO2). To achieve the PDO, the PforR focuses on two RAs, as described below.
4. **RA1: Digitize and Increase Coverage of Customary Rural Land Administration Systems.** This RA will incentivize the Government to implement the remaining key legal, institutional, technology, and regulatory reforms needed to scale up customary land administration nationwide. These include the following:
  - a. **Expand AFOR's institutional capacity at central and decentralized levels:** The Program will incentivize (i) the **full staffing of the Program using Government resources** (AFOR headquarters and regional, departmental and sub-prefecture staff in the Program-supported geographic zones); and (ii) the **establishment and equipping of 217 BFSPs across the 16 regions targeted by the Program to oversee the work of private land registration operators, validate rights, and register subsequent secondary transactions of registered (certified) customary land using the SIFOR**, including the hiring of qualified technical staff (using Government resources), building/renovating a suitable, secured office space co-located with the sub-prefecture office, procuring locally-appropriate IT equipment (e.g., computers, scanners, handheld GPS/tablets/mobile phones) and access to the SIFOR, procuring dedicated internet and electricity services if needed, and providing keys to enable access when the sub-prefecture office is closed.
  - b. **Support training government and contract staff in systematic and gender-sensitive land registration.** This enables the promotion of sustainable and inclusive public and private sector-led development, and it will encourage inclusive participation and social cohesion. The overall objective of this activity is to help develop the human resources necessary for the implementation of land policy at the national level. Special effort will be made to include female trainees, for example by launching recruitment campaigns targeted to women. The Program will provide technical and financial assistance for the development and delivery of gender-sensitive and socially inclusive graduate, vocational, and on-the-job training on land administration for village level and central land sector professionals and stakeholders.
  - c. **Digitize the PNSFR delivery systems:** The Program will also incentivize AFOR to fully digitize customary land registration services to increase land registration efficiency and build the systems needed to support on-going customary land administration, including by supporting: (i) the **operations and maintenance (O&M) and incremental updating of the SIFOR software**; (ii) continued rental access to a **secure cloud-based server**; (iii) the development of **CORSs linked to the national grid** in Program-supported areas to increase surveying efficiency; and (iv) procurement of **computers and other IT equipment** needed for the Government to implement Program-financed activities in Program-targeted areas.
  - d. **Adopt key pending regulatory reforms:** The Program has already incentivized the Government to adopt a **decree to**



extend the validity of a CF from three to ten years<sup>26</sup> and will incentivize the needed digitization of existing land certificates and their integration in the SIFOR, reconfiguration of the SIFOR to enable digitized customary land registration, and regulatory reform (order) required to recognize the SIFOR as the digital customary rural land registry and to make it interoperable with the national cadaster.

- e. **Strengthen PNSFR delivery capacity:** The Program will also incentivize the Government to develop and deliver gender-sensitive and socially-inclusive (i) **communications campaigns** and (ii) **training programs** based on comprehensive communications and training strategies, respectively. The communications campaigns will target local stakeholders involved in PRESFOR activities in Program-supported areas, institutional actors (Government and development partner officials), and the public at large. The training programs will include on-the-job training for local stakeholders (e.g., Village Land Tenure Committee members), existing land sector professionals, and other government officials (e.g., prefects and sub-prefects) involved in implementing PRESFOR-financed activities, as well as graduate and vocational training to develop a new cadre of land professionals in partnership with qualified training institutions<sup>27</sup>. The Program will also support AFOR to develop and implement innovative and locally-adapted communications tools (such as “edutainment” films on rural land administration issues to be programmed in rural villages during land registration operations) and to undertake periodic evaluations to assess the impact of the communications campaigns and training programs.
- 5. **RA2: Increase Customary Rural Land Registration Efficiency and Inclusivity.** PAMOFOR has demonstrated that the new, more inclusive “Land Record for All” registration procedures piloted under the Program do not increase social tensions and instead strengthen the rights of both indigenous and migrant smallholders, including women, and resolve existing disputes (including concerning village boundaries with classified forests/protected areas), thus laying the foundation for increased social cohesion and more inclusive and sustainable development. PAMOFOR has also demonstrated the value of leveraging digital technologies and more efficient and inclusive customary land registration approaches, including systematic (village-wide) land registration operations (replacing costly on-demand operations that are highly susceptible to elite capture); registration of both land use contracts and ownership rights at the same time; a multi-tiered GRM that builds on existing formal and customary institutions; couples-based outreach to encourage husbands to gift land to their wives that is then certified in her name; and joint AFOR-Ministry of Water and Forests-Ivoirian Forest Service/SODEFOR to clarify and demarcate village boundaries for villages bordering classified forests. This RA is designed to incentivize the scaling up of systematic customary land use and ownership rights registration nationwide and the piloting, evaluation, and scaling up of additional proven innovations, including to:
  - a. **Scale up customary land registration operations across 217 sub-prefectures in 16 out of 31 regions:** The Program will scale up the more efficient and inclusive technologies and procedures piloted under PAMOFOR and incentivize AFOR to expand customary land registration operations that will include: (i) locally-tailored, gender-sensitive community awareness raising about the land registration process (citizen engagement); (ii) the development and/or strengthening of Village Land Tenure Committees with representation from customary authorities and vulnerable groups, including women and migrants; (iii) participatory village and parcel boundary delimitation and mapping (including joint AFOR-Ministry of Water and Forests-Ivoirian Forest Service missions to clarify village boundaries bordering classified forests to reduce deforestation and facilitate reforestation on customary and forest lands); (iv) the clarification and validation of customary land use and ownership rights; I public display of draft parcel and rights data followed by receipt of objections and corrections; (v) grievance redress/alternative dispute resolution; and (vi) signature by the prefect and delivery of individual and group land certificates and formal land use contracts to female

<sup>26</sup> Decree n°238 of April 5, 2023 determining the procedures for registration of land within the Rural Land Tenure Domain.

<sup>27</sup> E.g., 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), Alassane Ouattara University, and the National Institute of Agricultural Vocational Training (*Institut National de Formation Professionnelle Agricole*, INFPA).



and male landholders.

**Pilot, evaluate, and scale up proven innovations that increase the inclusivity of land registration operations to maximize**

**Program impact on social inclusion, social cohesion, and sustainability:** The Program will pilot additional innovations to help the Government achieve its ambitious objectives in ways that promote social cohesion and sustainability. PRESFOR will scale up interventions to strengthen the land rights of women both individually and jointly with their husbands and families, including by more widely broadcasting the couples-based edutainment film encouraging husbands to gift land to their wives developed by the Gender Innovation Lab and piloting new innovations aimed at changing social norms, such as the communications materials developed by other donor-financed Programs. As PRESFOR will target new areas in the country's North that are characterized by pastoralism, PRESFOR will pilot more socially inclusive and locally-adapted customary land registrations innovations, including to secure pastoral rights of way, for example by formalizing customary land access agreements between settled farmers and pastoral herders. The Program Field Operations Manual 3.0 will incorporate procedural innovations needed to implement the PNSFR in new geographic areas that will be informed by consultations and field visits to assess the local land tenure context in areas that will be supported by PRESFOR not previously targeted by PAMOFOR. Overall, the PRESFOR Program will ensure that participatory activities and consultative processes are held in venues and formats that are suitable and possible for women and girls to attend so that their views are considered and that non-mixed consultations will be organized to provide safe spaces for women to voice their concerns and questions.

- b. **Fully leverage digital technologies for land rights and transaction registration:** The Program will incentivize the full digitization of customary land registration operations by leveraging the RA1 results to deploy digital technologies for land administration, including the updated SIFOR digital land information system, the modern geodetic network based on continuously operating reference stations – CORS, and mobile- and tablet-based applications to support parcel demarcation, land use and ownership rights registration, and grievance redress.
6. **All activities that may result in high social risk are excluded from the Program under the World Bank's PforR Guidelines and the Environment and Social Framework.** World Bank support will not be provided for any activities related to land titling, including, but not limited to, procedural/regulatory reforms to integrate customary land registration and land titling procedures; training; communication campaigns; and land titling operations, in particular titling lands in the name of the State – including classified forests, protected areas, and other public lands within the State Rural Land Tenure Domain (*Patrimoine Foncier Rural de l'Etat*, PFRE), since these activities could lead to involuntary resettlement given that non-Ivoirian nationals are ineligible for titles under the Rural Land Law. Moreover, (i) the cumbersome land titling procedures remain unaffordable for the vast majority of Ivorian citizens, while the formal land certificate provides a sufficient level of tenure security for customary rural landowners and is considered by law as a tradable land document; (ii) the conversion of the certificate into a title is reserved for Ivorian nationals. It is not allowed for non-Ivoirians who have to pay for a different procedure to register the land in the name of the State and then have a lease, a procedure that has rarely been implemented. This discrimination creates frustrations and risks of social tensions that can undermine the motivation for a land document. The World Bank will only support systematic customary land registration operations and will not support on-demand registration due to the increased risk of elite capture posed by on-demand registration (where elites' better access to information and ability to navigate government procedures can undermine the land rights of the most vulnerable). The World Bank will not support any procedural/regulatory reforms that reduce access to formal land use contracts or related to the identification of "ownerless" lands. The World Bank will only support the identification of the boundaries of the Rural Land Tenure Domain as it relates to the validation of land certificates; the World Bank will not support the demarcation or registration of other Domains or areas ineligible for customary land registration, such as classified forests or protected areas. The World Bank will not support the identification of "ownerless lands" for public ownership as per the decree



(May 3, 2023)<sup>28</sup> defining this procedure, since this could deprive customary landowners of their uncertified customary land rights. These activities have high social risks due to their potential negative impacts on social cohesion, social inclusion, and/or involuntary resettlement. The World Bank will not support the demarcation of village territories located within classified forests (enclaves) due to high levels of social/environmental risks (potential for involuntary resettlement and/or deforestation).

#### A. Strategic Relevance

7. **The PforR will be anchored under the PNSFR and supports achievement of the objectives of the National Development Plan (*Plan National de Développement, PND*) 2021-2025 and the National Agricultural Investment Program 2 (PNIA) 2017-2025.** The PND aims to strengthen the role of agriculture in the Ivorian economy and paves the way for deepening structural reforms (including related to land) to strengthen the resilience of the economy by making growth more inclusive, sustainable, and resilient to external shocks. The PNIA promotes the formalization of farming and highlights tenure security as key to improve agricultural productivity, land valuation, and access to credit. The PNSFR objectives for nationwide village land delimitation and rural land registration are aligned with those of the PND, which sets ambitious targets: 23 percent of rural land certified (5.3 million ha) and 89 percent of village territories demarcated.
8. **The Program is strategically relevant as it addresses key constraints to poverty reduction and stability in Côte d'Ivoire.** The SCD Update highlighted land reform as one of two prerequisites (along with governance) for supporting the country's recovery from the conflict and transition toward peace and stability, while asymmetric access to land continues to divide the population and contribute to persistent inequality. The lack of well-defined customary rural land rights and increasing competition over land due to population growth and migration contribute to land conflicts and negatively impact sustainable development.

#### B. Technical Soundness

9. **The Program is technically sound, and its interventions, RAs, and targeted results were identified through the World Bank's longstanding partnership with GoCI and build on the reforms and innovations piloted under PAMOFOR.** The sector and geographic focus of the PRESFOR are appropriate and in line with its objectives. Thanks to the institutional reforms and procedural innovations piloted under PAMOFOR, the Government has delivered five times as many certificates in the past four years as were delivered in the first 20 years after the Rural Land Law was adopted (with 22 percent of PAMOFOR-financed CFs delivered to women and reported grievances related to less than one percent of PAMOFOR-certified parcels to date). Combined with an effective rural land agency (Section D), the GoCI now has the pre-requisites for nationwide customary land registration.
10. **The Program design builds on lessons learned from worldwide experience with PforRs, Ethiopia's experience with a rural land registration PforR component, and the World Bank's transformative engagement in Côte d'Ivoire's rural land sector.** The PforR instrument is particularly appropriate for supporting institutions to adopt and implement key reforms and strengthening capacity to increase access to and deliver better services – objectives sought by this operation. The Program has been designed to: (i) incentivize key pending reforms; (ii) align the stakeholders involved in achieving the objectives; and (iii) strengthen government systems and capacity.
11. **The Program design incorporates lessons learned from PAMOFOR, including on the upfront stakeholder awareness of the new formal land use contracts and the land registration process before operations begin.** Initial interest in formal land use contracts was low, as land users were not familiar with this new land record, and land registration

<sup>28</sup> The recent adoption of this highlights the continued risk of a lack of coordination between AFOR and its parent ministry. The AFOR Steering Committee is expected to play a key role in improving coordination between AFOR and the Ministry of Agriculture.



operators prioritized delivery of land certificates (with which stakeholders were already familiar). As a result, only 6,257 formal contracts had been delivered as of February 2023 against a pilot target of 23,000. The Program therefore incorporates additional public awareness raising under RA1 so that all stakeholders are aware of this formal land record and the strengthened tenure security it provides to land users, as well as a PDO indicator to incentivize the GoCI and private registration operators to prioritize delivery of formal land use contracts. Additionally, while PAMOFOR registration operations were initially delayed due to COVID-19 related travel restrictions, implementation of the pilot phase registration operations also required more time than originally anticipated due to PAMOFOR's testing of new, more inclusive procedures (e.g., clarification, formal contracts) and the need to move from on-demand to systematic registration. In accordance with the PNSFR, the Program design thus allocates additional attention to upfront public awareness campaigns (RA1) and exclusively systematic land registration operations (RA2) to accelerate implementation.

12. **The Program will benefit from the GoCI's commitment to complete nationwide customary rural land registration and its sustained efforts to implement technically and politically sensitive reforms.** The PNSFR builds on a series of regulatory and policy reforms implemented by GoCI, including the adoption of the Rural Land Policy Declaration clarifying the value of the land certificate as a legally-valid record of customary ownership rights and the creation of the Rural Land Agency (AFOR). The objectives outlined in the Rural Land Policy Declaration provide the basis for the development of the PNSFR, which defines the guidelines for the implementation of the Rural Land Law, and, by extension, the Program. The Rural Land Policy sets the objective of registering the entire Rural Land Tenure Domain (23 million hectares), and the PNSFR sets the ambitious goal of completing the process of rural land registration by 2033. To achieve this objective, the maximum digital transformation of the sector will be critical.
13. **The Program has been designed to strengthen the institutions, systems, and procedures needed to increase the efficiency and inclusivity of customary land registration operations while building the institutions needed for sustainable and fully-digitized customary rural land administration.** To accomplish the PNSFR's objectives, the Program will incentivize the GoCI to: (i) reduce land registration costs and delays by achieving economies of scale and fully digitizing rural land administration; (ii) revise the regulatory framework to enable full digitization of rural land administration; (iii) extend the institutions responsible for implementing the PNSFR to additional regions and sub-prefectures (e.g., Village Land Tenure Committees, decentralized offices of AFOR, private sector land registration operators); and (iv) develop and strengthen the human resources skills of the stakeholders involved in rural land administration (e.g., AFOR, prefects, sub-prefects, Village Land Tenure Committees, private sector land registration operators, universities).
14. **In support of GoCI's ambitious climate change targets, the Program contributes to the PNSFR's objective of promoting more sustainable agricultural production and the fight against deforestation and global warming.** By securing customary rural land and tree rights and clarifying the boundaries between village lands and protected lands (classified forests and protected areas), the Program will contribute to: (i) the Policy for the Preservation, Rehabilitation and Expansion of Forests (June 2018); (ii) the National REDD+ Strategy; (iii) the Sustainable Cocoa Policy. The Program will facilitate the registration of: (a) the boundaries of villages located next to classified forests and (b) customary land rights, which gives landholders the right to benefit from the trees (and more sustainable practices) on their land and precludes the Government from issuing felling permits to private logging firms. Registration of village boundaries and individual/group land rights thus makes it possible to: (i) ensure the traceability of agricultural or forestry production, which is particularly urgent following the adoption by the European Parliament of a new law banning imports driving deforestation; (ii) promote agroforestry and other sustainable agricultural practices; and (iii) conserve the existing forest cover on customary lands, by providing an alternative to tree clearing (deforestation) as a physical demonstration of land rights, and forest lands, by clarifying their boundaries with village lands.
15. **Moreover, the Program supports the PNSFR's aim to strengthen social inclusion, social cohesion, and gender equity by incorporating specific land registration innovations.** The Program will contribute to the peaceful coexistence of



farmers and herders by supporting the delivery of collective (group) land certificates and the development and delivery of new formal land use contracts to formalize agro-pastoral land access agreements. The Program will also support awareness campaigns, informational edutainment programs, and training activities for women and youth to increase their understanding of their rights and the land registration procedures and to couples to encourage husbands to voluntarily transfer land to their wives. By identifying gender gaps, actions, and indicators, the Program is aligned with the World Bank Group Gender Strategy and the PNSFR, which requires that all land registration operations include results indicators to measure the proportion of women among beneficiaries.

#### Adequacy of Program Design

16. The Program design is adequate to meet its objectives and will add value to the PNSFR by incentivizing the GoCI to deepen the reforms and efficiency gains targeted by the PNSFR in three key areas:
  - a. **Sustainable decentralization of customary rural land administration:** Under PAMOFOR, AFOR developed 52 Village Land Offices (*bureaux fonciers ruraux*, BFRs) responsible for serving as secretariats to Village Land Tenure Committees. While an evaluation of their impact and sustainability is planned, it is clear that village-level land offices supported by public resources are not fiscally sustainable and are unlikely to be required after the conclusion of systematic land registration operations in the village. While the PNSFR leaves open the potential for considering such temporary local land offices subject to the evaluation results, PRESFOR will instead incentivize (through DLI1) the establishment of 217 Sub-Prefectoral Land Offices (43 percent of all sub-prefectures) with at least one qualified staff and the equipment needed (including access to the SIFOR) to supervise first-time land registration operations and facilitate on-going land administration in close coordination with the sub-prefect, including by registering transactions and contributing to peaceful land conflict resolution. The BFSPs are expected to be more fiscally sustainable than BFRs, and the PAP includes the development of a fiscal sustainability strategy for rural land administration beyond first registration.
  - b. **Digitization:** The new SIFOR developed under PAMOFOR has digitized land records management, and “digital transformation” is highlighted in the PSNFR as key to accelerating the pace of land registration operations and reducing delivery costs and timelines. However, at present the SIFOR functions more as a digital document repository and Program management system than a fully functional digital land registry, and the PNSFR falls short of specifying the reforms and investments needed to fully digitize rural land administration. The Program design thus includes DLI 2 to incentivize more significant procedural and regulatory reforms to support the full digitization of the sector, including the recognition of the SIFOR as the official and unique customary rural land registry. To make the SIFOR a fully digital land registry, it will be necessary to: i) develop new modules e.g., to enable digital transaction processing, automated monitoring and quality control, and diverse database inquiries; ii) improve the functionalities of some existing modules (e.g., GIS, batch data integration, monitoring dashboard); and iii) ensure more complete interoperability with other GoCI information systems (e.g. by adopting Unique Parcel Identifiers). Making the SIFOR a fully digital rural land registry is expected to reduce errors (and thus decrease registration costs per parcel/hectare), increase rural land administration efficiency, and facilitate better land use planning, land management, disaster risk management and mitigation, and support transparent rural land markets.
  - c. **Quickly increase the pace, efficiency, and scale of customary land registration operations.** To achieve its target of registering all customary rural lands by 2033, the Government must quickly accelerate the pace of land certification from 300,000 ha/year in 2023 to 1.5 million ha/year in 2033, implying an average annual pace increase of 120,000 ha/year for each of the next ten years. The Government cannot achieve this target without undertaking significant reforms to increase registration efficiency. Several non-governmental organizations (e.g. German Development Cooperation/Deutsche Gesellschaft für Internationale Zusammenarbeit GmbH or GIZ, Meridia, Audace Afrique) have piloted more time- and/or cost-efficient land registration innovations in Côte d'Ivoire, including: (i) mobile applications for village and parcel boundary demarcation; (ii) mobile applications to facilitate the clarification and registration of customary land use and ownership rights; and (iii) the training and deployment of local “barefoot” archivists and para-



surveyors to support land registration operations at the village level. A United States Agency for International Development (USAID)-supported Program has also developed targeted communications materials to ensure women benefit from land registration. While the Government has shown interest in these innovations, and the PNSFR plans to establish an Innovation Cell within AFOR to assess and incorporate innovations, the Program design goes further by incentivizing adoption of the significant procedural reforms needed to quickly and efficiently achieve the pace of 1.5 million ha certified/year through DLI 3 (total land area certified by the Program), DLI 4 (average cost per hectare certified by the Program), and DLI 5 (average time to deliver a Land Certificate under the Program). Moreover, the Program will support additional analysis and dialogue to help the Government develop a long-term vision for customary rural land administration (PAP action).

### C. Institutional Arrangements

17. **The Rural Land Agency (AFOR) is the primary Program implementing agency. AFOR was created by Decree No. 2016-590 of August 3, 2016 to oversee customary rural land administration.** It is governed mainly by: i) Organic Law No. 2014-336 of June 5, 2014 on finance; ii) Organic Law No. 2014-337 of June 5, 2014 on the Code of Transparency in the Management of Public Finances; iii) Ordinance No. 2016-541 of 20 July 2016 laying down the general rules relating to implementation agencies; and (iv) the Uniform Act on Accounting Law and Financial Reporting (SYSCOHADA). AFOR is under the technical supervision of the Minister in charge of Agriculture and the financial supervision of the Minister of the Budget and the State Portfolio. AFOR's main bodies are: (i) the Steering Committee and (ii) the General Management. The members of the inter-ministerial Steering Committee were named by Decree No. 2017-516 of 2 August 2017 to provide strategic oversight of AFOR operations and facilitate GoCI coordination.
18. **AFOR is responsible for implementing key objectives of the Rural Land Policy Declaration, including by supervising customary rural land registration operations.** AFOR's mandate consist of the implementation of rural land registration, in accordance with decree 2016-590 of August 3, 2016 on the establishment, attributions, organization, and functioning of AFOR. Its key activities include: (i) information and awareness-raising campaigns and training of actors involved in the implementation of the Rural Land Law<sup>29</sup>; (ii) the development of a digital rural land information system; (iii) the delimitation of village territories; (iv) the delivery of land certificates and formal land use contracts; (v) the registration of the State's rural land assets; (vi) support to consolidate existing rights; (vii) contributing to the peaceful resolution of land conflicts; and (viii) advising public authorities on customary rural land administration. While AFOR is mandated to implement customary rural land registration operations within the Rural Land Tenure Domain across all 31 regions and 111 departments, at present its operations and decentralized offices are focused on the regions and departments supported by existing externally-financed Programs (see Figure 3 in Annex 10). To carry out its mission of securing customary rural land tenure, AFOR is bestowed with: (i) human resources from the public service and the private sector; ii) financial resources from the State budget, external financing, and the authority to raise its own resources; and (iii) real estate assets, vehicles, and sector-specific equipment and materials. As of September 30, 2023, AFOR had 143 employees, of which 83 percent were contractors and 17 percent were civil servants.
19. **Since its creation in 2016, AFOR has quickly become a well-established, independent institution capable of supervising large-scale rural land registration operations financed by multiple development partners, and the Program will benefit from PAMOFOR's investments in building AFOR's human capacity, tools, and systems.** AFOR has completed staff recruitment and training in its headquarters and decentralized offices in the six regions supported by PAMOFOR, and 85 percent of these staff are financed entirely by national resources. Staff capacity continues to increase, especially through on-the-job training and experience gained through PAMOFOR and other land Programs: in addition to PAMOFOR and AFD-financed land registration operations. Through coordinating these Programs, AFOR

<sup>29</sup> Law No. 98-750 of 23 December 1998 on rural land, as amended by Laws No. 2004-412 of 14 August 2004, No. 2013-655 of 13 September 2013 and No. 2019-868 of 14 October 2019, and all related regulatory texts.



has developed experience supervising large-scale land registration operations and a better understanding of the ground realities. Under PAMOFOR, AFOR has also overseen the development of a new land information system (SIFOR) to support digital land administration and improved monitoring and evaluation, which recently became operational and will be used to closely monitor registration operations and outcomes. There are also ongoing discussions with AFOR to consider SIFOR as the unique rural land register. AFOR staff also use Kobo Toolbox<sup>30</sup> for registering complaints and monitoring grievance redressal.

20. **AFOR has quickly developed a reputation for transparency, accountability, and results, particularly among decision-makers, due to the experience and commitment of its diverse and competent human resources.** AFOR has gradually accumulated additional staff and expertise and established new offices at the central, regional, and departmental levels. AFOR now has the needed institutional, technical, and operational pre-requisites for scaling up customary rural land administration nationwide. The Program will support AFOR to strengthen its capacity, including by establishing additional decentralized offices, recruiting additional qualified staff at the central and decentralized levels and incentivizing the Government to fully fund all AFOR staff (DLI 1), and supporting on-the-job training to enable AFOR to achieve the PRESFOR and PNSFR objectives. Through DLIs 2-5, the Program also aims to incentivize: (i) greater coordination with other Government agencies – see Table 7 (including through the interoperability possible with SIFOR improvements) and (ii) the adoption of more innovations for implementing and supervising more efficient customary rural land registration operations, including, for example, to automate the quality control process.
21. **The Program will address capacity limitations at the central level, within government and among private sector service providers, and at the regional/village levels, are which a major impediment to the upscaled implementation of rural customary land registration.** Skill gaps have been mitigated by the investments of PAMOFOR and other projects in graduate education and on-the-job training. Still, AFOR will have to significantly scale up its staff (from 129 to 330+) and contract more private land registration companies to cover new regions. The PNSFR notes this constraint and devotes Axis 3 to capacity building, which the Program will support. The Program will also support an international land expert to provide technical assistance to the Government throughout Program implementation and international study tours to enable GoCI staff to learn about good practices and innovations. AFOR's fiduciary management capacity also needs to be strengthened, and additional staff will be hired per the Fiduciary assessment recommendations.

**Table 2.1. Rural Land Administration Stakeholders**

Institution	Role
<b>Ministry of Agriculture (Ministère d'Etat, Ministère de l'Agriculture et du Développement Rural, MEMINADER)</b>	<b>Supervision.</b> MEMINADER supervises the implementation of the rural land policy. Several directorates are involved in land policy and land security. The Directorate of Rural Land (DFR) is in charge of the sectorial strategy and of the preparation of legal and regulatory texts; the Directorate of Local Development and External Services ensures the coordination of the regional and departmental directorates of agriculture which play a very important role in the field; the Directorate of Administrative, Financial and Heritage Affairs plays a crucial role in the inclusion of rural land tenure security in the State Budget and in the mobilization of budgeted resources.
<b>Ministry of Budget and State Assets</b>	<b>Financial Supervision.</b> At the central level, the Ministry programs the resources of the State Budget that are allocated to land tenure security. In addition, it is involved in the land registration procedure.

<sup>30</sup> Kobo Toolbox is a free open-source tool for mobile data collection. It allows data collection in the field using mobile devices such as mobile phones or tablets, as well as with paper or computers.



Institution	Role
AFOR	<b>Government Implementing Agency.</b> AFOR's mission is to implement the Rural Land Act. It implements rural land policy, acting under the technical supervision of MEMINADER and under the financial supervision of the Minister in charge of the Budget.
Ministry of Interior and Security	The Ministry in charge of the territorial administration, through the General Directorate of Territorial Administration (DGAT), draws up the official list of villages in Côte d'Ivoire, and prepares village territorial delimitation orders. The DGAT coordinates the action of the prefectural body in the field.
Prefecture	Operations support and CF signature.
Other technical Ministries	Ministries and decentralized services or public agency in charge of managing the areas adjacent to the certifiable rural land: classified forests, parks and protected areas, roads and highways, mines, waterways, etc. (new PRESFOR areas).
BNETD/CIGN	Within the <i>Bureau national d'études techniques et développement</i> (BNEDT), the CIGN is in charge of the national geospatial data production.
Local rural land management committees	The Village Land Tenure Committee ( <i>Comité Villageois de Gestion Foncière Rurale</i> , CVGFR) and the Sub-Prefectural Rural Land Management Committee ( <i>Comité Sous-Préfectoral de Gestion Foncière Rurale</i> , CSPGFR) play key roles in processing rural land registration operations.
Land service provider	A land service provider is a company or a consortium of companies that brings together certain skills required by Ivorian regulations and necessary for systematic land tenure registration.
Civil society and non-governmental organizations	Civil society organizations bring their expertise in social inclusion and knowledge of the local land tenure context.
Agribusiness firms	Agribusiness firms aim to achieve better traceability of their value chains, including to comply with the EU regulation on imported deforestation.

#### D. Description and Assessment of Program Expenditure Framework

22. **The Program supports the objectives of the Government's program set out in the PNSFR 2023-2033.** The planned expenditure by the Government of Côte d'Ivoire under the PNSFR for the result areas supported by the Program mounts to US\$40 million over the period of implementation of PRESFOR. In accordance with the rules of the WAEMU, Côte d'Ivoire has embarked on a results-based budgeting process, called the program budget, which has become effective since the 2020 budget. The program budget process is backed by the national reference system, namely, for Côte d'Ivoire, the National Development Plan (NDP 2021-2025). Based on the strategic orientations of the NDP, a macroeconomic framework makes it possible to produce the multiannual budgetary and economic programming document (*document de programmation budgétaire et économique pluriannuel*, DPBEP). This document presents a global and synthetic vision of the medium-term evolution of the main components of the State budget. It serves as a reference framework for the preparation of the budget law based on precise and justified economic assumptions and



assesses the overall level of expected revenues, budgetary expenditures and the evolution of all resources, expenses and debt of the public sector. It sets the objectives of budgetary and financial balance over the medium term. The PBEP covers a period of three years.

23. **Multiannual Expenditure Programming Documents (*documents de programmation pluriannuelle des dépenses, DPPDs*) are prepared by sectoral ministries.** DPPDs present departmental programs, supplementary budgets, and special accounts. The DPPD is the main driver of performance. Through its component programs, the DPPD specifies the objectives and indicators adopted for each of the public policies according to three dimensions: socio-economic effectiveness, quality of service provided, and management efficiency. The DPPD must be consistent with the DPBEP. The ministerial departments also produce an Annual Performance Program that must specify, among other things, the presentation of each of the actions and each of the Programs planned by the program, the associated costs, the objectives pursued, the results obtained and expected for the coming years measured by performance indicators. Côte d'Ivoire is thus firmly engaged in a results-based budgeting process with a medium-term perspective, which gives its budgetary process greater credibility and good visibility. The priorities are clearly highlighted, and the objectives to be achieved are clearly set.
24. **Within the government program on rural development of the Ministry of Agriculture, and the sub-program on securing rural land, AFOR has several budget lines in the State budget,** which finance its interventions: i) The existing budget line for the Rural land support program (*Programme d'appui au foncier rural, PAFR*) (780421 00627) is entirely funded by the State Budget and represents the contribution of the State of Côte d'Ivoire to rural land registration; ii) The PAMOFOR budget line (780421 00534) corresponds to the Program co-financed by the World Bank and the GoCI underway—in the State budget, only the Government's counterpart funding appears; and (iii) the AFOR budget line (780421 00535), financed by the State and which covers AFOR's operating expenses. Due to AFOR's status, the Directorate-General for Budget simply transfers the capital into the accounts of AFOR, which implements them entirely according to its own procedures.

**Table 2.2: Budget of the Ministry of Agriculture, securing rural land**

229: Ministry of Agriculture	Budget line	Content/Comments
22049: Rural development		
2204904: Securing rural land		
2 Goods and services	78042100749: Implement and monitor the rural land law	This line is not found in the AFOR budget and is part of petty expenses managed directly by the Ministry.
3 Transfers	78042100535: Transfer funds to AFOR for rural land management	AFOR operating expenses borne by the State
4 Investments	78042100534: Land Policy Improvement and Implementation Program	State contribution to PAMOFOR
	78042100627: Rural Land Support Program	Contribution of the State to the security of rural land
	90042190153: Rural land support Program/3rd C2D	AFD Rural Land Support Program

Source: DAF Ministry of Agriculture

25. **AFOR is the executing agency for rural land operations in Côte d'Ivoire.** As such, it is considered the sole executing agency and will be responsible for contracting with private companies and agreements with other public services



involved in the activities of the Program. AFOR has demonstrated its ability to implement World Bank programs, including satisfactory implementation of PAMOFOR (Rural Land Policy Improvement and Implementation Program) since 2018. AFOR has the status of an executive agency, a legal person with financial autonomy, assets and its own management means, and thus applies the rules of private accounting. AFOR is supervised by a 12-member Steering Committee, and its accounts are audited each year by two Statutory Auditors. The table below shows the evolution of resources made available to AFOR since 2016. The "Treasury" lines represent the contributions of the State.

**Table 2.3: Evolution of credit allocations for rural land security in Côte d'Ivoire from 2016 to 2023 (US\$ million)**

Budget lines	Entity	Object	Financing	2016	2017	2018	2019	2020	2021	2022	2023	TOTAL	MEDIUM-NOT	
78042100535	AFOR	AFOR Operation	Treasury			6.8	2.6	2.6	2.6	2.6	2.6	19.6	2.5	
78042100627	PAFR	Investment	Treasury	5.0	12.7	1.8	3.8	2.0	4.2	4.2	4.2	37.9	4.7	
			Grant	5.5								5.5		
			<b>TOTAL PAFR</b>	10.5	12.7	1.8	3.8	2.0	4.2	4.2	4.2	43.3		
78042100534	PAMOFOR	Investment	Treasury	0.0	0.0	0.2	1.9	0.9	0.8	0.8	0.8	5.6	0.7	
			IDA Loan	0.0	0.0	0.9	7.1	9.7	7.4	10.2	6.1	41.5		
			<b>TOTAL</b>	0.0	0.0	1.1	9.0	10.6	8.3	11.1	7.0	47.1	0.0	
SYNTHESIS 2016 - 2023			<b>Treasury</b>	<b>5.0</b>	<b>12.7</b>	<b>8.8</b>	<b>8.3</b>	<b>5.5</b>	<b>7.6</b>	<b>7.6</b>	<b>7.6</b>	<b>63.0</b>	<b>7.9</b>	
			<b>Grants</b>	<b>5.5</b>	<b>0.0</b>	<b>5.5</b>								
			<b>IDA Loan</b>	<b>0.0</b>	<b>0.0</b>	<b>2.7</b>	<b>7.1</b>	<b>9.7</b>	<b>7.4</b>	<b>10.2</b>	<b>6.1</b>	<b>43.3</b>		
			<b>TOTAL</b>	<b>10.5</b>	<b>12.7</b>	<b>11.5</b>	<b>15.4</b>	<b>15.2</b>	<b>15.0</b>	<b>17.8</b>	<b>13.7</b>	<b>111.8</b>		

Source: State budget

26. This table shows that, on average, over the period 2016-2023, the Government made available to AFOR nearly US\$8 million per year on average, or US\$40 million over five years. This reflects stability in the Government's financing, and it is very likely that the Government's allocations will continue, or even increase, with the adoption of the PNSFR<sup>31</sup>, subject to future availability of funds. The Program expenditure framework conservatively assumes an average Government allocation of US\$5 million per year for a total of US\$25 million over the Program period.
27. For the implementation of the PNSFR, the existing AFOR budget lines will be used, line 78042100535 for operating expenditure, and line 78042100627 for capital expenditure (investments). The budget lines for the program were identified after a thorough review to avoid duplication with other World Bank and donor-financed operations. A new budget line linked to PRESFOR will be included in the 2024 budget. The program budget line and the accounts associated with it will be managed by a single payment authorizing officer and a single public accountant who will make the payments. All program expenses will be traceable to these accounts.
28. Under PRESFOR, the Program will use the usual remittance mechanisms for the implementation of the national budget. The World Bank funds will be transferred to the Designated Account opened at the Central Bank of West African States (BCEAO), managed by the Directorate General of Treasury and Public Accounting (DGTCP) and more

<sup>31</sup> Based on the Government's estimates of the PNSFR budget, the Government aims to invest a total of US\$ 211 million in the PNSFR nationwide over the period (2024-2028), which is more than the resources provided by IDA. The past trends in State financing of rural land could thus constitute the lower bound of future State funding for rural land, and the PNSFR budget for the period 2024-2028 constitutes the upper limit of the commitment possible from the State.



specifically, the Directorate of Public Debt and Grants (DDPD). From the BCEAO, the funds will be transferred to an operating account opened at the National Treasury where two accounts will be opened, one to receive the GoCI contribution to the Program and the other to receive the GoCI contribution for the construction of the AFOR headquarters, per the PNSFR. The Government, through its budget execution procedures, will transfer its contribution to the Program through the Treasury account managed by DGTCP/DDPD. AFOR follows private accounting practices per its decree.

29. The alignment of the budget with Government priorities and classification is considered more than adequate. Planned spending is sufficient to achieve the outcomes of the PforR. The Program activities contained in the expenditure framework respond to the directions set by the Government. They are aligned with the expected results of the national program and with national efforts to secure rural land. The Program will mainly use the program budget of the Ministry of Agriculture for its implementation. The structure of the Program budget is aligned with the general State budget, which is in line with the international budget classification (classification of functions of government), as confirmed by the various assessments of PFM. The composition of the Program-based budget has been stable since its start in 2020.

**Table 2.4: PRESFOR Expenditure framework (US\$ million)**

Budgetary line		Funding	2024	2025	2026	2027	2028	Total
78042100535	Functioning	State	3.01	3.34	3.35	3.68	3.73	17.11
78042100627	Investment (PAFR)	State	2.02	1.67	1.67	1.67	1.67	8.7
New line to be created	AFOR Headquarters Construction	State	3.01	3.68	0	0	0	6.69
PRESFOR line to be created	State contribution to PRESFOR Operations	State	1.15	1.54	1.58	1.6	1.63	7.5
	<b>TOTAL: State</b>		<b>9.19</b>	<b>10.23</b>	<b>6.6</b>	<b>6.95</b>	<b>7.03</b>	<b>40.00</b>
PRESFOR line to be created	IDA contribution to PRESFOR Operations	IDA	<b>47.69</b>	<b>33.76</b>	<b>34.58</b>	<b>40.79</b>	<b>43.18</b>	<b>200.00</b>
	<b>TOTAL : State + IDA</b>		<b>56.88</b>	<b>43.99</b>	<b>41.18</b>	<b>47.74</b>	<b>50.21</b>	<b>240.00</b>
	<b>PRESFOR EXPENDITURE PROFILE</b>				<b>56.88</b>	<b>100.87</b>	<b>142.05</b>	<b>189.79</b>
	<b>IDA disbursements profile (DLIs related)</b>				<b>64.00</b>	<b>108.00</b>	<b>126.00</b>	<b>170.00</b>
	State disbursements				9.19	19.42	26.02	32.97
	<b>Total disbursements</b>				<b>73.19</b>	<b>127.42</b>	<b>152.02</b>	<b>202.97</b>
	<b>Treasury surplus</b>				<b>16.31</b>	<b>26.55</b>	<b>9.97</b>	<b>13.18</b>

**Table 2.5: IDA Disbursement Profile and Subcomponent Breakdown (US\$ million)**

		2024	2025	2026	2027	2028	Total
ss/total RA1		28	15	8	16		67



<b>RA1: Strengthen and expand PNSFR delivery systems</b>	Adoption of the decree mentioning the extension of the validity of the FC from 3 to 10 years	15						15
	Number of Program-supported AFOR decentralized offices that are fully functional and staffed by at least one staff member paid by the Government	3	5	8	6			22
	Digital transformation of customary rural land administration	10	10		10			30
<b>ss/total RA2</b>		<b>30</b>	<b>40.75</b>	<b>15.75</b>	<b>20.75</b>	<b>25.75</b>		<b>133</b>
<b>RA2: Increase Customary Rural Land Registration Efficiency and Inclusivity.</b>	Total area of the Rural Land Area covered in CF by the Program		5	10	15	20		50
	Land registration procedures simplified to reduce ceiling price per certified hectare	30	30					60
	Average time to obtain the land certificate during integrated operations under the Program		5.75	5.75	5.75	5.75		23
<b>Total IDA</b>		<b>64</b>	<b>44</b>	<b>18</b>	<b>44</b>	<b>30</b>		<b>200</b>
		<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>Total</b>	
Estimated Government allocations to PRESFOR PforR		8	8	8	8	8		<b>40</b>
Ratio GoCI/IDA contributions to PRESFOR PforR							17 percent/83 percent	
Trends State budget contribution 2016-2023		7.9	7.9	7.9	7.9	7.9		<b>39.5</b>
Ratio: GoCI contributions to PRESFOR (estimated)/2016-2023							101 percent	

Source: State budget and PNSFR budget estimates

30. The overall predictability of government spending programs is ensured by past trends in government spending on land tenure security, and by the existence of several tools: (1) the three-year program budget, drawn up within the framework of the Finance Act; (2) the annual performance plan approved by Parliament which describes the key programs, the associated budget and the performance indicators; and (3) the annual performance report summarizing the results achieved and the budget implemented for a given year.
31. The 2017 PEFA assessment, the latest available, gives a positive assessment of Côte d'Ivoire's performance. In terms of overall budgetary discipline, the good performance of the initial overall budget forecasts in terms of revenue and



expenditure, the moderate level of public debt and the budget deficit testify a posteriori to the Ivorian authorities' ability to ensure budgetary discipline over the period.

32. In terms of strategic resource allocation, the strict framing of the budget by highly analytical and detailed macroeconomic and macro-fiscal perspectives, and supported by expenditure forecasts by function, is a fundamental element of good strategic allocation of resources, as is the existence of a high-quality, regularly updated and monitored medium-term debt strategy (MTDS) and a very high centralization of cash balances that does not impose differentiated cash constraints on strategic resource allocations according to sectors. The proper monitoring of budget implementation during the year also contributes to the sound management of resource allocations, through any rapid adjustments that it allows.

#### E. Description and Assessment of Program Results Framework and M&E

33. **Result framework and M&E capacity:** The Government program is built on a sound theory of change with clear output and outcome-level indicators disaggregated by year, and reliable monitoring and reporting arrangements are in place at AFOR. The Program M&E will benefit in large part from the experience gained and the tools developed under the PAMOFOR. AFOR has an M&E directorate and relies primarily on the SIFOR data for monitoring PAMOFOR indicators. The AFOR M&E systems have the necessary foundations to function but need strengthening (especially the SIFOR) and better coordination with AFOR's technical and finance departments.
34. The Program M&E will leverage the Government program's M&E framework, which will include quarterly indicator monitoring, field supervision missions, and periodic reviews. The Program also intends to undertake a midline and completion evaluation to capture lessons learned and inform course correction as needed. The assessment of the implementation of the Program and the achievement of the expected results will be done monthly and quarterly through routine collection of implementation data using standardized tools (especially the SIFOR) developed and validated by various stakeholders (ministries, implementing partners, etc.).
35. The Program results framework and DLIs are largely based on the PNSFR (Government program) results framework. This ensures alignment with Government priorities and incentivizes actions and interventions that require additional support through the Program's Prior Result and DLIs. The theory of change clearly lists the crucial activities to be implemented to achieve the desired changes, especially the adoption of improved tools and procedures to reduce customary land registration costs and delays and enable AFOR to deliver formal land records to more beneficiaries. All of the activities contribute to the achievement of the Program's objectives. The indicators and specifically the DLIs focus on the main reforms and innovations that will contribute to the Program's success and the achievement of the PNSFR ambitious results. Given the key role of the M&E system in a PforR, AFOR needs to strengthen its M&E capacities to further increase the efficiency of PNSFR service delivery and achieve the DLIs. In particular, the SIFOR will be the unique digital source of statistics and data used by the AFOR technical and financial divisions and the M&E system. SIFOR needs to be fed by data collected in real time from the service providers' daily activities and used by AFOR for timely monitoring and decision-making, and the development of this SIFOR module has been included as a PAP action.

#### Program Economic Evaluation

36. **The Program is expected to generate significant financial, economic, tangible and intangible gains.** One of the main impacts of the Program is strengthening of social cohesion, which should result in social peace, a guarantee of any strong and sustainable development. In addition, securing rural land tenure should result in improved land yields, as landowners, holders of ownership certificates, will be more inclined to invest and better maintain land that belongs to them. Finally, securing land through land certificates and/or formal contracts for farmers who do not hold customary rights would encourage farmers to make better use of their land from an ecological point of view, for



example by investing in planting of trees, perennial crops that have a more beneficial carbon impact than annual crops.

37. Securing land will contribute to increasing social cohesion and ensure more peaceful cohabitation between populations. It is difficult to measure such an impact economically. Several studies have attempted to quantify the cost of conflict and the benefits of peace-building and social cohesion. A joint report by the United Nations and the World Bank has highlighted two sources of potential impact:<sup>32</sup>(i) Violent conflicts have a negative impact on a country's economic progress: the loss of annual GDP growth is estimated at between 2 percent and 8.4 percent; (ii) Prevention actions also save considerable resources: Based on a series of case studies, Chalmers (2007) estimated the cost-effectiveness of prevention to be between 1:2 and 1:7. These figures suggest that in the medium and long term, donors would save between US\$2 and US\$7 for every dollar invested in prevention-related activities. Therefore, peacebuilding activities generate two types of benefits: (i) savings, due to prevention activities (financial gain), and (ii) avoidance of economic losses due to conflict mitigation through peacebuilding activities (economic gain).
38. Based on these studies, it was determined that the Program could generate significant financial and economic gains for Côte d'Ivoire. On the financial side, it appears that the financial gains would be in the range of US\$151 million and US\$1.05 billion for NPV, at a discount rate of 5 percent, and an IRR between 27 percent and 112 percent IRR. Using a discount rate of 10 percent, NPVs of US\$92 million and US\$777 million are obtained for the low and high assumptions, respectively. The financial gains represent the savings made possible by the Program in terms of expenses that would have been necessary to restore social peace.

**Table 2.6: Financial loss: Low bound**

	Base								
	2024	2025	2026	2027	2028	2029	2030	2031	2032
<b>US\$ million</b>									
Investment	53	40	42	50	54				
Return on investment	0.0	10.7	29.5	56.7	93.9	88.4	85.3	72.2	43.4
Net return	-53.4	-29.8	-12.8	7.1	39.6	88.4	85.3	72.2	43.4
<b>NPV @ 5percent (US\$ million)</b>									
	<b>151.4</b>								
<b>NPV @ 10percent (US\$ million)</b>									
	<b>92.4</b>								
<b>IRR (percent)</b>	<b>27.3percent</b>								

**Table 2.7: Financial loss: High bound**

	Base								
	2024	2025	2026	2027	2028	2029	2030	2031	2032
<b>US\$ million</b>									
Investment	53	40	42	50	54				

<sup>32</sup> World Bank, United Nations (2018) : Pathways for Peace : Inclusive Approaches to Preventing Violent Conflict



Return on investment	0.0	37.4	103.2	198.5	328.5	309.5	298.4	252.7	151.8
Net return	-53.4	-3.1	60.9	148.9	274.3	309.5	298.4	252.7	151.8
<b>NPV @ 5percent (US\$ million)</b>	<b>1,048.3</b>								
<b>NPV @ 10percent (US\$ million)</b>	<b>776.7</b>								
<b>IRR (percent)</b>	<b>112.1</b>								

**Table 2.7: Economic loss: Low bound**

	Base								
	2024	2025	2026	2027	2028	2029	2030	2031	2032
GDP (US\$ billion)	85.8	91.8	96.4	101.2	106.3	111.6	117.2	123.0	129.2
1 percent of GDP (US\$ million)	214.5	229.5	241.0	253.0	265.7	279.0	292.9	307.6	323.0
Saving from the Program	0.0	11.5	24.1	38.0	53.1	69.7	73.2	76.89	80.74
Cost of the Program (US\$ million)	240.0								
Return on investment (US\$ million)	-240.0	11.5	24.1	38.0	53.1	69.7	73.2	76.9	80.7
<b>NPV @ 5percent (US\$ million)</b>	<b>83.7</b>								
<b>NPV @ 10percent (US\$ million)</b>	<b>15.4</b>								
<b>IRR (percent)</b>	<b>11.5percent</b>								
NPV @ 5percent/GDP 2024	0.1percent								
NPV @ 10percent/GDP 2024	0.02percent								

**Table 2.8: Economic loss: High bound**

	Base								
	2024	2025	2026	2027	2028	2029	2030	2031	2032
GDP (US\$ billion)	85.8	91.8	96.4	101.2	106.3	111.6	117.2	123.0	129.2
4.2percent of GDP (US\$ million)	900.9	964.0	1,012.2	1,062.8	1,115.9	1,171.7	1,230.3	1,291.8	1,356.4
Saving from the Program (US\$ million)	0.0	48.2	101.2	159.4	223.2	292.9	307.6	322.96	339.11



	<b>Base</b>								
	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>	<b>2028</b>	<b>2029</b>	<b>2030</b>	<b>2031</b>	<b>2032</b>
Cost of the Program (US\$ million)	240.0								
Return on investment (US\$ million)	-240.0	48.2	101.2	159.4	223.2	292.9	307.6	323.0	339.1
<b>NPV @ 5percent (US\$ million)</b>	<b>1,083.0</b>								
<b>NPV @ 10percent (US\$ million)</b>	<b>762.8</b>								
<b>IRR (percent)</b>	<b>54.1percent</b>								
NPV @ 5percent/GDP 2024	1.3percent								
NPV @ 10percent/GDP 2024	0.9percent								

#### **Impact of the Program in terms of carbon footprint**

39. By strengthening farmers' rights to land and the trees located on their land through land registration, the Program will incentivize the adoption of more sustainable farming and land management practices, such as agro-forestry, afforestation/reforestation, and reduced deforestation. All these activities according to their emission factors or carbon stock change could contribute to carbon sequestration. It is therefore necessary to estimate the carbon footprint in relation to the implementation and capitalization of this Program to identify its potential carbon footprint and propose corrective measures (if needed) by which this carbon footprint could be reduced to its minimum value. The Ex-Act (Ex-Ante Carbon-balance Tool) developed by the Food and Agriculture Organization of the United Nations (FAO) based on an Intergovernmental Panel on Climate Change (IPCC) methodology was used for this assessment. This tool estimates the ex-ante carbon footprint in the context of the implementation of a development Program in the agricultural and forestry sector to analyze its contribution to the fight against climate change (estimation of carbon stocks and their evolution per unit area).
40. The estimated carbon footprint for the implementation of this Program is -118,401,065 tCO2eq (net sequestration). This means that the implementation of the Program will contribute to sequestering 118,401,065 tCO2eq through the preservation/protection of forests and grazing areas, as well as the extension of the areas of certain perennial crops (contributing to further sequestering carbon). The sequestration potential per hectare per year is 10.4 tCO2eq. At a price of US\$3/tCO2eq, this sequestration potential is estimated at US\$ 31.2/ha/year. Compared to the current cost of securing land tenure in Côte d'Ivoire, it can be concluded that the Program is a viable alternative from a carbon sequestration perspective.

#### **Impact of the Program in terms of improving the productivity of agricultural land**

41. It is assumed that half of the land with a land certificate is leased, which increases their productivity, compared to those that do not have a CF or are not leased. The productivity of leased land gradually increases to reach a maximum of 75 percent after 10 years.<sup>33</sup> The lower cost of issuing land certificates also translates into financial gains from the Program.

<sup>33</sup> These assumptions are similar to those made for the economic and financial analysis of the previous project, PAMOFOR.



42. In total, the net present value of earnings amounts to US\$1.05 billion, after 20 years, with an IRR of 48 percent. By doing a sensitivity analysis, and using a discount rate of 10 percent, we obtain a NPV of US\$683.65 million.

**Table 2.9: Economic gains from enhanced productivity and decrease of certificates price**

Physical Targets	Units	Implementation Period					Operational Period		
		2024	2025	2026	2027	2028	2033	2038	2043
Formalized Lease Arrangements (50 percent of land with CF)	1000 hectares	250	375	500	625	750			
Remaining Crop Land Worked by Owners	1000 hectares	250	375	500	625	750			
Cumulative total land covered by the Program	1000 hectares	500	1,250	2,250	3,500	5,000			
<b>Program Investment and Recurrent Costs</b>									
Program Costs - IDA + Gov. Funded	US\$ Million	53.4	40.5	42.3	49.6	54.2			
After Program Investment/Recurrent Costs - Government Funded (2 percent of Program cost)	US\$ Million						4.8	4.8	4.8
<b>Investment/Recurrent Costs (Combined)</b>	US\$ Million	53.4	40.5	42.3	49.6	54.2	4.8	4.8	4.8
<b>Program Benefits</b>									
Savings in Operational Costs (lowering of CF costs)	US\$ Million	6.35	9.52	12.69	15.86	19.04			
Incr. Productivity - Improved by 10 percent/year in 10 Years	US\$/ha	0	7.5	15	22.5	30	67.5	75	75
Cumulative Farming Areas Served by Program with lease arrangements	1000 ha	250	625	1,125	1,750	2,500	2,500	2,500	2,500
Economic Value of Enhanced Productivity	US\$ Million	4.69	16.88	39.38	68.75	187.50	187.50		
<b>Total Benefits</b>	US\$ Million	6.35	14.21	29.57	55.24	94.04	168.75	187.50	187.50
<b>Cash Flow</b>	US\$ Million	(47.09 )	(26.28 )	(12.70 )	5.65	39.81	163.95	182.70	182.70
<b>Program Efficiency Parameters</b>									
IRR	45percent								
NPV Overall (at 5 percent)	1,242.73								
NPV Overall (at 10 percent)	674.95								



43. Overall, the economic and financial evaluations show that the Program is very profitable, both for the beneficiaries of the Program and for the entire Ivorian population, in terms of social cohesion, carbon sequestration and increased profitability of land.

**ANNEX 3. FIDUCIARY SYSTEMS ASSESSMENT**

1. **This FSA includes key fiduciary risks, mitigation measures, and cash flow and disbursement modalities.**
2. **The FSA identified key fiduciary risks** that may affect the Program's development outcomes and recommended system improvement and capacity-strengthening mitigation measures.
  - a. **Financial management risks include:**
    - (i) Inadequate budget discipline due to inadequate supervision by the line ministry and the Supreme Audit Institution (SAI or *Cour des Comptes*).
    - (ii) Moderate budget planning risk due to the sectoral readjustments.
    - (iii) Staffing constraints and limited financial independence could prevent the SAI from adequately auditing the program and providing timely audit reports<sup>34</sup>.
  - b. **Procurement risks include:**
    - (i) Insufficient procurement staff, risk of overload;
    - (ii) Not sufficient staff to handle the full procurement process;
    - (iii) Long time recorded to complete contracts which leads to amendments with financial impact;
    - (iv) Delay in payment of contracts;
    - (v) No management framework for monitoring and tracking challenges at the various steps of the procurement process and for addressing them;
    - (vi) Non-working website that could reduce the program's visibility and transparency.
3. **The FSA has identified a series of mitigation measures that will adequately address the risks identified once put in place.** These will likely include:
  - a. **On the Financial Management side:**
    - (i) Establish and monitor the cash flow plan in perfect articulation with the consolidated commitment plan to ensure its consistency and feasibility.
    - (ii) Publication of the quarterly budget execution report on AFOR website.
    - (iii) AFOR' Internal Audit department will assume the internal audit function of the Program and share the quarterly report with IDA; and
    - (iv) In addition to (iii), IGF, according to the agreed ToR, will conduct at least two audit mission per year and the report will be shared with IDA.
  - b. **On the Procurement side:**
    - (i) Dedicate at least a team of three people to the management of the program at the level of the acquisitions department on AFOR's budget;
    - (ii) Conduct every two years the performance audit of the procurement activities;
    - (iii) Draft a quarterly procurement activities report;
    - (iv) Carry out capacity-building activities on the provisions of the new Public Procurement Code prior to the implementation of the financing for the benefit of the Procurement Department as well as the including contract management.

<sup>34</sup> These risks were identified by major audits. The SAI has developed an acceptable audit methodology that is compliant with international standards but



- (v) Establish an electronic contract management system.
4. **There is an adequate legal, regulatory, and institutional framework in Côte d'Ivoire to deal with fraud and corruption.** Therefore, the Government will use its systems to take all appropriate measures to prevent fraud and corruption in connection with the Program. However, the assessment of the systems to prevent fraud and corruption in place has revealed some weaknesses. Beyond the progress noticed last year in the country, this Program will be subject to 'Guidelines on Preventing and Combating Fraud and Corruption in Program-for-Results Financing' dated February 1, 2012 and revised on July 10th, 2015. These guidelines shall be applied to all activities within the 'Program Boundary'. The World Bank's right to conduct an inquiry into such allegations or other indications, independently of or in collaboration with the government regarding activities and expenditures supported by the Program and the related access to require persons, information and documents will be observed. This will follow standard arrangements for this purpose between the GoCI and the World Bank. In addition, an annual report will be drafted and shared with the World Bank to summarize the fraud and corruption case(s) identified and the mitigation actions taken.
  5. **The Program is not expected to procure any large contracts valued at or above the OPRC thresholds for a "Substantial" risk rating i.e., US\$75 million for works, US\$50 million for goods and non-consulting services, and US\$20 million for consultant services.** The implementing agencies will report to the World Bank if any large contracts appear during Program implementation. The World Bank will also monitor fiduciary systems and contract management reports to identify any large value contracts throughout the Program implementation.

**Summary of cash flows and disbursement modalities**

6. **The program will open a dedicated account (DA) denominated in FCFA at the BCEAO to receive the amount of the Prior Result (US\$15 million of IDA contribution)<sup>35</sup> and the amounts corresponding to the DLIs achieved, based on the Government's request.** The DA will be managed by the DGTCP; specifically, the Directorate of Public Debt (*Direction de la dette publique et des dons*, DDPD). The DDPD will transfer within five business days to the Treasury Account (*Compte du Tresor*) managed by the Director General and the DAF of AFOR, the amounts received from IDA representing the Prior Result, as well as the amounts of DLIs achieved.
7. **The Government, through the budget execution procedures, will transfer its contribution to the Program via the Treasury Account managed by the DGTCP/DDPD.** This contribution could pre-finance the expenditure. The government will transfer its annual contribution to the Treasury Account based on the approved annual plan and budget, as well as the payment estimates for the next six months.
8. **The Government will claim disbursements from the World Bank as the DLIs are achieved.** All DLIs will be verified by an IVA. The IVA will prepare a Results Verification Report that will be shared with AFOR and the World Bank. A key use of the Results Verification Report will be to determine the amount of the eligible disbursement to be made based on the results achieved. If the World Bank finds that the disbursement request meets the terms of the Financing Agreement, the World Bank will disburse the corresponding funds.
9. **AFOR can request advances up to 25 percent of the financing allocated to DLIs that have not yet been achieved by following the relevant procedures.** This will ensure that the government has the funds required to fulfill the intermediate operational requirements of the Program, leading to achievement of the Disbursement Linked Results (DLRs). When the DLI against which an advance has been disbursed is achieved, the amount of the advance will be deducted from the total amount due to be disbursed under that DLI. The World Bank will record the amount disbursed

<sup>35</sup> Disbursement of US\$15 million (7.5 percent of the financing) for achievement of the prior result on the adoption of the Decree to extend Land Certificate validity from three to ten years.



to achieve a Disbursement Linked Result ("recovered") after it has notified the Borrower of its acceptance of the evidence of achievement of the result.

#### **Review of Country Public Financial Management Cycle**

10. **To achieve the expected PNSFR objectives, the Government and AFOR must sign a Performance Contract that sets objectives and actions to be carried out resulting from the 2023-2033 PNSFR as well as the PND 2021-2025, and the reciprocal commitments of the parties.** To this end, a Monitoring and Evaluation Committee has been set up by interministerial order No. 0027 SEPMBPE/MPEER/MEF on 6 November 2018. This committee aims to facilitate and ensure the monitoring, evaluation, and control of the implementation of the Parties' obligations. Accordingly, monitoring will be carried out regularly. The development of this Performance Contract is ongoing and will be available before the end of 2023.

#### **Box 3.1: Status and Organization of AFOR Fiduciary Systems**

AFOR is a stated own agency created by Decree No. 2016-590 of August 3, 2016 on the Creation, Attributions, Organization and Functioning of the Rural Land Agency, called AFOR. It is an Executing Agency with financial autonomy, assets, and its own management means.

Its mission: AFOR's mission is to implement Law No. 98-750 of 23 December 1998 on rural land, as amended by Laws No. 2004-412 of August 14, 2004 and No. 2013-655 of 13 September 2013 and No. 2019-868 of 14 October 2019, and all related texts. This mission will be carried out through the main axes: Delimitation of Village Territories, Land Certification, Contractualization between landowners and non-owner operators, Consolidation of the rights of land concessionaires in rural land.

Its attributions: AFOR is responsible for: (i) carrying out actions to secure rural land, in particular through the conclusion of agreements; (ii) mobilizing resources for the implementation of actions to secure rural land tenure; (iii) advising the public authorities on all issues related to the management of rural land; (iv) taking or to propose any measure to facilitate the implementation of the law of December 1998; (v) identifying and securing the rural land holdings of the State of Côte d'Ivoire to require the registration of rural land; (vi) preparing emphyteutic leases to the signature of the Minister responsible for Agriculture and Rural Development and its management; (vii) preparing, for signature by the competent administrative authority, land certificates; (viii) carrying out information and awareness-raising actions for the population; (ix) contributing to the settlement of land conflicts and train those involved in the implementation of the 1998 law on rural land tenure; (x) setting up the operational mechanism for the implementation of the law; (xi) programming, coordinating, to animate and monitor all actions aimed at securing rural land, to promote the formalization of the contractualization of relations between owners and non-owners of rural land; (xii) carrying out official surveys to set up and manage a rural land information system; (xiii) ensuring the conservation and documentation of literal and cartographic land data in the rural land domain and regularly update these data; (xiv) contributing to the execution of studies and research for the sustainable management of land resources; and (xv) ensuring the monitoring of the land market.

Its organization: The agency is led by a Steering Committee (*Conseil de surveillance*) named by decree number 2017-517 of August 2, 2017 and headed by an Assistant Director General. The AFOR organigram consists of directorates under the authority of the Director General: the DAF, the Technical Operations Directorate (DOT), the Communication, Information, Training and Awareness Directorate (DIRCOM), the IT and Geographic Systems Directorate (DSIG), Legal Affairs and Litigation Service (RAJC), Planning and Monitoring and Evaluation Service (SPSE), Procurement Service (RPM), and Audit and Internal Control Service (RACI).

AFOR resources are constituted mainly by the endowments of the GoCI. A performance contract has to be concluded between the State and AFOR, every five years and be set out AFOR's program of activities in relation to State policy, the terms and conditions of its consolidated funding balances (the balance between its resources and expenditures). The program contract will be amended at the request of one of the parties as soon as the balance of the achievement of AFOR's missions is changed. The



elaboration of this contract is ongoing and will be available before the end of 2023. AFOR is placed under the technical supervision of the Ministry in charge of Agriculture and under the economic and financial supervision of the Ministry of Economy and Finance and the Ministry in charge of the Budget. AFOR's accounts are audited by two audit firms appointed by the Minister in charge of the Portfolio of the State and can be controlled by the Court of Auditors and Parliament.

11. **In past years, Cote d'Ivoire had undertaken major reforms in the management of public finances with the implementation of the WAEMU's harmonized PFM framework.** On the budget side, these reforms imply the shift from line-item-based budgeting to a logic of performance-based budgeting with a multiannual perspective. Program-based budgeting became effective in Cote d'Ivoire on January 1, 2020. In 2021, the GoCI pursued implementing the budget program with the overall improvement of the budget program tools and stakeholders' capacities. The 2023 national budget should be the consolidation of the implementation of the budget program which translates mainly into (i) Results-based management (GAR); (ii) Spending programming based on resources that can be mobilized in short to medium term (three years); and (iii) Establishing a framework for assessing public policy.
12. **This reform aims at greater efficiency in the management of public finances** through, among other things, the focus on performance, rationalization, and optimization of public expenditure, securing public investment resources, strengthening budgetary discipline, control and transparency, and greater accountability of stakeholders. To reinforce the impact of the reform, a Unit in charge of fiscal reform was created to oversee the budgetary performance permanently. In 2019, the GoCI drafted the Fiscal Risk Declaration (DRB) which is the document compiling the risks facing the public finance, mainly in resource mobilization and expenditures. DRB 2020-2022, DRB 2021-2023 and DRB 2022-2024 were adopted by the Council of Ministers and served as an annex to 2020, 2021 and 2022 finance laws.
13. **Multi-year programming documents are elaborated and properly integrated in the annual budget.** The new NDP 2021-2025 was adopted by the GoCI and articulated under six pillars. The budget 2021 was elaborated under the post COVID-19 recovery plan and the DPPD 2021-2023 was elaborated and approved.
14. **The PAGDS (Enhancing Government Effectiveness for Improved Public Services Program), a world bank-financed Program has strengthened the PFM achievements:** (i) the implementation of the performance-based budgeting reform; (ii) reducing the average length of the procurement process until the contract is awarded (from 198 days to 93 days); and (iii) the deployment of "AGEROUTEMARCHE", an online tool to monitor the execution of road works contracts (assignment, beneficiary, progress) and performance (quality, cost and deadlines) with a classification of companies according to their performance. As a result, significant progress is made in the production of annual performance reports for all departments and making them available to the public within 6 months of the end of the fiscal year. The Directorate for Budget and Finance has regularly prepared quarterly budget implementation reports and has developed a new performance-based budgeting system (SIGOBE) that will facilitate the production of annual performance reports for each line ministry. The additional funding from PAGDS will complement technical assistance from the IMF and its Technical Assistance Unit (AFRITAC) on the RCMP; the African Development Bank's (AfDB) Public Financial Management Improvement Program; and support for PFM controls by the European Union (EU).
15. **However, budgetary discipline risk remains significant.** Despite the PEFA 2017 (report issued in 2019) analysis over the period mentioned above 2014-2016, which shows a robust institutional system supported by efficient IT tools and a firm political will to ensure good overall budgetary discipline; the system of control and verification posteriori of public companies has weaknesses. The management of public services, beyond the obligation to ensure their continuity, can be strengthened at the level of strategic sectoral management and own instruments (particularly the tools of results-based management promoted in the framework of the PAGDS Program). However, compliance with budgetary discipline could also be weakened by the persistence of certain structural deficiencies, such as, those identified in the internal audit function and the consideration of risks in the missions of ministries' inspections. External control by the Court of Auditors (CC) is also relatively small.



16. The supervision of state-owned enterprises has been recently strengthened, with the signature of performance contract and a serious monitoring of the directorate of state participations of Ministry of budget.

**The public procurement system and procedures in Côte d'Ivoire**

17. **Procurement legal framework.** In 2004, World Bank support for procurement reforms began in Côte d'Ivoire to prepare the latest Evaluation Report on the National Public Procurement System (CPAR). In 2006, to remedy the weaknesses observed both in terms of control and regulation of the public procurement system and public service delegations of the Member States of the WAEMU, Community Regulations were put in place by the adoption of two directives (Directive No. 05/2005/CM/UEMOA and Directive No. 04/2005/CM/UEMOA). Successive reforms of the public procurement system in Côte d'Ivoire have resulted in a well codified and hierarchically organized legal and regulatory framework (law, ordinances, decrees, etc.). This system, which is in line with the highest regional and international standards in this area, has created greater transparency, an effective and efficient environment and improved the management of public expenditure. Ordinance No. 2019-679 of 24 July 2019 on the Public Procurement Code, which forms the basis of the legal framework, introduces innovations ranging from the renewal of the institutional framework to the reorganization of the typologies of public procurement and the inclusion of new information and communication technologies.
18. **Procurement institutional arrangements.** The institutional framework is characterized by the distinction between the procurement, control and regulatory functions. Côte d'Ivoire has put in place a system for regulating public procurement with the creation of the National Agency for the Regulation of Public Procurement (ANRMP) by Article 17 of the Public Procurement Code. This article defines the missions of the ANRMP, which are to (i) developing regulations; (ii) training staff; (iii) disseminating information; (iv) conducting audits; and (v) imposing sanctions. These tasks are in line with the independent regulation provided for by the law. Furthermore, Order No. 2018-594 of 27 June 2018 on the creation, composition, organization and operating procedures of the ANRMP entrusts it with the responsibilities necessary for the exercise of regulatory functions in good conditions. ANRMP is located at a high level of the State (Cabinet of the President of the Republic of the Republic of Côte d'Ivoire) and its financing is guaranteed mainly by a regulatory fee levied on each contract awarded and additionally an annual allocation from the State budget. The amount of this fee is 0.5 percent of the value of each contract. The DGMP is the administrative body responsible for the a priori control of procurement and for a posteriori control. This directorate have decentralized bodies at the regional level. The DGMP's oversight is conducted without prejudice to that carried out by the Central Government's other supervisory bodies. In the course of procurement operations, the contracting authorities are required to comply with all of the transparency and equity rules provided by the regulations.
19. **Financial Management staffing structure. AFOR Financial Management is entrusted to the Administrative and Financial Directorate (DAF).** This entity has five unit (Finance and Accounting AFOR, Finance and Accounting PROGRAMS, Human resources, budget and financial control and General resources and logistics). In addition, the Steering Committee has an Audit and Risk Management Committee composed of fourmembers.
20. **The Directorate of Finance and Accounting Programs (DAF) has fourstaff and has recognized experience in managing Programs financed by international and regional donors since 2011.** For the PforR Program, the finance and accounting service of AFOR, responsible for the monitoring and accounting of donors-financed Programs, is headed by a qualified and experienced Manager. This Division under the overall oversight of the DAF will be strengthened through capacity building activities during the Program life.
21. **Regarding procurement,** the program will be implemented by the AFOR. The procurement activities will be carried out within AFOR by the "procurement department". Article 2 of Decree No. 2021-873 of 15 December 2021 on the powers, composition and operation of public procurement units mentions that for entities other than ministries, procurement is devolved to the office in charge of procurement according to the organization of the entity concerned. AFOR's procurement service carries out the task in accordance with the Public Procurement Code and its



implementing decrees. AFOR's procurement department is composed of three staff (a specialist and two procurement assistants). Their mission is to: (i) ensure the development and continuous updating of the Procurement Plan and general procurement notices; (ii) develop tender documents; (iii) launch procedures until contracting; and (iv) monitor the execution of contracts in relation to the technical departments, the archiving of files and the monitoring of performance indicators are also the responsibility of the service. The procurement staff of AFOR were recruited to oversee all AFOR procurement activities. They consist of one specialist and two assistants with service contracts that extend beyond the term of the PAMOFOR project. The World Bank recommends reinforcing the team with at least one additional experienced staff member and to ensure the entire team is fully trained on Government of Côte d'Ivoire's procurement regulations.

#### **Budget planning and investment strategy**

22. Côte d'Ivoire has put in place a reliable budget preparation process as shown by the 2017 PEFA. The PEFA report covering 2016, 2017 and 2018 revealed that Côte d'Ivoire's overall performance in terms of budget execution rate was deemed satisfactory. This trend was confirmed by the budget performance of years 2019 and 2020.
23. The revised 2016 budget was estimated at XOF 6,259.6 billion (variance: +1.5 percent) compared to the initial budget of XOF 6,165.8 billion. The revised 2017 budget, estimated at XOF 7,116.6 billion, showing a positive variance of 10.4 percent when compared to the initial budget of XOF 6,447.6 billion, was adopted by the Parliament on December 7, 2017. The revised 2018 budget, estimated at XOF 6,931.6 billion (variance: +2.6 percent) when compared to the initial budget of XOF 6,756.3 billion. The revised 2019 budget is estimated at XOF 7,726.5 billion (+5.3 percent) compared to the initial budget of XOF 7,334.3 billion. The revised 2020 budget is estimated at XOF 9,093.6 billion (8.27 percent) compared to the initial budget of XOF 8,398.9 billion.

**Table 3.1: Budget Variance**

	2016	2017	2018	2019	2020	2021
Initial Budget (billion XOF)	6,158.8	6,447.6	6,756.3	7,334.3	8,398.9	Not available
Revised Budget (billion XOF)	6,259.6	7,116.6	6,931.6	7,726.5	9,093.6	
Variance percent	+1.5percent	+10.4	+2.6percent	+5.3percent	+8.27percent	

Source: MEF report

24. Overall, the budget execution rates for revenues and expenditures have been less than 95percent of the total budgeted expenditure (revised budget) over the past three years (2016, 2017 and 2018) and over 101.1percent to 104.8percent for 2019 and 2020:

**Table 3.2: Budget Execution**

	2016	2017	2018	2019	2020	2021
Expenditures (percent)	93.8	94.2	93.7	103.9	102.2	Not available
Revenues (percent)	92.8	91.9	92.2	104.8	101.1	

Sources: MEF Report

25. The budget execution rates have been respectively:

- Expenditure: 93.8percent (2016); 94.2 percent (2017); 93.7 percent (2018); 103.9 percent (2019) and 102.2 percent (2020).



- Revenues: 92.8 percent (2016); 91.9 percent (2017); 92.2 percent (2018); 104.8 percent (2019) and 101.1 percent (2020).

The execution rate of the 2021 budget at the end of June was about 52.3 percent (XOF 4,511.5 billion out of a total annual budget of XOF 8,621.1), according to the TOFE and the report on budget execution at the end of June 2021 published on the website of Ministry of Budget.

26. At the Ministry of Agriculture level, the budget performance for the last three years was acceptable as shown in the table below:

**Table 3.3: Sectorial Ministry of Agriculture Budget Performance (KCFA)**

	2018	2019	2020	2021
Initial Budget	9 983 840	10 128 064	8 785 184	
Revised Budget	6 548 178	6 902 834	8 897 674	
percent Variance	66 percent	68 percent	101 percent	
Budget Execution	6 655 539	6 902 834	8 821 652	unavailable
percent Execution	102 percent	100 percent	99 percent	

27. The implementation rate of the investment budget (100 percent) is very satisfactory.

**Table 3.4: Overall AFOR Budget Implementation Rate**

FUNCTIONING				
	BUDGET	1,540,000,000	1,600,000,000	1,840,000,000
	PREVIOUS BALANCE		652,000,000	200,000,000
	AVAILABLE BUDGET	1,540,000,000	2,252,000,000	2,040,000,000
	EXECUTION	1,478,506,772	1,682,203,725	1,708,288,813
	EXECUTION RATE	96.01%	74.70%	83.74%
INVESTMENT				
	BUDGET	3,495,574,528	4,400,000,000	4,500,000,000
	PREVIOUS BALANCE		3,022,000,000	600,000,000
	AVAILABLE BUDGET	3,495,574,528	7,422,000,000	5,100,000,000
	EXECUTION	3,486,305,810	3,740,916,935	2,578,000,000
	EXECUTION RATE	99.73%	50.40%	50.55%
TOTAL				
	BUDGET	5,035,574,528	6,000,000,000	6,340,000,000
	PREVIOUS BALANCE	0	3,674,000,000	800,000,000



	AVAILABLE BUDGET	5,035,574,528	9,674,000,000	7,140,000,000
	EXECUTION	4,964,812,582	5,423,120,660	4,286,288,813
	EXECUTION RATE	98.59%	56.06%	60.03%

Source : AFOR Activity Report 2022

28. **In terms of budget implementation, actual expenditure is tracked and compared to the budget with reasonable frequency.** The deviations noted are analyzed and explanations are required for significant anomalies and variations. In addition, the DAF prepares a quarterly budget implementation report, which compares budgets and financial achievements, and comments and gap analyses are produced. Similarly, the Financial Monitoring Reports produced quarterly by the Programs' accounts make it possible to compare the overall budget with each quarter's cumulative payments.
29. **The budgeting system is operational.** Annual budgets are prepared and submitted to the Steering Committee. The dedicated FM team will prepare a consolidated AWPB for implementing Program activities considering the operation's components for this operation. The work plan and budgets will identify the activities to be undertaken and the role of respective parties involved in the implementation.

**The budget lines to be financed were identified based on how they will contribute to the achievement of the DLIs.** The GoCI will provide resources for this program through National Budget under the budget lines items 78042100535 and 78042100627 and the two new budget lines as described in Annex 2.

30. **There is a process between the implementing agency (AFOR) and the Ministry of Budget to negotiate the annual budget.** The components and activities determine the overall cost of the program. The income and expenditure of the program are budgeted in sufficient detail and traceable form to be a useful tool for monitoring program implementation.

#### Procurement planning and budgeting

31. **The Public Procurement Code, in accordance with Article 20, obliges all contracting authorities, within a maximum of fifteen days after the notification or approval of the budget,** to prepare a procurement plan based on the funds allocated to them. The electronic procurement system, called SYGOMAP, set up by the Government with the collaboration of the World Bank is used by AFOR. It, thus, integrates different stages ranging from the entry of the procurement plan (PP) to the transmission of various bidding evaluation reports. However, the e-procurement is not fully operational in Côte d'Ivoire as well as the bidding evaluation process, and the complaint system is not yet integrated. In addition, the numbering of signed contracts is done in the Integrated Public Procurement Management System (SIGMAP). Thus, in theory, procurement planning is done on the basis of available budgets and the needs expressed by the beneficiaries or end-users.
32. However, **procurement planning seems unrealistic.** Indeed, statistics provided by AFOR indicate a total of 230 contracts expected to be signed throughout this period, of which 124 were approved, i.e., an average execution rate of 54 percent. Under the Program, procurement planning needs to be taken seriously by all concerned wings at AFOR. Procurement plans need to be realistic and needs to be closely monitored and there should close oversight from AFOR top management. The monitoring, oversight and supervision of procurement plan is a very critical activity for the success of the Program. If not properly done, there is a high chance of missing timelines and slippage of the operational plan.

**Table 3.5: Number of contracts planned / number of contracts approved**



TYPE OF CONTRACTS	2020		2021		2022		
		Number of contracts expected	Number of contracts approved	Number of contracts expected	Number of contracts approved	Number of contracts expected	Number of contracts approved
Works	5	2	6	3	1		1
Goods	40	22	36	19	9		6
Consultancy services	57	36	43	17	33		18
<b>TOTAL</b>	<b>102</b>	<b>60</b>	<b>85</b>	<b>39</b>	<b>43</b>		<b>25</b>

**33. Access to information.** The Integrated Public Procurement Management System (SIGMAP), operational since 2006, allows the planning and monitoring, through a digital platform, of all information relating to the awarding of contracts and ensures fluid and free access to all stakeholders in the procurement process in Côte d'Ivoire. In addition to this tool, a new application has recently been developed, the Integrated Management System of Public Procurement Operations (SIGOMAP), which aims to dematerialize procurement operations and already tracks all the PPMs of the Contracting Authorities in order to monitor and evaluate the performance of the public procurement system and to save time in the production of various statistics. The AFOR uses this application and even if its own website is not yet functional. A web page could be dedicated to the procurement activities of AFOR in order to enhance visibility and access to information and thus transparency. On the other hand, no monthly activity report is available to capture the follow-up of the performance of the procurement.

#### **Bidding and procurement processes and procedures**

**34. At AFOR, the procurement process takes place according to the Public Procurement Code.** Tendering is the default method.

- i) *Bidding document and Request for Proposals (RFPs).* Currently AFOR'S procurement office is using the national's Bidding Documents. They include standard bidding documents for goods, works, consultants, that are aligned with international best practices. Bidding documents are generally well prepared. The latest versions of bidding documents must be used during program implementation. On average the time taken for preparation of bidding document is 30 days.
- ii) *Advertising of bidding opportunities.* All Invitation for Bids and Request for Expression for procurement are published in public procurement journal, the large disclosure newspapers, ANRMP, DGMP and AFOR websites. Summary for contract awards, procurement plans and complaint management system is also posted on their website.
- iii) *Procurement methods.* Procurement methods that will be used under the Program are prescribed by the Procurement Code and include competitive and less competitive procurement procedures that provide for an appropriate range of options. While open competition is the preferred approach, the less competitive ones like limited competitive bidding, and direct selection are the exception. The conditions for the use of such methods must be documented and approved by the Directorate General of Public



Procurement (*Direction Générale des Marchés Publics*). Under the Program, it is expected that most transactions will be subject to open competitive procedures, except for lower value contracts which may also be used.

- iv) *Evaluation process and Award.* Public procurement evaluation committees are set up in accordance with Article 14.1.4 of the Procurement Code for contracting authorities other than ministries and decentralized authorities. A detailed evaluation process is mentioned in the Procurement Code and the deadlines for finalizing the procurement process are generally respected. In general, the evaluation process is completed within the period of validity of the proposal/tender. The average duration of the procurement cycle for open tenders is 90 days. The summary of contract awards is published on the websites of ANRMP, DGMP. AFOR's website is not yet operational.
35. **Although contracting processes appear to be conducted in accordance with established rules, the issue of the team composition of the procurement department that will be in charge of the program's procurement needs to be addressed.**

**Table 3.6: Procurement Profile of the Program**

TYPE OF PROCUREMENT	2024	2025	2026	2027	2028	TOTAL
Works	2 329 167	1 552 778	776 389	-	-	4 658 333
Goods & other services	3 531 667	3 533 333	2 691 667	2 233 333	1 060 500	13 050 500
Consultants	90 749 542	44 129 762	7 761 446	1 391 667	2 685 875	146 718 292
<b>TOTAL (\$ US)</b>	<b>96 610 375</b>	<b>49 215 873</b>	<b>11 229 502</b>	<b>3 625 000</b>	<b>3 746 375</b>	<b>164 7 125</b>

36. The assessment of the procurement under the program indicates that 89.22 percent will be consultancy services, 7.94 percent supplies items as well as 2.84 percent works items. As for works, the bulk of procurement efforts will be focused on the three first years of the program. This requires that AFOR's procurement team be available and reinforced as quickly as possible as requested above. On the other hand, the FSA has not identified any potential procurement exclusions. Furthermore, the procurement of works, goods and services under this program does not indicate contracts with an estimated value above the OPRC thresholds.

#### **Accounting and reporting**

37. **At the national level, the GoCI is greatly enhancing fiscal reporting and transparency in line with its commitment to the Open Government Partnership (OGP).** In 2015, Côte d'Ivoire became the first francophone country to be accepted as a member of OGP and is now implementing the 2020-2022 Action Plan (third action plan) to improve fiscal transparency. This 2020-2022 action plan consists of ten commitments covering six policy areas. In addition to ongoing reform coming from the previous plan, this new plan includes new areas such as legislation development (teleworking and school canteen provision) and better alignment with the National Development Plan (NDP). Some progress has been made and strengthened relations between government and the civil society and the government's inclusion of



civil society in validation sessions for budget guidelines is beginning to increase civic participation in fiscal processes at the national level.

38. **The Ministry of budget is responsible for producing quarterly budget implementation reports which are posted on the Ministry's website.** A brief analysis and annexes accompany the quarterly budget implementation report. In-year reports provide information on expenditure both at the commitment, scheduling (liquidation) and payment stage as well as some analysis. In-year fiscal reporting (budget execution reports) are produced on a quarterly basis and are generally released within six weeks after the end of the quarter and adopted by the council of ministers. The score for the PI-28 is C according to the 2017 PEFA report.
39. **According to the information provided, the quarterly execution reports were produced and published on time.** These execution reports were published on the websites<sup>36</sup> of the MEF or MPMBPE According to Article 80 of the general provisions and accounting standards of the State Accounting Plan (PCE-UEMOA), the annual accounts of the State are drawn up by the Minister of Finance and include the General Account of the Administration of Finance and the financial statements. Consolidated government financial statements (*Compte Général de l'Administration des Finances*, CGAF) are produced in a timely manner and transmitted to the court of accounts. The 2020 financial statements (CGAF and the *Loi de Règlement*) were submitted to the Court of account in July 2021 and the court des comptes report of 2020 Year is available on its website. 2021 report isn't available.
40. **At AFOR,** The prevailing accounting policies and procedures in line with the West African Francophone countries accounting standards (*system comptable* OHADA or SYSCOHADA) currently in use in Côte d'Ivoire, will be applied. The accounting systems and policies and financial procedures used by the operation will be documented in the Program's administrative, accounting, and financial manual.
41. **The accounting system generates reliable reporting.** There is a system in place to prepare the annual financial statements for the Program. The accounting system allows for accounting for each program, which serves as the basis for the preparation of the financial statements for each program. The statements are edited and audited within the deadlines specified by the donors.
42. **Accrual accounting is used on a day-to-day basis, in accordance with the principles and postulates of the "Uniform Act on Accounting Law and Financial Reporting and the Accounting System of OHADA (SYSCOAHADA).** The OHADA Chart of Accounts sets out the rules for the preparation of financial statements, which allow comparisons in time and space in accordance with the principles generally recognized by international standards. Amendments are sometimes made to the accounting of Programs to ensure their integrity and good understanding.
43. **At AFOR, the annual financial statements are adopted by the Board of Directors (Conseil de surveillance) before being published on the website of DGPE.** A quarterly reporting of AFOR' overall Financial Information summarizes operations for the General Management. The system also provides quarterly reporting to donors of financial commitments (invoices, payments, deposits, bank accounts, etc.) for each Program through the Financial Monitoring Reports. A quarterly report on the Financing mobilized and the Loans Contracted is also prepared at the Public Debt Department. Financial reporting is carried out according to a model developed on the implementation of the program.

### Treasury management

44. **At national level, the Treasury Single Account (TSA) framework is operational.** Nevertheless, the payment timeline should be improved. Payments are made by the Treasury for all line ministries. Line ministries have reported delays of payments following cash flow issues due to domestic revenue mobilization being lower than anticipated and unreliable forecast of required cash flow. These shortcomings at the National Treasury could affect overall program

<sup>36</sup> [www.finances.gouv.ci](http://www.finances.gouv.ci); [www.dgbf.gouv.ci](http://www.dgbf.gouv.ci); [www.budget.gouv.ci](http://www.budget.gouv.ci)



implementation performance. However, some improvements are noted. AFOR will prepare quarterly commitments plans to be shared with the National Treasury to improve forecasting of disbursement requests.

45. There is a Treasury Committee within AFOR, consisting of the Director General and the DAF. It meets weekly to:

- Develop and monitor AFOR' annual cash flow plan;
- Assess the agency's ability to meet its payment commitments in the short and medium term;
- Take stock of planned and realized receipts vs. planned and realized disbursements;
- Motivate fundraising missions for the operation or financing of Programs not taken into account by donors.

The payments are only made by the authorized signatories (CEO and DAF) and designated on the Programs or by direct payment from the lessor.

46. The policy of AFOR is to plan the uses or disbursement flows up to the expected resources or cash flows to avoid cash deficits. The Treasury Committee make a rigorous follow-up of the planned receipts and adjust the disbursements accordingly.

47. All flows are traced in an adapted treasury software "XRT Sage" which allows the daily reconciliation of the entries of the service with the statements of the various banking institutions hosting our accounts. The average payment time for work invoices is 90 days and 60 days for service invoices.

#### **Control of public procurement**

48. **A priori control and ex-post of public procurement is exercised by the Directorate General of Public Procurement under the authority of the Minister in charge of Public Procurement.** AFOR contracts are awarded from the reference threshold in accordance with Article 5 of the Public Procurement Code and Order No. 692 of 16 September 2016 setting thresholds for the award validation and approval of public contracts as well as decree number 2021-909 of December 22, 2021 describing the methods of execution of budget credits in the context of the procedures under the Code on Public Procurement. At the level of AFOR, these said procedures make it possible to consider all the expenses incurred. The DGMP has not yet conducted an ex-post review at the level of the AFOR.

#### **Contract Management**

49. **As noted above, only 54 percent of expected contracts were executed; it is therefore important for the success of this Program that a team be dedicated to contract management and that a computerized system for monitoring contracts is set up before the start of the program.** This computerized system is a PAP action.

#### **Complaint management**

50. **The management of complaints to AFOR complies with the directives of the Public Procurement Code and does not seem to pose any problem in its application.** Few appeals have been filed in previous years regarding the procurement procedures. Three appeals were registered by AFOR during the evaluation period. These appeals stopped at the debriefing stage with the various bidders.

#### **Auditing**

#### ***Controls and integrity***



51. **The Regulatory Authority carries out independent audits of public procurement and monitors the implementation of recommendations.** It should be noted, however, that this last point does not constitute a weakness of the system insofar as audits have been completed by independent audit firms.
52. **As part of their missions, the auditors carry out specific due diligence relating to the verification of compliance with the provisions of the Public Procurement Code,** in application of Circular No. 10/MPMB of 18 December 2014 on the governance rules governing the functioning of the administrative and management bodies of public companies. The General Inspectorate of Finance has proceeded to several control exercises in the period from 2020 to 2022. All these reports recommended actions that were almost all executed, including the deployment of an electronic document management system for the AFOR.
53. **Follow-up is done from one exercise to another regarding the audits carried out by the other entities internal and external to AFOR.** However, it is necessary that more rigorous work be done to ensure that all recommendations are considered as soon as possible.

#### **Internal Audit and control**

54. **The institutional framework for control is adequate at the central government level but the overall performance of institutions of internal control requires additional improvements.** There are several administrative control bodies in Cote d'Ivoire, along with the (i) IGF; (ii) Inspectorate General of the Ministries (IGM); and (iii) State Inspectorate Generale (IGE). Furthermore, the Directorate of financial control (DCF) is responsible for authorizing expenditure commitments and certifying the execution of the contracts before payments are made by the Paierie Générale du Tresor (PGT). According to the 2018 PEFA report, there is an acceptable internal control system (rules of ex-ante controls of expenditures) in place in Cote d'Ivoire, but there is duplication of tasks over commitments and payments. The country shows a strong segregation of duties between the various actors at each phase of the public expenditure channel (public accountant, financial controller, internal auditor). However, the controls of commitments conducted by the financial controller prior to the issuance of the purchasing order at the commitment phase, do not provide the assurance that there is sufficient cash to pay on time the invoices once the contractors submit their invoices after execution of the contracts. Such a situation creates some arrears and failure to comply with contract deadlines.
55. **The internal control bodies do not have sufficient human and financial resources, and their capacities require strengthening.** There is still no comprehensive and integrated control and internal audit system; such a system has been partially deployed since 2013. The internal audit carried out mainly by the IGF, the IGE, and the IGM is not operational for government entities accounting for more than 50 percent of government expenditure and revenue. The review of the activity report of IGF of 2022 revealed that the institution enlarged its scope of intervention covering operational, financial, advisory and governance, and anticorruption in public entities, line ministries, and donor-financed Programs. These activities included some follow-up missions on implementing action plans derived from previous missions.
56. **AFOR has an operational manual that is operational.** The accounting, financial, administrative and procurement procedures manual manage the external fund. AFOR developed a specific manual for each donor (World Bank, AfDB, etc) and took donor-specific procedures into account or specified the list of authorized signatories on Programs, special accounts, and payment methods etc. AFOR must finalize the drafting of the accounting, financial and administrative Procedure's manual.
57. **AFOR has an Internal Control Service.** Internal control system aims to ensure: (i) the effectiveness and efficiency of operations; (ii) the reliability of financial reporting; and (iii) the compliance with applicable laws and regulations. In addition, IGF will fulfill its internal audit mission in the context of the new program
58. **The internal control unit carries out audits on Programs according to a well-defined annual plan.** Annual



**consolidated reports of Internal Audit missions are produced.** For example, the April 2021 report for the 2020 financial year covered the missions based on several arrangements (including management and organization, financial, accounting and budgetary management). The observations identified during the mission are classified into three levels of risk based on the potential impacts on objectives' achievement. In 2022, of four missions scheduled, only two missions had been implemented. According to AFOR, the cause of the under-performance is due to the demission of the chief of internal control. A new appointment is ongoing, and the new Chief of internal control will be appointed in the final quarter of year 2023. For the PAMOFOR, IGF is also an internal auditor.

**59. IGF and AFOR internal audit service will be the internal auditors of the Program. Each entity will do its missions.**

**Table 3.7: Summary of internal audit missions over 3 years performed by internal audit unit**

Indicators/Years	2019	2020	2021	2022
Number of Missions planned	4	2	4	4
Number of Missions completed	4	2	4	1
Rate of completion of planned audit engagements	100	100 percent	100 percent	25 percent

**60. The Audit and Risk Management Committee (CAGR) of AFOR is a specific committee responsible for monitoring and evaluating financial and accounting information, as well as internal control and risk management.** The role of the Audit Committee includes all the missions relating to internal control; the Internal Audit function (an annual internal audit report is produced and communicated to the members of the CAGR); financial and accounting information; the Statutory Auditor and external auditors as well as risk management: (monitoring of financial risks and any form of significant risks to which the entity is exposed, examination of the company's investments). The composition of the CAGR includes three administrators.

**External Audit**

**61. The Court of Auditors has developed an acceptable audit methodology that is compliant with the International Standards of Supreme Audit Institutions.** However, staffing constraints and limited financial independence could prevent the Court from auditing the Program adequately and providing timely audit reports. According to OHADA law, AFOR has two reputable audit firms appointed as external auditors called commissaires aux comptes. They are appointed by the General Directorate of State Participations (DGPE) of the Ministry of Budget. The Program audit report will be conducted by the two appointed « *commissaires aux comptes* » per specifications in ToRs agreed with the World Bank. AFOR shall submit the audit report to the World Bank no later than nine months after the end of the fiscal year. The audited program financial statement will be publicly disclosed in compliance with the World Bank policy on access to information dated July 2010.

**62. The mission examined the reports for the last three fiscal years: 2018, 2019 and 2020 (2021 repots aren't available) - drawn up by the Statutory Auditors by examining the opinion reports.** For the three financial years examined, the annual financial statements were certified without reservations by the auditors and approved by the AFOR Steering Committee. The external Audit is conducted in accordance with the accounting rules and methods published by the OHADA Uniform Act on Accounting Law and Financial Reporting.

**Table 3.8: Certification of AFOR statements for the last three financial years**



Audited exercises	Opinion expressed by the Statutory Auditors	Date of certification of the financial statements
2018	Unmodified	April 12, 2021
2019	Unmodified	April 12, 2021
2020	Unmodified	July 14, 2022
2021	Ongoing	Ongoing

#### Fraud and corruption

63. **There are adequate legal, regulatory, and institutional frameworks in place in Côte d'Ivoire on fraud and anticorruption.** Multiple control mechanisms intended to provide checks and balances are being introduced to ensure integrity in the management of public resources. These include regular internal audits by the IGF and the General Inspection of the State, as well as external audits by the Supreme Audit Institution and the High Authority for Good Governance (*Haute Autorité pour la Bonne Gouvernance*, HABG). More efforts are still needed to ensure that audit reports are broadly made available to the public and there is effective follow-up and dutifully applied administrative and/or judicial actions.
64. **The Court of Auditors** is also an important institution in Côte d'Ivoire's good governance policy, which should therefore communicate its actions to the public. These institutions are able to review AFOR's practices.
65. **The risk of fraud and corruption under the Program is Moderate because no case of fraud and corruption has been noted in AFOR.** However, to reduce the risk of fraud and corruption associated with the Program implementation, it will be aligned to the World Bank Anti-Corruption Guidelines (ACG) applicable to PforR operations. In particular, the following will be implemented. (i) Sharing of debarment list of firms and individuals. The Borrower will use the World Bank's List of Debarred and Cross-Debarred firms and individuals to ensure that persons or entities debarred or suspended by the Bank are not awarded contracts under the Program during the period of such debarment or suspension. The list can be accessed on the World Bank's website ([www.worldbank.org/debarr](http://www.worldbank.org/debarr)). The compliance with this requirement would be checked will be checked by the Program's auditor. (ii) Sharing of information on fraud and corruption allegations. The Borrower will share with the World Bank information on all complaints and actions taken or being taken on complaints and grievances received on fraud and corruption under the Program. The World Bank will be also informed about the actions and decisions taken by the relevant institutions to address the matter raised in the complaint. (iii) Investigation of fraud and corruption allegations.
66. **AFOR will provide full support to the HABG and the World Bank when carrying out investigations related to fraud and corruption allegations made during the Program implementation.** The World Bank will be informed on all credible and material allegations or other indications together with the investigative and other actions that the Borrower proposed to take with respect thereto. The World Bank will retain a right to investigate allegations, and the Borrower will provide the World Bank the necessary access to needed persons and information applicable to the Program.

#### Implementation support

67. During the Program implementation the Bank's fiduciary team will: (i) review the implementation progress and examine the achievement of Program results and/or legal covenants/PAP that are of a fiduciary nature; (ii) help the Recipient to resolve implementation issues and carry out institutional support; (iii) monitor the performance of



fiduciary systems and audit reports, including the implementation of the PAP; and (iv) monitor changes in fiduciary risks to the Program and, as relevant, compliance with the fiduciary provisions of legal covenants.

ANNEX 4. SUMMARY<sup>37</sup> ENVIRONMENTAL AND SOCIAL SYSTEMS ASSESSMENT

1. Côte d'Ivoire has one of the highest rates of deforestation worldwide; in this context, land administration (including tenure security and reliable land information) is a critical enabling environment for climate change mitigation and adaptation in rural land, as it provides security during disasters and the foundation for land management, investment, and disaster response. Secure land tenure for vulnerable persons remains an issue in Côte d'Ivoire. The legal protection of land-use rights of communal land holders and those who reside in state forestlands is limited, which primarily affects minorities, indigenous persons, and the poor. These vulnerabilities are amplified by climate change, as evacuation of land due to climate disasters may lead to permanent loss of land. The GoCI's commitment to improve the coverage, efficiency, and inclusivity of rural land registration is reflected in the PNSFR (US\$1.052 billion), which aims to implement the Rural Land Policy by registering all customary land use and ownership rights across the 23 million hectares of the Rural Land Tenure Domain (*Domaine Foncier Rural*) over the next twenty years. The Government has requested the World Bank's support in strengthening the PNSFR's human capacity, tools, institutions, and delivery systems through the Program, which aims to significantly increase the efficiency and scale of customary land rights registration across the country to achieve the GoCI's sustainable development objectives.
2. **The World Bank has conducted an ESSA in accordance with the requirements of the PforR lending instrument.** ESSA refers to both the process of assessing the acceptability of a borrower's system for managing the program's E&S risks in the operating context and the final report that is an output of this process. This involves reviewing all activities to be implemented in the Program and national policies and regulatory texts (laws, decrees, ordinances and orders) against the PforR E&S requirements to identify risks and gaps, then suggest opportunities to strengthen implementation. The ESSA was drafted in consultation with local authorities and communities. Consultation meetings were held from February 13-15, 2023 at AFOR with multiple stakeholders and from April 12-20, 2023 in western Côte d'Ivoire.

***The program's environmental and social benefits and risks***

3. **In general, the Program will contribute to resolving major land management issues in Côte d'Ivoire today, including by resolving land conflicts and registering customary land use and ownership rights.** It will promote gender equity, social cohesion, and a new social contract between the Government and rural landholders and incentivize greater landholder investments in tree planting, tree regeneration, and improved soil management by strengthening farmers' land (and tree) rights, especially for tenant farmers.
4. On physical E&S impact, the Program's main potential environmental risks are Low to Moderate and are related to the delimitation of village territories, the demarcation of boundaries, the realization of field survey work, the construction of BFSP, the installation of continuously operating reference stations (CORS Network), the digitization of land administration procedures using cloud-based servers (which is expected to have a net positive environmental impact by reducing the need for paper-based land administration procedures), and the collection of boundary data for integration in the SIFOR. Social risks are Moderate to Substantial due to the sensitivity of land-related issues and land conflicts in Côte d'Ivoire and the potential for Program implementation to be affected by pre-existing land-related conflicts. There is very low likelihood of land acquisition for construction, as sub-prefectures will favor land use in the village administrative reserve (existing government-owned lands). While most of the workers required to implement land registration operations will come from the targeted villages/sub-prefectures, there will be a need to mobilize some outside workers, in particular AFOR staff, private land registration operators, surveyors, and construction workers (for CORS and small building renovation/construction), which could lead to increased exposure to sexually transmitted diseases, including HIV/AIDS, as well as COVID-19, sexual exploitation/sexual harassment (SEA/SH) incidents, and on-site accidents. The ESSA includes recommendations to prevent and mitigate these risks.

<sup>37</sup> The full document was publicly disclosed after approval: [Control Point - Operations Workspace \(worldbank.org\)](http://Control Point - Operations Workspace (worldbank.org))



Program activities may potentially exclude some vulnerable groups from the benefits of land registration. This risk will be mitigated by the Program scaling up the new, more inclusive land registration procedures piloted under PAMOFOR that have resolved existing land disputes and strengthened the rights of vulnerable groups, including women and tenant farmers.

5. **Overall, the Program activities are expected to increase social inclusion and social cohesion.** By clearly demarcating village boundaries in villages bordering classified forests and registering customary individual and group rights to land and trees, the Program will contribute to the reduction of deforestation in both public and private forests. Possession of a legal land rights document (whether a CF or a formal land use contract) will also increase on-farm tree regeneration and planting by farmers who will now be the legal owner of those trees according to the forest regulation. The Program will support net positive climate outcomes: land registration via a digital LIS using cloud-based data servers that are flood-proof and energy-efficient will support improved land administration and disaster planning, response, and recovery, including to identify disaster victims. The ESSA also includes recommendations to improve the Program's E&S management and inform the Program Action Plan.

#### ***The program's environmental and social management system***

6. Based on an analysis of Program activities and potential impacts, the ESSA found that five principles (#1, #2, #3, #5, #6) of managing the social environment of PforR apply. Principle #4 is not relevant, as the Program will not impact land acquisition and involuntary resettlement. The activities planned by the Program are not likely to result in land acquisition and loss of access to natural resources, nor will they result in physical and/or economic displacement. Therefore, no activities requiring resettlement will be eligible, and every effort will be made to avoid resettlement. All the activities planned under this PforR will be carried out in accordance with the administrative and environmental clauses applicable to the contracts, which contain occupational health and safety and hygiene measures.
7. The ESSA concludes that CIV's current system is essentially capable of managing the environmental and social risks posed by Program activities. The Government program also has regulations on implementation of a gender-sensitive approach; social conflict management; and consultation and communication. However, the Program offers an opportunity to both strengthen the above-mentioned procedural gaps to mitigate these effects and to strengthen the overall system in three areas: (i) strengthening the environmental and social management system of the initial Program through the empowerment (better positioning) of the implementing actors on the whole process; (ii) strengthening the collaboration of the implementing teams (E&S, communication, legal, land operators and NGOs) with the aim of intensifying proximity communication and boosting social engineering; and (iii) ensuring capacity building of the actors and the permanent sensitization of communities.

#### ***Recommendations***

8. Regarding the **exclusion list**, although the environmental and social impacts/risks are not significant, given that the Program is carried out in an environment of latent conflict and addresses sensitive issues, the following activities will be excluded from the World Bank-funded PRESFOR program:
  - PRESFOR will not support activities that require the acquisition of land (regardless of size), resulting in physical or economic displacement of households. Consideration of the impacts of land acquisition will be incorporated into the Program's implementation guidelines.
  - World Bank funding will not be used to support land titling due to high social risks (non-Ivorian nationals are not eligible for land titles under the Rural Land Law).
  - The World Bank will not support land titling or certificate-to-title procedures, given: (i) the risks of frustration and dispossession of customary rights of non-Ivorian nationals who are not eligible for titles under the Rural Land Law and (ii) titling procedures that remain unaffordable for the vast majority of Ivorian citizens, while the official land certificate offers a sufficient level of land security and remains a marketable document.



- The World Bank will only support systematic land registration operations and will not support registration on demand.
  - The World Bank will not support any activities related to: (i) procedures/decrees that reduce access to land use contracts; (ii) land titling, including for public lands (e.g., classified forests, protected areas); (iii) identification of "ownerless" lands, as well as any support for regulation and enforcement of "ownerless" lands; or (iv) activities that would substantially degrade or convert natural habitat and cultural heritage (tangible and intangible).
9. On **program action plan**, ESSA recommends the following actions:
- **Recommendation 1.** AFOR is responsible for translating the environmental and social requirements into the implementation manual (Operations Manual). This document should include selection requirements (ensuring Program exclusion criteria) and other recommendations in the ESSA to strengthen the socio-environmental management of the Program. Other contents may include: (i) management of all waste generated; (ii) procedures for managing health and safety aspects; (iii) management and conservation of natural habitats and physical cultural resources; (iv) provisions for reducing the visual impact of the antennas on the environment; (v) measures for reducing the energy consumption of the computer system; (vi) provisions for preserving the environment including the landscape in the technical note for the installation of Global Navigation Satellite System (GNSS)/CORS antennas
  - **Recommendation 2.** Ensure the proper functioning of the complaint management mechanism so that people can submit questions at any time. Encourage the application of information technology in recording, tracking, and processing people's complaints. Publicize the Program's GRM system. Enhance the Program description (in the Operations Manual) to clarify basic GRM requirements, such as registration, processing, evaluation, response, resolution/closure, follow-up, closure, reporting, archiving.
  - **Recommendation 3.** AFOR should develop clear regulations on the functions and tasks of AFOR's functional units, with particular emphasis on the coordination mechanism and the ability to participate/contribute to interdisciplinary units, such as media, E&S, and monitoring and evaluation. AFOR ensures that activities related to environmental and social impact management are allocated with sufficient resources (human, financial) throughout the implementation of the Program (including enhanced AFOR presence for outreach in the regions, departments, sub-prefectures, and villages targeted by the Program).
  - **Recommendation 4.** AFOR ensures that environmental and social requirements are met throughout the Program, particularly in units outside AFOR. Screening requirements, including for gender sensitivity, should be implemented at all stages by private land registration operators, surveyors, NGOs, sub-prefectures, and villages. AFOR is responsible for written communication of these requirements and regular training. One of the contents of the training should be to strengthen the SIFOR team with specialties and tools to fight cybercrime.
  - **Recommendation 5.** AFOR is responsible for conducting Program communication and consultation activities that account for the cultural differences of populations in Program, especially marginalized/vulnerable groups. This includes the use of other spoken languages to ensure maximum access to Program activities.



## ANNEX 5. PROGRAM ACTION PLAN

Action Description	Source	DLI #	Responsibility	Timing		Completion Measurement
Ensure the proper functioning of the complaint management mechanism so that people can submit questions at any time.	Environmental and Social Systems	NA	AFOR	Recurrent	Continuous	Encourage the application of information technology in recording, tracking, and processing people's complaints. Publicize the program's GRM system. Enhance the program description (in the Operations Manual) to clarify basic GRM requirements.
Establish an electronic contract management system.	Fiduciary Systems	NA	AFOR/Department of Acquisitions	Other	No later than 12 months after the program comes into effect.	Electronic contract management system installed and used.
Development of a fiscal sustainability strategy for customary rural land administration beyond registration	Technical	NA	AFOR	Other	No later than 12 months after the Effective date.	Draft fiscal sustainability strategy for customary rural land administration beyond registration shared by January 30 of Year 1 of implementation.
Extend the scope of ToR of the external	Fiduciary Systems	NA	AFOR	Other	Six months following	Copy of the audit report submitted to



auditors, "statutory auditors" named "commissaires aux comptes" of AFOR, to cover this Program.					the Program effectiveness.	the World Bank six months after end of year.
Conduct every two years the performance audit of the procurement activities	Fiduciary Systems	NA	AFOR	Other	Program duration.	Audit report. The recommendations issued by the public procurement audit must be fulfilled, and the internal auditors must ensure this in their periodic reports to their superiors.
M&E module within SIFOR functional	Technical	NA	AFOR	Other	No later than 8 months after Program Effectiveness	SIFOR M&E module functional
Conduct semester inspections and internal audit missions covering procurement, financial, and technical aspects of the Program including the follow up on internal audit recommendations.	Fiduciary Systems	NA	AFOR/IGF	Other	Two months following the end of each calendar semester starting from the first year of Program effectiveness.	Copy of the reports of inspections and reviews of the Program activities implemented.
Improve the coordination mechanisms of AFOR in line with the recommendations of the ESSA.	Environmental and Social Systems	NA	AFOR	Other	No later than 6 months after Effectiveness	Particular emphasis on the coordination mechanism and the ability to participate/contribute to interdisciplinary units such as



							media, E&S, monitoring and evaluation.
Environmental and social requirements are implemented according to the POM, particularly by institutions outside AFOR.	Environmental and Social Systems	NA	AFOR	Recurrent	Continuous		Monitored through semi-annual Program implementation reports.
Draft a quarterly procurement activities report.	Fiduciary Systems	NA	AFOR	Recurrent	Quarterly		Quarterly reports drawn up jointly by the procurement unit and the internal auditor. These reports are forwarded to senior management for review and approval. They must be submitted within 30 days of the end of the six-month period they cover.
Establish FAC report (The reporting format will include the following: (a) location and date of the complaint; (b) allegation's description; (c) description of progress in investigation; and (d) investigation outcome).	Fiduciary Systems	NA	AFOR/ Internal Audit department.	Recurrent	Semi-Annually		Report available and share with world bank and HABG, court of accounts.
Program communication and consultation	Environmental and Social Systems	NA	AFOR	Recurrent	Semi-Annually		Semi-annual Program



activities that take into account cultural differences of populations in program, especially marginalized/vulnerable groups, are implemented according to the E&S provisions of the Program Operations Manual.						implementation reports
Economic study evaluating the economic cost of the national geodetic network.	Technical	NA	AFOR	Other	12 months after program effectiveness.	An economic study will be prepared by a Consultant specialized in geodesy, reviewed by a committee that brings together the network operator and its main network users and will be endorsed by AFOR and BNEDT.
The Government will clarify its long-term vision for the administration of customary rural land	Technical	NA	AFOR	Other	24 months after the Effective Date	Adopted Policy note clarifying the Government's long-term vision for the administration of customary rural land including on aspects of sustainability and inclusiveness.



## ANNEX 6. IMPLEMENTATION SUPPORT PLAN

## Strategy and Approach for Implementation Support

1. A detailed implementation support plan (ISP) has been prepared to ensure timely and effective Program implementation. The goal is to ensure that implementation support activities provide effective mitigating measures against the Program's key risks and increase the likelihood of achieving the expected results. The ISP approach entails close monitoring of the Program's technical design and implementation aspects, with particular emphasis on reviewing implementation progress (including that of the Program Action Plan) and achievement of Program results and DLIs. The World Bank should engage in a sector dialogue with Government through the monitoring of the Results Framework and the DLIs. Given the overall design and scope of the Program, 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 Program. Several technical specialists are based in the region, sub-region, and country office. This will facilitate overall implementation support and allow for timely follow-up on specific issues and/or areas of concern when needed.

Table 6.1 : Summary of Program Implementation Support

Time	Focus	Skills Needed	Resource Estimate Per Year	Partner Role
0-12 months	<ul style="list-style-type: none"><li>• Program effectiveness &amp; implementation start-up</li><li>• Policy dialogue on the rural land policy and regulatory framework</li><li>• Support to AFOR for Program implementation</li><li>• Review of progress made in year 1</li><li>• Reviewing implementation progress of the Program Action Plan and achievement of Program results and DLIs</li></ul>	<ul style="list-style-type: none"><li>• Land Policy/Administration Specialist</li><li>• Land Administration Specialist</li><li>• Environmental and Social Safeguards Specialists</li><li>• Financial Management Specialist</li><li>• Procurement Specialist</li><li>• Finance/Disbursement Specialist</li><li>• Operations Specialist</li><li>• Administrative Support</li></ul>	US\$180,000	
12-48 months	<ul style="list-style-type: none"><li>• Supervision of planned activities/review of annual work plans &amp; budgets, &amp; cross-checking linkages between planning, budgeting, and results</li><li>• Policy dialogue on the rural land policy and regulatory framework</li><li>• Conducting of implementation support missions</li><li>• Monitoring, evaluation of ongoing activities</li><li>• Assessment of implementation of safeguards instruments</li><li>• MTR conducted in year three</li></ul>	<ul style="list-style-type: none"><li>• Same as above</li></ul>	US\$180,000	



49-60 months	<ul style="list-style-type: none"> <li>Supervision of planned activities/review of annual work plans &amp; budgets</li> <li>Policy dialogue on the rural land policy and regulatory framework</li> <li>Conducting of implementation support missions</li> <li>Monitoring, evaluation of ongoing activities</li> <li>Assessment of implementation of safeguards instruments</li> <li>Program completion and ICR preparation</li> </ul>	Same as above	US\$180,000	
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**Table 6.2: Required Skills Mix for Implementation Support**

<b>Skills Needed</b>	<b>Number of Staff Weeks</b>	<b>Number of Trips Per year</b>	<b>Comments</b>
Land Administration Specialist (TTL)	20	3	France-Based
Land Administration Specialist (co-TTL)	20	3	Washington-Based
Land Administration Specialist (STC)	8	2	Washington-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 Specialist	10	2	Washington-Based
Administrative Support	8	2	Country Office-based

2. **Donor Coordination:** It is recognized that the supervision of a Program of this complexity will benefit considerably from close coordination among the principal donors to the land sector, in particular AFD, the EU, USAID, AfDB, and GIZ. 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 Program and have agreed to continue to support close coordination on both the policy dialogue and technical issues throughout implementation of the Program. Program implementation will also benefit from continued technical coordination with other donor-financed pilots and Programs, such as the Côte d'Ivoire Land Partnership implemented by GIZ/Meridia/ Institut Audace Afrique, which has piloted subsidized land registration through cocoa cooperatives; new social innovations and technologies piloted by Institut Audace Afrique, including a mobile-based application for developing formal land use contracts and community-based land dialogue activities as part of the clarification phase; and the USAID-supported Improving Land Access for Women Program, which has developed gender equity-focused communications materials targeting various stakeholders.



## ANNEX 7. CLIMATE CHANGE

Table 7.1. Contribution of Program ToC and DLIs to Climate Change Adaptation and Mitigation

Results Area	Activities	Summary of DLIs	IDA Allocation	PDO level and Intermediate Indicators	Description of Climate Change Activities
RA1: Digitize and Increase Coverage of Customary Rural Land Administration Systems	Establishment of decentralized AFOR offices to support on-going land administration (transaction registration) using the SIFOR	DLI 1: Program-supported AFOR decentralized offices that are fully functional and staffed by staff paid by the Government	US\$22 million		<p><b><u>Climate change adaptation</u></b></p> <p>Using the SIFOR at large scale will enable the Government to better identify landholders whose land may be at risk of future disasters and to ensure the legitimate landholders receive compensation after a disaster. AFOR offices will be constructed according to standards equivalent to EDGE1.</p>
	Procurement and mobilization of digital technologies to fully digitize the land registration process	DLR 2a: Digitization of 95 percent of PAMOFOR-financed land certificates as of the date of effectiveness and their integration in the SIFOR  DLR 2b: SIFOR is reconfigured to enable digitized customary land registration procedures  DLR 2c: Ordonnance designating the SIFOR as the official and unique rural land	US\$30 million	PDO 3: People with land use or ownership rights recorded as a result of the operation.  INT 9. Number of operational CORS stations installed by the Program	<p><b><u>Climate change adaptation</u></b></p> <p>Reliable land information through digitalization is a critical enabling environment for adaptation in forested land and agricultural land, by providing:</p> <ul style="list-style-type: none"> <li>(i) tenure security, as the affected population feels safe to leave their property at risk during the emergency and reclaim it following temporary resettlement or parcel boundary disappearance caused by climate-related disasters;</li> <li>(ii) critical information to DRM agencies to plan response &amp; recovery activities: For example, 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.</li> <li>and (iii) planning for adaptation of infrastructure and services: Building on the piloting work completed under PAMOFOR, PRESFOR will continue to support the development of a geodetic network and digital land information system (LIS) that 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</li> </ul>



Results Area	Activities	Summary of DLIs	IDA Allocation	PDO level and Intermediate Indicators	Description of Climate Change Activities
		registry has been signed by the President of the Republic			<p>strategically plan the provision of future services and infrastructure development in light of Programed climate change vulnerability and disaster risk management and mitigation needs, which is expected to contribute to climate change adaptation.</p> <p><b><u>Climate change mitigation</u></b></p> <p>The activities financed by the Program will lead to afforestation, reforestation, biosphere conservation, and, indirectly, CO2e-emission reduction. Reliable land information is a critical foundation for improved land management, as formal land rights registration is expected to lead to reduced deforestation and increased tree planting and tree preservation. Land certificates prevent intrusion and tree-cutting by loggers, and more sustainable land investments, such as improved soil and water management, which will in turn enhance climate change mitigation by increasing surface and sub-surface carbon sequestration in the Program areas compared to a without-Program scenario.</p>
	Adoption of a decree to extend the validity of a CF to ten years (minimum)  Adoption of orders to increase the efficiency and inclusivity of land registration procedures	Prior Result: Decree adopted to extend the validity of a CF from 3 to 10 years	US\$15 million	PDO 5: Average time to deliver a CF under the Program	<p><b><u>Climate change adaptation</u></b></p> <p>Activities that improve land registration and ownership help to solidify beneficiaries' land tenure, allowing people to feel secure enough to leave their land during climate disasters, and Land Information Systems (LIS) and land record digitizing and archiving ensures that these documents are protected from climate disasters, and allow re-establishing land rights after properties and property boundaries have disappeared due to climate disasters. This helps improve survival and climate adaptation outcomes.</p> <p><b><u>Climate change mitigation</u></b></p>



Results Area	Activities	Summary of DLIs	IDA Allocation	PDO level and Intermediate Indicators	Description of Climate Change Activities
					Clarifying land rights for the medium and long term will lead to improved natural capital management by enabling a sustainable and rational management of natural resources (soil, water, fauna and flora), which can help reduce carbon emissions.
	Technical and financial assistance for the development and delivery of gender-sensitive and socially inclusive graduate, vocational, and on-the-job training on land administration for village level and central land sector professionals and stakeholders			INT 2: Number of people trained in inclusive and gender sensitive land administration per year (by gender, village/central level).	<p><b>Climate change adaptation</b></p> <p>Training government and contract staff in systematic and gender-sensitive land registration enables the promotion of sustainable and inclusive public and private sector-led development, it will encourage inclusive participation and social cohesion, including in fragile and conflict-affected areas by building trust and avoiding elite capture. This helps improve survival and climate adaptation outcomes.</p>
RA2: Increase Customary Rural Land Registration Efficiency and Inclusivity.	Large-scale systematic land use and ownership rights registration	DLI 4: Land registration procedures simplified to reduce ceiling price per certified hectare	US\$60 million	INT 6: Number of people with use or ownership rights recorded as a result of the Program (gender disaggregated)  INT 7. Total land area certified (ha)  INT 8. Length of village boundaries demarcated by the Program on the borders of	<p><b>Climate change adaptation and mitigation</b></p> <p>Securing large scale land tenure reduces land holders' incentives for encroachment and conversion of existing high-carbon ecosystems and incentivizes them to engage in long-term investments in climate-smart agricultural practices, forest management, and reforestation, all of which are crucial for adaptation and mitigation.</p> <p>Help demarcate areas of classified forests and protected areas will help solve land disputes along their boundaries and will therefore lead to better forest management, and reforestation, all of which are crucial for adaptation and mitigation.</p>



Results Area	Activities	Summary of DLIs	IDA Allocation	PDO level and Intermediate Indicators	Description of Climate Change Activities
				Classified Forests/Protected Areas	
Piloting, evaluating, and scaling up innovations to increase the efficiency and inclusivity of land registration operations to maximize Program impact on social inclusion and social cohesion.	DLI 5: Average time to deliver a Land Certificate under the Program	US\$23 million			Scaling up innovations is both timely and necessary to support the Government's development ambitions, including to promote sustainable commercial agriculture, reforestation, sustainable and inclusive private sector-led development, and social cohesion, including in fragile and conflict-affected areas.



## ANNEX 8. MAP OF GEOGRAPHIC AREAS TARGETED BY DIFFERENT INTERVENTIONS UNDER PNSFR



Legend translation:

Regions' Boundaries	Water Areas	PAMOFOR Areas
Sub-prefectures Boundaries	Departments' Boundaries	PRESFOR Areas
AFD Areas	Protected Areas	