

Document of
The World Bank

Report No: ICR00002083

IMPLEMENTATION COMPLETION AND RESULTS REPORT
(Credit No: 3817-GH)

ON A

CREDIT

IN THE AMOUNT OF SDR 15.1 MILLION
(US\$ 20.5 MILLION EQUIVALENT)

TO THE

REPUBLIC OF GHANA

FOR A

LAND ADMINISTRATION PROJECT

December 27, 2011

Agriculture and Rural Development Unit
Sustainable Development Department
Country Department AFCW1
Africa Region

CURRENCY EQUIVALENTS
(Exchange Rate Effective October 5, 2011)

Currency Units
US\$ 1 = €1.33 = C 1.52

FISCAL YEAR
January 1–December 31

ABBREVIATIONS AND ACRONYMS

ADR	Alternative Dispute Resolution
APL	Adaptable Program Lending
CAMA	Computer Assisted Mass Appraisal
CAS	Country Assistance Strategy
CICOL	Civil Society Coalition on Land
CIDA	Canadian International Development Agency
CLS	Customary Land Secretariats
cm	Centimeter
CORS	Continuously Operating Reference Stations
DFID	Department for International Development, UK
FY	Fiscal Year
GDP	Gross domestic product
GLSS	Ghana Living Standard Survey
GoG	Government of Ghana
GIP	Ghana Institute of Planners
GhiS	Ghana Institution of Surveyors
GIZ	Deutsche Gessellschaft für Internationale Zusammenarbeit (German Agency for International Cooperation, formerly GTZ)
GPS	Global positioning system
GPRS	Growth and Poverty Reduction Strategy
GPS	Global Positioning System
GRN	Geodetic Reference Network
GTZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (German Agency for Technical Cooperation)
IBRD	International Bank for Reconstruction and Development
ICR	Implementation Completion and Results Report
IDA	International Development Association
KfW	Kreditanstalt für Wiederaufbau
km	Kilometer
LAP	Ghana Land Administration Project
LAP2	Ghana Land Administration Project – Phase II
LAPU	Land Administration Program Unit (for LAP)
LIS	Land Information System
m	Million
M&E	Monitoring and evaluation
MLNR	Ministry of Lands and Natural Resources
MTR	Mid-term Review
NGO	Nongovernmental organization
OMO	Organization, Management, and Operations

PAD Project Appraisal Document
PPF Project Preparation Facility
SDR Special Drawing Rights

Regional Vice President:	Obiageli Katryn Ezekwesili
Ag. Country Director:	Sergiy Kulyk
Sector Director:	Jamal Saghir
Sector Manager:	Karen McConnell Brooks
Task Team Leader:	Charles Annor-Frempong
ICR Team Leader:	Charles Annor-Frempong/Frank Byamugisha

**Ghana
Land Administration Project**

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A. Basic Information

<i>Country:</i> Ghana	<i>Project Name:</i> Land Administration Project
<i>Project ID:</i> PO71157	<i>L/C/TF Number(s):</i> IDA-38170, IDA-3817A, TF-55576
<i>ICR Date:</i> 12/27/2011	<i>ICR Type:</i> ¹ Core ICR
<i>Lending Instrument:</i> Specific Investment Loan	<i>Borrower:</i> Republic of Ghana
<i>Original Total Commitment:</i> US\$ 55.05 m	<i>Disbursed Amount:</i> US\$ 48.2 m
<i>Environmental Category:</i> B	<i>Focal Area:</i> N/A
<i>Implementing Agencies:</i> Ministry of Lands and Forestry (Lands Commission); Ministry of Environment, Science, and Technology (Town and Country Planning Department)	
<i>Cofinanciers and Other External Partners:</i>	
<ul style="list-style-type: none"> • Canadian International Development Agency (CIDA) • UK Department for International Development (DFID) • German Agency for Technical Cooperation (GTZ) • Kreditanstalt für Wiederaufbau (KfW) • Nordic Development Fund (NDF) 	

B. Key Dates

Process	Date	Process	Original Date	Revised/Actual Date(s)
<i>Concept Review:</i>	10/16/2001	<i>Effectiveness:</i>	10/13/2003	10/13/2003
<i>Appraisal:</i>	07/08/2003	<i>Restructuring(s):</i>		11/07/2008
<i>Approval:</i>	07/31/2003	<i>Mid-term Review:</i>	9/15/2006	9/15/2006
		<i>Closing:</i>	12/31/2008	6/31/2011

C. Ratings Summary²

C.1 Performance Rating by ICR	
<i>Outcome:</i>	Moderately satisfactory
<i>Risk to Development Outcome:</i>	Low
<i>Bank Performance:</i>	Moderately satisfactory
<i>Borrower Performance:</i>	Moderately satisfactory

¹ Core or Intensive Learning (ILI) ICR.

² All ratings given by the ICR should use a six-point rating scale (Highly satisfactory, Satisfactory, Moderately satisfactory, Moderately unsatisfactory, Unsatisfactory, or Highly unsatisfactory), *except* for the rating of Risk to Development Outcome (or Global Environment Outcome), which uses a four-point scale (Negligible to Low, Moderate, Significant, High).

C.2 Detailed Ratings of Bank and Borrower Performance			
Bank	Rating	Borrower	Rating
<i>Quality at Entry:</i>	Moderately Unsatisfactory	<i>Government:</i>	Moderately satisfactory
<i>Quality of Supervision:</i>	Satisfactory	<i>Implementation Agency/Agencies:</i>	Moderately satisfactory
Overall Bank Performance:	[the same as in C.1]	Overall Borrower Performance:	[the same as in C.1]

C.3 Quality at Entry and Implementation Performance Indicators (all fields are entered by the system)			
Implementation Performance	Indicators	QAG Assessments (if any)	Rating
<i>Potential Prob. Project at Any Time(Yes/No):</i>	No	<i>Quality at Entry (QEA):</i>	None
<i>Problem Project at Any Time(Yes/No):</i>	Yes	<i>Quality of Supervision (QSA):</i>	None
<i>DO Rating before Closing/Inactive Status:</i>	Satisfactory		

D. Sector and Theme Codes		
	Original	Actual
Sector Code (as % of total Bank financing)		
Central government administration	40	40
General agriculture, fishing, and forestry sector	18	18
Law and justice	2	2
Subnational government administration	33	33
Tertiary education	7	7
Theme Code (as % of total Bank financing)		
Administrative and civil service reform	14	14
Decentralization	14	14
Land administration and management	29	29
Other accountability/anti-corruption	14	14
Personal and property rights	29	29

E. Bank Staff		
Position	At ICR	At Approval
Vice President:	Obiageli Katryn Ezekwesili	Callisto Madavo
Country Director:	Sergiy V. Kulyk	Matts Karlsson
Sector Manager:	Karen Mcconnell Brooks	Joseph Baah-Dwomoh
Project Team Leader:	Charles Annor-Frempong	Solomon Bekure
ICR Team Leader:	Charles Annor-Frempong	
ICR Primary Author:	Frank Fulgence K. Byamugisha	

F. Results Framework Analysis

Project Development Objective (from Project Appraisal Document, page 3):

To develop a sustainable and well-functioning land administration system that is fair, efficient, cost effective, decentralized, and that enhances land tenure security through: (a) harmonizing land policies and the legislative framework with customary law for sustainable land administration; (b) undertaking institutional reform and capacity building for comprehensive improvement in the land administration system; (c) establishing an efficient, fair, and transparent system of land titling, registration, and valuation; (d) developing community-level land dispute resolution mechanisms; and (e) issuing and registering land titles in selected pilot urban and rural areas.

Revised Project Development Objective (as approved by original approving authority):

The revised PDO is to undertake land policy and institutional reforms and key land administration pilots for laying the foundation for a sustainable, decentralized land administration system that is fair, efficient, and cost effective and ensures land tenure security.

The PDO and outcome indicators were revised during restructuring with slight modifications to project components.

PDO Indicator(s), Ghana Land Administration Project

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Values Achieved at Completion or Target Years
PDO Indicator 1a:	Turnaround time and transaction cost of processing land administration services reduced; registering deeds reduced to not more than 1 month			
Value (quantitative or qualitative)	More than 36 months for residential plot (0.4–0.9ha)	Less than 1 month	Less than 1 month	2.5 months
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)	Time taken to register deeds depends on whether land is private or public. Registration is faster with private/family land than public land, as the registration processes differ. The time given therefore is an average of the two			
PDO Indicator 1b:	Turnaround time and transaction cost of processing land administration services reduced. Registering titles reduced to not more than 6 months in declared and mapped title registration			
Value (quantitative or qualitative)	>36 months residential plot (0.4–0.9ha)	Less than 6 months	Less than 6 months	6 months
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011

Comments (incl. % achievement)				
PDO Indicator 2:	Land litigation cases decreased in courts of pilot areas. namely Wasa Amenfi, Ejisu, and Gbawe			
Value (quantitative or qualitative)	12 additional disputes (8 in Wasa Amenfi, 1 in Ejisu, 3 in Gbawe)	70% reduction in land litigation cases	70% reduction in land litigation cases	–Boundary demarcation in Ejisu completed; 5 out of 8 boundary disputes resolved, and remainder referred to Asantehene for resolution –First phase of Wassa Boundary Demarcation completed, but remaining work suspended; one major conflict between Denkyira and Wassa at Anyafuri resolved through alternative dispute resolution –In Gbawe, customary boundary demarcation was not started due to continuing litigation
Date achieved	31 October 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)	In Gbawe, conflicting judgments and a composite plan of the judgments were contracted out to a retired Supreme Court judge to study and provide a report. This recommendation was to help resolve the conflicting claims by various stool families. In general, land disputes except for the Gbawe area have bated significantly in the areas where boundary demarcation was undertaken			
PDO Indicator 3:	Land transaction revenues to local and central government increased			
Value (quantitative or qualitative)	Total revenue = C 1,373,861.15 (US\$ 12,229,958.23)	Revenues increased by 130%	Revenues increased by 130%	C 202,352,111 (US\$ 134,901,407)
Date achieved	31 October 2008	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)				
PDO Indicator 4	Land titles and deeds registered by women increased			
Value (quantitative or qualitative)	288 land titles and deeds registered by women countrywide	Increased by 50% in declared and mapped areas	Increased by 50% in declared and mapped areas	14,415 titles issued and 32,879 deeds issued respectively issued.

Date achieved	13 October 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)	The reduction in turnaround time was quite significant, about 600%			
PDO Indicator 5:	Land Agency Act passed by Parliament and operational			
Value (quantitative or qualitative)	6 land agencies perform overlapping and duplicative functions	“New” Lands Commission Act 767 (December 2008) being implemented	“New” Lands Commission Act 767 (December 2008) being implemented	New Lands Commission Act in place, October 2008
Date achieved	13 October 2003	31 December 2003	31 December 2008	30 June 2010
Comments (incl. % achievement)	10 Regional and National Land Commissions inaugurated. Substantive Chief Executive Officer and 2 deputies appointed. Regional Land Officers and 4 divisional directors of the New Land Commission appointed.			
PDO Indicator 6:	Substantive Land Act passed by Parliament and operational			
Value (quantitative or qualitative)	166 laws and regulations exist	Land Act is operational	Land Act is operational	Draft bill prepared Draft Land Use Planning Bill Prepared
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)	The bill is in draft form and its completion will roll over to LAP2.			
PDO Indicator 7:	Backlog of land litigation cases at high courts and circuit courts in all 10 regional capitals decreased			
Value (quantitative or qualitative)	7,122	100% of the court cases will be cleared	100% of the court cases will be cleared	About 6,300 cases (88%) cleared by June 2011 at both the circuit and high courts
Date achieved	13 October 2003	31 December 2003	30 June 2011	30 June 2011
Comments (incl. % achievement)	By May 2010, 3,684 cases had been resolved. In judicial year 2010 alone, 2,640 cases were cleared, yielding a total estimated number of about 6,300 on June 30, 2011.			

(a) Intermediate Outcome Indicator(s)

	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Values Achieved at Completion or Target Years
IO Indicator 1.1a:	Reports on policy and legislative reviews completed and codified; revised land legislation drafted and approved by Ministerial Cabinet Legal and Judicial Review			
Value (quantitative or qualitative)	Six fragmented land agencies perform overlapping or duplicative functions	Land Act is operational	Land Act is operational	Land bill in draft form.
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)	The Land Act could not be completed under LAP and was rolled over to LAP2.			
IO Indicator 1.1b:	Reports on policy and legislative reviews completed and codified; revised land legislation drafted and approved by Ministerial Cabinet Institutional Review			
Value (quantitative or qualitative)	Six fragmented land agencies perform overlapping or duplicative functions	Land Agency Act and regulations fully implemented	Land Agency Act and regulations fully implemented	–New Lands Commission Act passed (October 29, 2008) and presidential assent received (December 12, 2008) –Key positions filled –Regulations to be prepared in LAP2
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)	The regulations will be completed under LAP2.			
IO Indicator 1.2a:	Policy on land compensation developed: Inventory of State-acquired/occupied lands undertaken in 50 pilot districts			
Value (quantitative or qualitative)	NIL		Policy on land compensation in place and operational	Inventory of State-acquired and occupied land in 43 districts undertaken
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)	The inventory of State-acquired and occupied land was successfully completed as planned.			
IO Indicator 1.2b:	Policy on land compensation developed			
Value (quantitative or qualitative)	NIL	Policy on land compensation in place and operational	Policy on land compensation in place and operational	Policy and inventory completed
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)	The policy for State-acquired land was completed and approved by the Cabinet.			

IO Indicator 1.3:	Lands compulsorily acquired by the State in 50 districts for which compensation has not been paid identified and compensation levels determined			
Value (quantitative or qualitative)	Outstanding compensation levels not determined		Inventory of State-acquired and -occupied land in 50 districts	Inventory of state acquired and occupied completed in 43 districts
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)	The policy on state acquired lands provides guidelines for compensation or return of such lands to their original owners. Compensation level have been determined			
IO Indicator 1.4:	Legally conclusive confirmation of the continued validity of customary freehold and other customary rights			
Value (quantitative or qualitative)	Customary freehold and other customary rights exist		Full-fledged deployment of conveyance format for the registration of customary freehold	A two-day consultative meeting with the National House of Chiefs held (June 23–24, 2009) on Draft Precedent for the registration of customary rights
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)				
IO Indicator 1.5a:	Studies completed and recommendations adopted on divestiture of vested lands			
Value (quantitative or qualitative)	No studies conducted		Recommendations on studies adopted and mainstreamed into policy formulation and enactment of land legislation	Studies completed
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)	Findings of the study mainstreamed into policy document.			
IO Indicator 1.5 b:	Studies completed and recommendations adopted on finance and fee structures in land administration			
Value (quantitative or qualitative)	No studies conducted		Finance and fee structure rationalized for a self-financing public land agency	Studies not undertaken
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)	The policy will be completed under LAP 2			
IO Indicator 1.5c:	Studies completed and recommendations adopted on gender strategy for land rights and land administration			
Value (quantitative or qualitative)	No studies conducted		Operationalization of improved security for the vulnerable in	Gender Strategy completed

			land tenure	
Date achieved	31 December 2003	31 December 2003	30 June 2011	30 June 2011
Comments (incl. % achievement)	The gender strategy was completed and will be implemented under LAP2.			
IO Indicator 1.5d:	Assessment of land rights and vulnerability in 3 pilot customary land secretariat areas (Kete Krachi, Dormaa Ahenkro and Builsa).			
Value (quantitative or qualitative)	No studies conducted		Operationalization of improved security for the vulnerable in land tenure	Land Rights and Vulnerability Study in Kete Krachi, Dormaa and Builsa completed
Date achieved	31 December 2003	31 December 2003	30 June 2011	30 June 2011
Comments (incl. % achievement)				
IO Indicator 2.1:	Comprehensive report on Organization, Management, and Operations (OMO) studies			
Value (quantitative or qualitative)	No OMO studies undertaken		Operationalization of OMO studies	Outputs of Components 1 and 2 adopted for implementation; those for Components 3 and 4 not acceptable to the NLC.
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)	TOR 3 and 4 was transferred to the LC to continue the studies including a 5-year Strategic Business Plan and the Job Grading and Evaluation			
IO Indicator 2.2a:	30 Customary Land Secretariats (CLSs) established by traditional authorities			
Value (quantitative or qualitative)	2 (Asantehene and Gbawe Secretariats)		30 CLSs	36 new CLSs established
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)				
IO Indicator 2.2b	30 CLSs with more effective administrative procedures			
Value (quantitative or qualitative)	Nil		30 CLSs	30 CLSs strengthened
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)				
IO Indicator 2.3:	At least 25 small grants that promote improved local land administration are under implementation			
Value (quantitative or qualitative)	Nil		25 approved small grants disbursed	8 small grants approved and disbursed

Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)				
IO Indicator 2.4:	Increased research on land tenure and land administration with linkages to practice established			
Value (quantitative or qualitative)	Nil		Department of Geography and Resource Development has completed Land Rights and Vulnerability Study in Kete Krachi	Land Rights and Vulnerability Study in Kete Krachi, Dormaa and Builsa completed
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)				
IO Indicator 3.1:	Cadastre and land information system designed and implemented.			
Value (quantitative or qualitative)	Manual of cadastre system		Computerized Land Information System (LIS) operational and linked to National Framework for Geographic Information Management	Final Stage 1 of LIS completed. Computerized LUPMIS in place and operational and to be linked to the LIS under LAP2
Date achieved	13 October 2003		31 December 2010	30 June 2011
Comments (incl. % achievement)	Stage 2 and deployment will be done under LAP2.			
IO Indicator 3.2:	10 pilot allodial land boundaries demarcated and registered			
Value (quantitative or qualitative)	Nil		10	10 allodial (customary) boundaries demarcated but not registered
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)				
IO Indicator 3.4	Revaluation of all properties, both private and public, in 12 pilot districts completed			
Value (quantitative or qualitative)	1,440 properties		50,000 properties	45,532 properties
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)				
IO Indicator 4.1(a)	Skill gap analysis conducted within the Ministry of Lands, Forestry, and Mining			
Value (quantitative or qualitative)	Nil		162 training programs carried out	Skill gap analysis is part of

qualitative)				Component 4 of the OMO study; the report was not acceptable
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)				
IO Indicator 4.1(b)	Master human resources development plan prepared and implemented			
Value (quantitative or qualitative)	Nil		1,819 personnel undertake in-country and external courses	1206 individuals receive training
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)	Training consisted of in-service training, study tours, and short-term overseas training.			
IO Indicator 4.2	Communication strategy developed and implemented			
Value (quantitative or qualitative)	No communication strategy in place		15 media encounters done, 4 quarterly LAP newsletters published	Communication strategy completed
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)				
IO Indicator 4.3	Monitoring and progress reports produced quarterly			
Value (quantitative or qualitative)	Nil		30 progress reports generated	24 M&E progress reports produced
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)				
IO Indicator 4.4	Number of beneficiary assessment and impact evaluation reports			
Value (quantitative or qualitative)	Nil		Beneficiary assessment report for overall project	2 beneficiary assessments conducted
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)	The beneficiary assessment covered deed registration and the Deed Registration Offices that were established.			
IO Indicator 4.5	Phase II project designed; proposal prepared and approved by Ministry of Lands, Forestry, and Mining			
Value (quantitative or qualitative)	End of Phase I		PAD finalized and approved	LAP2 preparation completed
Date achieved	31 December 2003	31 December 2003	31 December 2008	30 June 2011
Comments (incl. % achievement)				

G. Ratings of Project Performance in Implementation Status and Results (ISR) Reports

No.	Date ISR Archived	DO	IP	Actual Disbursements (US\$ million)
1	11/14/2003	Satisfactory	Satisfactory	0.00
2	05/13/2004	Satisfactory	Satisfactory	1.32
3	05/28/2004	Satisfactory	Satisfactory	1.32
4	12/10/2004	Satisfactory	Satisfactory	1.65
5	05/06/2005	Satisfactory	Satisfactory	2.19
6	12/07/2005	Unsatisfactory	Moderately unsatisfactory	4.35
7	06/23/2006	Satisfactory	Satisfactory	6.93
8	12/21/2006	Satisfactory	Satisfactory	7.93
9	07/31/2007	Satisfactory	Satisfactory	9.03
10	01/31/2008	Satisfactory	Satisfactory	10.22
11	06/15/2008	Moderately satisfactory	Moderately satisfactory	11.21
12	12/12/2008	Satisfactory	Satisfactory	13.32
13	06/12/2009	Satisfactory	Satisfactory	15.83
14	12/07/2009	Satisfactory	Satisfactory	17.25
15	06/09/2010	Moderately satisfactory	Moderately satisfactory	18.95
16	12/27/2010	Moderately satisfactory	Moderately satisfactory	20.84
17	06/27/2011	Moderately satisfactory	Moderately satisfactory	22.12

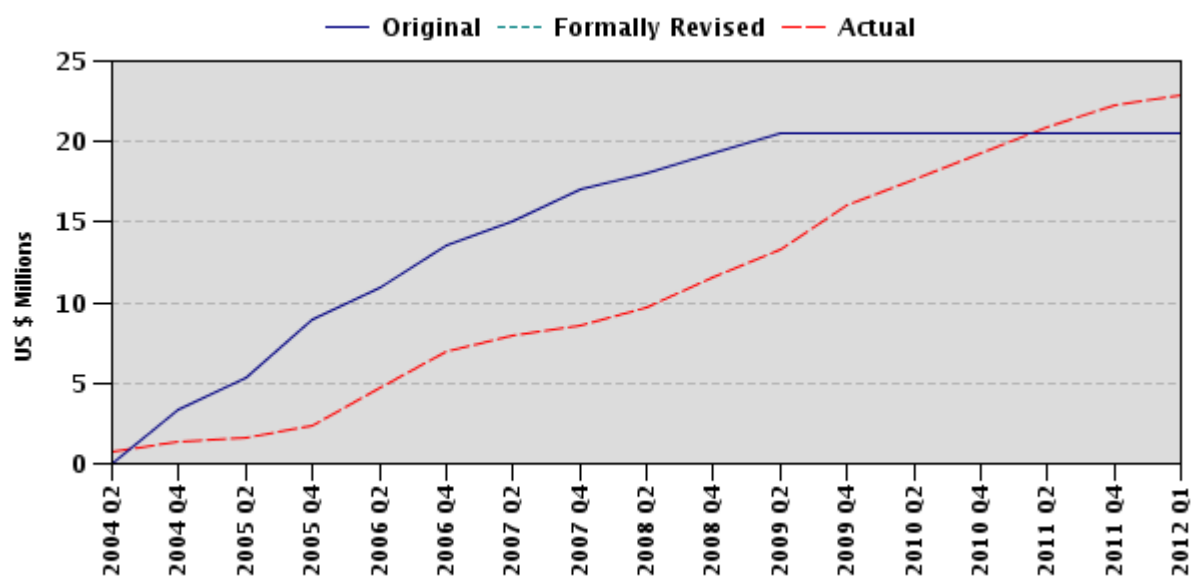
H. Restructuring (if any)

Restructuring Date(s)	Board Approved PDO Change	ISR Ratings at Restructuring		Amount Disbursed at Restructuring (US\$ m)	Reason for Restructuring and Key Changes Made
		DO	IP		
Nov. 7, 2008	Yes	MS	MS	12.67	The original PDO was deemed too ambitious to achieve within the five-year project timeframe. Restructuring modified the PDO, rendering it commensurate with the timeframe for a first-phase operation and the government's goals. Restructuring also involved reallocating credit proceeds, revising the project description, adding an extra category, and extending project closure to Dec. 31, 2010.
Dec. 23, 2010	No	MS	MS	18.05	Restructuring reallocated credit proceeds across expenditure categories, replenished lines that were overdrawn, and extended project closure to June 30, 2011.

Note: MS = Moderately satisfactory.

If PDO and/or Key Outcome Targets were formally revised (approved by the original approving body) enter ratings below:	
	Outcome Ratings
<i>Against Original PDO/Targets:</i>	Moderately satisfactory
<i>Against Formally Revised PDO/Targets:</i>	Satisfactory
<i>Overall (Weighted) Rating:</i>	Moderately satisfactory

I. Disbursement Profile



1. Project Context, Development Objectives, and Design

1.1 Context at Appraisal

At the time of appraisal of the Ghana Land Administration Project (LAP) in July 2003, the Government of Ghana had completed and adopted its National Land Policy in June 1999, and thus the general and specific objectives for land reform were already defined for donors. The policy's goals were to:

- Harmonize statutory laws and customary practices to facilitate equitable access to land and enhance security of land tenure by systematically registering all interests in land.
- Minimize and eliminate where possible the sources of protracted land boundary disputes, conflicts, and litigation to bring their associated economic costs and sociopolitical upheavals under control.
- Ensure payment of fair compensation within a reasonable time for land acquired by the State from customary or private landowners.
- Instill order and discipline in the land market to curb the incidence of land encroachment, unapproved development schemes, multiple or illegal land sales, land speculation, and other forms of land racketeering.
- Create and maintain effective institutional capacity and capability for delivering land services at the national, regional, district, and (where appropriate) community levels.
- Promote community and participatory land management and land use planning within a decentralized planning system.
- Formalize land markets where appropriate, and promote business-like and professional property management principles with the aim of securing optimal economic, financial, and social returns and moving towards a self-financing land administration system.

Aside from supporting the National Land Policy, the project supported the 2000 Country Assistance Strategy (CAS) and Ghana Poverty Reduction Strategy (GPRS), which aimed to reduce the incidence of rural and urban poverty and strengthen the capabilities of the poor and vulnerable to earn an income. The project contributed to these various goals by facilitating access to land and improving security of rights and interests in land.

The project was designed to support implementation of the 15 to 25 year program emanating from the National Land Policy. The Ministry of Lands and Natural Resources (MLNR) was the lead Ministry implementing the project, in collaboration with other ministries and institutions such as the Ministry of Finance and Economic Planning; Ministry of Local Government and Rural Development; Ministry of Environment, Science, and Technology; Ministry of Food and Agriculture; Ministry of Justice; Ministry of Trade and Industry; the Judiciary; and the National House of Chiefs.

Activities under the project were implemented initially through the six land agencies operating at that time: the Lands Commission, Survey and Mapping Division, Land Registration Division, Land Valuation Division, the Office of the Administrator of Stool Lands, and Town and Country Planning Department. In 2008, the Survey and Mapping Division, Land Registration Division,

Land Valuation Division, and the Lands Commission were merged into one entity, the National Lands Commission (NLC). The original Lands Commission became the Public and Vested Lands Management Division of the NLC.

The project was coordinated at MLNR by the Land Administration Program Unit (LAPU), headed by a project director. The LAP originally was to be implemented over five years, from October 2003 to December 2008. At the request of the Government of Ghana, however, five of the six development partners supporting the project—the Bank, Canadian International Development Agency (CIDA), KfW, German Agency for International Cooperation (GIZ), and Nordic Development Fund (NDF)—extended their closing date to December 31, 2010. DFID support to LAP ended on August 31, 2009, following an extension from March 2009. The closing date was November 30, 2011 for NDF and December 31, 2011 for KfW. Bank finance finally closed on June 30, 2011, following an additional six-month extension at the request of the government.

1.2 Original Project Development Objectives (PDOs) and Key Indicators

Original development objective

The original development objective of the LAP was to develop a sustainable and well-functioning land administration system that would be fair, efficient, cost effective, decentralized, and would enhance land tenure security. The objective was to be achieved through:

- (a) Harmonizing land policies and the legislative framework with customary law for sustainable land administration.
- (b) Undertaking institutional reforms and capacity building for comprehensive improvement in the land administration system.
- (c) Establishing an efficient, fair, and transparent system of land titling, registration, land use planning, and valuation.
- (d) Piloting the issuance and registration of land titles in selected urban and rural areas as a means of testing (b) and (c) as well as innovative methodologies, including mechanisms for resolving community land disputes.

Original key performance indicators

To achieve this objective, several key performance indicators³ were established:

1. Land policy and legislative review completed, and codified land legislation drafted and approved by Cabinet.
2. Improved land administration procedures and information system implemented, making access to land easier and transaction costs lower.
3. Reduced number of land litigation cases in courts in the pilot land titling and registration areas.
4. Increased investment in the property sector as security for landowners and users is enhanced, and mortgage financing facilitated, in pilot land titling and registration areas.
5. Increased revenues from land transactions in pilot land titling and registration areas.
6. Public land agencies are restructured, and customary land administration authorities strengthened.

³ Source: Ghana Land Administration Project Appraisal Document, p. 3.

7. Nongovernmental organizations (NGOs), communities, and the private sector play an active role in land administration.
8. An increased number of land titles are registered by women.

1.3 Revised PDO (as approved by original approving authority) and Key Indicators, and Reasons/Justification

The project was originally designed as an Adjustable Program Loan in conformity with the timeframe for implementing the National Land Policy, but Bank management decided during the Decision Meeting that the project would be implemented through a five-year Specific Investment Loan, followed with an Adjustable Program Loan in subsequent phases. The original PDO for the Adjustable Program Loan was not modified to conform to the revised five-year implementation period, and it became clear during implementation that the PDO could not be achieved in that timeframe. Its achievement required a phased approach as originally planned, beginning by laying the foundation for an accelerated overhaul of the land administration system. For these reasons, the PDO was revised as follows: *to undertake land policy and institutional reforms and key land administration pilots for laying the foundation for a sustainable, decentralized land administration system that is fair, efficient, and cost effective and ensures land tenure security.*⁴

Revised project outcome indicators and targets

The project's outcome indicators were revised to reflect the revised PDO and to be more measurable. The following changes were introduced (see Annex 2 for details):

- Outcome indicator (1) was reformulated with greater specificity to be more measurable.
- Indicator (2) was vague and thus difficult to measure; baseline data could not be obtained easily. It was modified to be more realistic and measurable.
- Outcome indicators (4) and (5) were dropped because it would have been difficult to attribute outcomes to project activities.
- Three new outcome indicators (5, 6, and 7) were added to measure progress in ongoing legislative reforms and measure how efficiently the judiciary system supported the land administration system.

Revised outcome indicators

Accordingly, the revised outcome indicators were:

- 1a. Turnaround time in registering deeds reduced to less than one month countrywide.
- 1b. Turnaround time in registering titles reduced to less than six months in declared and mapped title registration areas.
2. Land litigation cases decreased in courts of three pilot areas (Ejisu, Wasa Akropong, and Gbawe).
3. Land transaction revenues to local and central government increased by 130 percent.
- 4a. Land titles registered by women increased by 50 percent in declared and mapped registration areas.
- 4b. Deeds registered by women increased by 50 percent countrywide.
5. Land Agency Act passed by Parliament and operational.

⁴ Restructuring of Ghana – Land Administration Project, October 2008, pp. 11–12.

6. Substantive Land Act passed by Parliament and operational.
7. Backlog of land litigation cases lodged at high courts and circuit courts in all 10 regional capitals decreased.

1.4 Main Beneficiaries

In general, Ghana's entire population was expected to benefit from legislative reviews that would help consolidate the plethora of land laws and harmonize them with customary land administration practices. Land agencies and traditional landowners were expected to benefit from institutional reforms, more streamlined business procedures, and capacity strengthening. In communities where systematic land titling was piloted, the demarcation of customary boundaries of allodial land and the titling and registration of land interests were expected to increase the security of land tenure and reduce litigation. Private enterprises, central government and security agencies, and research institutions were other beneficiaries.

1.5 Original Components

The four original project components and their subcomponents were:

A: Harmonizing Land Policy and Regulatory Framework for Sustainable Land Administration

1. Revising policies, laws, and regulations for an effective, efficient land administration.
2. Strengthening civil courts to expedite resolution of land cases and developing alternative land dispute resolution mechanisms.
3. Developing an inventory of all acquired State land and determining outstanding compensation.
4. Policy studies.
5. Assessing land administration services currently provided by customary land authorities.
6. Land Policy development process.

B: Institutional Reform and Development

1. Restructuring public land agencies.
2. Decentralizing and strengthening land administration services.
3. Strengthening customary land administration.
4. Strengthening private land institutions.
5. Strengthening land administration and management training and research institutions.

C: Improving Land Titling, Registration, Valuation, and Information Systems

1. Cadastral mapping.
2. Developing the cadastre and land information systems.
3. Establishing model land titling and registration offices.
4. Improving deed and title registration.
5. Land use planning and management.
6. Establishing a land valuation database.
7. Piloting demarcation and registration of allodial land boundaries.
8. Piloting systematic land titling and registration.

D: Project Management, Monitoring, and Evaluation

1. Project coordination and management.

2. Human resources development.
3. Communication strategy.
4. Monitoring and evaluation (M&E) and impact assessment.

1.6 Revised Components

The original components were revised as follows:

A: Harmonizing Land Policies and Regulatory Framework for Sustainable Land Administration

Subcomponent 4 (studies) was revised to specify studies of the divestiture of vested lands, finance and fee structures in land administration, a gender strategy for land rights and land administration, and land rights and vulnerability in areas where CLSs were piloted.

B: Institutional Reform and Development

The component was modified to include an additional Subcomponent (6): Establishing and operating a small grants program, including the provision of grants for promoting civil society participation in local land administration, advocacy, and national debate on land issues.

C: Land Titling, Registration, Valuation, and Information Systems

Move Subcomponent (5) to Part (D). Reword Subcomponent (3) as “Establishment of land registration offices in all regional capitals.” Include additional Subcomponent (8): “Strengthening the geodetic reference network throughout the country through the establishment of Continuously Operating Reference Stations (CORS).”

D: Project Coordination, Monitoring, and Evaluation

Include additional Subcomponent (5) as “Carry out an information campaign on Land Administration, Land Titling and Registration, Boundary Demarcation, and Land Adjudication.”

1.7 Other Significant Changes

Amendment of the Development Credit Agreement

The Development Credit Agreement (Schedule 4) was amended in 2008 to reflect changes to the PDO, project components, and key performance indicators and to include the small grants program.

Extension of closing date

To complete the reforms and pilots supported by the project and enable the government to use the lessons from that experience to develop subsequent phases of the land administration program, the project’s closing date was extended from December 31, 2008 to December 31, 2010, and subsequently extended to June 30, 2011, following the second restructuring.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design, and Quality at Entry

Soundness of the background

As the first project focusing exclusively on land administration that the World Bank supported in Africa, the LAP's design benefitted from the Bank's experiences with land reform and titling projects outside Africa and from its experience within Ghana over the years. The World Bank has assisted in many land reform and titling efforts since issuing its "Land Reform Policy Paper" in 1975. Three major lessons from the Bank's experience were particularly relevant to the project's design. First, land policy should be viewed as an integral element of a broader policy dialogue rather than as a string of narrowly oriented technical interventions. Second, land titling should be area-based; in other words, it should cover an entire area at once (systematic registration), and fit within a broader strategy of rural development. Third, traditional arrangements for land rights are valuable and should be recognized explicitly. The LAP was designed to incorporate those lessons by emphasizing the broader policy dialogue, systematic land registration, and the decentralization of land services, with due consideration for local situations and participation of stakeholders, including traditional or customary landowners.

In addition to reflecting best practices from outside sub-Saharan Africa, the project reflected experiences from within Ghana, especially lessons from community involvement in development projects in agriculture, water, and forest management that had recorded considerable progress. That experience reinforced the need for stakeholder participation, and consequently ensuring stakeholders' input in resolving land disputes, titling, and registering interests in land became a centerpiece for the LAP. The private sector's participation in the LAP was modeled along the lines of the Ghana Urban Mapping Programs, in which the private sector shouldered a good part of the technical effort and freed the Survey Department to focus on other aspects of map production. The role of the private sector was enhanced to include not only surveyors but also lawyers, private contractors, and NGOs in the decentralization of land management and development of capacity in customary land administration. The project also facilitated and enhanced private sector capacity through training and by providing equipment, books, and training facilities to diploma and degree institutions offering courses in surveying and land administration.

Aside from incorporating that experience, project preparation benefitted from a comprehensive review of the land sector by a team of local and international experts; about 22 other documents were either prepared or consulted.⁵ Project preparation drew on the expertise and rigorous analysis of a multisectoral team appropriately matched to the demands of formulating such a wide-ranging project. These efforts ensured that the LAP was designed based on informed decisions and reflected the government's development priorities, particularly those specified in the GPRS and National Land Policy.

⁵ See Annex 8 of the PAD.

The task team consulted widely with development partners supporting the land sector in Ghana, which made it possible to marshal broad donor support for Ghana’s land sector for the first time. Ultimately six donors, including the World Bank, agreed to support the program: GIZ, KfW, and NDF provided parallel support whereas CIDA, DFID, and the Bank provided joint support (see Annex 1). Donors agreed to use a common annual work program, M&E, and reporting systems.

In sum, after due consultation with partners, the LAP was originally designed to be a multiphase, 15- to 20-year program financed through an Adaptable Program Lending instrument. It would provide a framework for multidonor support, with a shared annual work program, M&E system, and reporting system, and at the same time it would give individual donors the flexibility to apply separate procurement, financial management, and disbursement guidelines and procedures. Table 1 presents the consolidated financing plan for what was originally conceived as the project’s first phase.

Table 1: Donor contributions to the LAP

Donor	Budget (US\$ m)	Main Components Currently Supported	Effective	Closing Date	Revised Closing Date
1. IDA	20.51	1. Harmonization of land policy and regulatory framework 2. Institutional reform and development 3. Improving land titling, registration, valuation, and information systems 4. Project coordination, monitoring, and evaluation	3/2003	12/31/08	06/30/2011
2. DFID	9.02	2.3 Strengthening customary land administration	10/2004	03/30/09	8/2009
3. CIDA	1.45	1.4 Policy studies on gender and analysis 3.4 Improving deed and title registration 3.7 Piloting demarcation and registration of allodial boundaries	3/2008	12/30/08	12/2010
4. KfW	8.14	2.1 Construction of new head office for the new unified land agency 3.2 Cadastral mapping 3.7 Piloting demarcation and registration of allodial boundaries 3.8 Piloting systematic land titling and registration	6/2006	12/31/09	12/11
5. GTZ	3.98	1.1 Revision of policies, laws, and regulations for an effective and efficient land administration	3/2006	04/30/08	11/11
6. NDF	9.10	3.5 Land use planning and management	20/12/2004	03/20/10	12/31/2011

Note: Components numbered as in Annex 3 of the PAD.

Assessment of risks

The PAD assigned an overall risk rating of “substantial” to the project. Four risks to attaining the project objective were identified and they were associated with the following actions:

- Sustained political commitment was required for a long-term, participatory land administration reform program, including commitment from customary land authorities, civil society, and the private sector.

- The government needed to pass legislation mandating policy reforms, including the restructuring of public land agencies.
- The government needed to continue its support for participatory land administration by traditional authorities and the private sector.
- Governance would need to improve to effect administrative and fiscal decentralization and check corruption.

The team mitigated these risks by developing and incorporating public awareness strategies to facilitate broad-based understanding (including throughout civil society) of the legislative reforms, opportunities for stakeholder participation, and capacity building for land agencies and other stakeholders.

Although the present assessment concurs with the conclusion that the project entailed “substantial” risks, those risks ultimately came from sources other than those identified in the PAD. They came from Ghana’s fragmented land institutions and weak project management capacity, the project’s unanticipated scope (which some stakeholders described as “unwieldy”), and the substantial challenge of coordinating donors, which required considerable time and energy and added to the risk of failure. For example, DFID’s focus in Ghana shifted during implementation and support ceased midway; GTZ primarily provided technical support.

2.2 Implementation

As mentioned, the LAP was launched in October 2003 as a five-year operation scheduled to close in June 2008, but it was then extended twice (to December 2010 and June 2011). Although the donors had agreed to finance specific components and subcomponents, flows of funds did not commence at the same time, as indicated in Table 1.

Implementation faltered during the first two years. Weak capacity to facilitate and execute project activities, develop terms of reference and bidding documents, and supervise and monitor procurement delayed procurement and slowed disbursement. These problems were compounded by poor coordination and cooperation among the numerous implementing agencies. For example, the CIDA grant became effective only in 2008; DFID set up separate institutional arrangements; and GTZ and NDF provided technical assistance and did not report directly to the project office. The Mid-term Review of 2006 documented the seriousness of these gaps and proposed measures—primarily a restructuring of the project—to address them.

The LAP was restructured in October 2008 and, as explained, the PDO was altered to reflect a shift in focus from *delivering* a functioning land administration system to *laying the foundation* for such a system. The former objective was unattainable within five years. As a result, implementation shifted to ensuring that (i) the legal and institutional frameworks were in place to buttress a well-functioning land administration system and (ii) the eight pilot activities (systematic titling, customary land demarcation, geodetic reference network, a land valuation database, and so forth) were testing best practices to determine if they could be scaled up in a subsequent project. Performance indicators and project components had been amended to reflect changes to the PDO. The closing date was extended by two years and funds reallocated to meet

the project's revised demands. A small grants program was added to expand civil society participation in the project.

Following the Mid-term Review, the project provided targeted institutional strengthening and capacity building support to the various implementing agencies and key stakeholders in areas vital to improving implementation, such as project management, communication, participatory M&E, procurement, and financial management. The supervision dialogue with the Government of Ghana intensified, resulting in a more focused approach by the Borrower to implementation and the resolution of risks and constraints. These efforts, together with the restructuring, significantly improved the implementation of several parts of the project and the realization of key intermediate outcomes. Eventually, the project was able to:

- Draft Lands and Land-Use and Planning Bills.
- Ascertain customary rights in 20 pilot districts.
- Continue reforms based on the consolidation of four land agencies into one entity through the Lands Commission Act 767 (2008), which Parliament enacted on October 29, 2008.
- Decentralize the deeds registry to all nine regional capitals and bring the registration of deeds closer to clients.
- Establish CLSs in 36 traditional authority jurisdictions.
- Reduce the backlog of land cases in Accra's courts with the automation of five land courts in Accra.
- Complete the inventory of State-acquired land in 43 districts.
- Complete the revaluation of properties.
- Complete the first phase of the geodetic reference network, covering the "Golden Triangle" of Accra, Kumasi, and Takoradi.
- Complete the first phase of the land information system.
- Complete the first phase of the intelligence scanning of land records.
- Complete the communication and gender strategies.
- Complete the spatial frameworks and local community plans.

2.3 Monitoring and Evaluation Design, Implementation, and Utilization

The project established an M&E Unit, which initially attempted to maintain a link with MLNR's Project Planning, Monitoring, and Evaluation Department. This arrangement could not be sustained, because the LAP monitoring framework was adjusted to reflect a results-based orientation. The M&E Unit was then principally involved with collecting data and reporting on the short list of key indicators identified in the monitoring framework.

Those indicators were not always completely and accurately tracked, however, largely because the M&E functional structures were not appropriate. The LAP had an undeniably broad scope. It was undertaken in a complex institutional, regulatory, and social environment and suffered from a lack of capacity, given that only two staff persons were assigned to M&E. That the M&E system furnished its deliverables under such constraints is worthy of praise. Even so, the elaborate framework proposed in the revised M&E plan could not be made operational, not only because of the limitations on capacity just mentioned, but because the level of commitment to high-quality M&E waned in the high-paced activity that characterized the LAP after restructuring.

In conclusion, the role of M&E should have been more vibrant and relevant to the reforms and to the project's performance. Although resources were limited and regions were not fully engaged, it appears that the importance of M&E for change management was underestimated.

2.4 Safeguard and Fiduciary Compliance

The project complied fully with environmental, social, and fiduciary safeguards. Specific activities and issues are discussed in the following sections.

Environmental and social safeguards

The project triggered the Bank's safeguard policies for environmental assessments (OP 4.01) and involuntary resettlement (OP 4.12). It received a Category B classification, because its potential environmental and social impacts were considered to be localized, reversible, and manageable. A Resettlement Policy Framework and an Environmental and Social Management Framework were prepared and disclosed prior to project appraisal, and the project was designed to ensure compliance with these safeguard policies. The project designated and trained staff to monitor environmental and social safeguards.

The pilot demarcation of allodial boundaries and systematic land titling involved no areas of potential environmental significance. The demarcation of customary boundaries resulted in no loss of livelihood, access, or assets. The project made institutional arrangements and maintained cordial professional relationships with the Environmental Protection Agency to ensure compliance with the agency's guidelines. Disagreements on a couple of boundaries in one region were resolved amicably through alternative dispute resolution mechanisms established as part of the LAP's activities.

During implementation the civil works program changed, causing only the head office building for the national Lands Commission to be funded under the KfW contribution. MLNR owned the site earmarked for that building, but people with no legal right to the land occupied it, using it mainly for their livelihoods. An Environmental and Social Impact Assessment with a Management Plan and an Abbreviated Resettlement Action Plan were developed by the project and reviewed and cleared by the World Bank for in-country disclosure. In-country disclosure and implementation were not initiated because there is a hold on the civil works.

With respect to other social issues, a gender strategy for land administration that covered all aspects of project activities was developed in 2009, along with an action plan and implementation strategy. The preparation involved extensive stakeholder consultations and validation and consultative workshops on the draft at national, district, and institutional levels. The strategy is incorporated into project activities for implementation under LAP2. The project conducted a number of gender-based training activities for participating agency staff, and it identified gender focal persons to respond to gender issues from their agencies and report them to the project.

The project encouraged engagement with civil society. It supported establishment of an umbrella organization on land—the Coalition of Civil Society Organizations on Land—which is now well established as a premier organization working on land issues in Ghana. A special small grants program was developed and managed by an independent body to ensure that civil society could identify and undertake specific activities related to land issues, based on the submission and approval of proposals. These activities included community entry, sensitization and education, governance issues, capacity building, M&E, and advocacy for land issues and the project in particular. Some of the gender-related activities also fell under this civil society initiative. The Coalition of Civil Society Organizations on Land was also represented in project implementation support missions and technical subcommittees.

Fiduciary

No fiduciary issues impeded the project's implementation. The project complied with its fiduciary requirements in general and submitted its financial reports and annual audits on time. The 2009 audited financial statements were received in August 2010, and the auditors issued an unqualified opinion. Prior to project closure, the last Bank supervision mission reviewed the status of all outstanding project procurement activities to ensure that all contracts for goods would be delivered, consultancy assignments completed, and reports submitted before the closing date of June 30, 2011. All procured goods were fully delivered, except for a contract to procure computers and accessories, which was fulfilled in the first week of May 2011. Three consultancy contracts were still open but virtually completed; the consultants had submitted their draft final reports and received comments from clients.

Except for the initial years, when implementation capacity was weak, procurement was generally smooth. The project's administrative performance gained momentum after the 2008 restructuring.

2.5 Post-completion Operation/Next Phase

The Bank and project management conducted stakeholder consultations and documented lessons from the LAP to inform the design of LAP2. The project served as a case study for a World Bank review of experiences in land administration in sub-Saharan Africa, which started in 2010 and ended in the first half of 2011. The study provided an independent analytical and evaluation platform for reviewing the LAP experience and transferring learning to LAP2. The lessons and experiences are also guiding the design and preparation of a proposed Commercial Agriculture Project. The first six months of 2011 were used to close LAP and plan for LAP2; the transitional arrangements were completed, and LAP2 became effective in July 2011. The second phase and was launched officially in September 2011, coinciding with the ICR mission.

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design, and Implementation

As noted, the LAP was the first Bank-funded operation in Africa that was dedicated solely to land administration. It was highly attuned to Ghana's development agenda and the World Bank's CAS. The main thrust of the National Land Policy of 1999, which the LAP helped to implement,

was to develop an efficient land management system throughout Ghana and provide transparency and efficiency in land transactions. The project dealt with a series of constraints—a weak policy environment, absence of up-to-date base maps, undemarcated customary (allodial) boundaries, undefined land rights, and slow resolution of land cases in courts—that manifested as insecure land tenure, difficult access to land for all purposes, and little recording or registration of land transactions.

The Government of Ghana provided solid support for the project over its eight-year life span. In the land policy context in Ghana in 2003, when the LAP was launched, it was welcomed as a timely and highly relevant operation. The project remained highly relevant in the years that followed, as private interest in investing in commercial agriculture grew and a global “land grab” followed rising commodity prices in 2008. Through the project’s support for improved land registration and resolution of land disputes, Ghana’s land markets have become more efficient, and land administration systems have been strengthened to facilitate investment that is beneficial to local communities. The LAP also effectively built the foundation for a follow-on operation that would deepen and broaden land administration reforms in Ghana. For example:

- The LAP initiated efforts to improve the land administration framework, reduce disputes over land rights, and speed the processes for issuing land titles and documenting land rights in urban and rural areas. These efforts made land tenure more secure; secure tenure facilitates access to credit and has the potential to promote greater investment in the economy.
- The project also initiated reforms in the public sector, such as the decentralization of land administration, to rationalize institutional responsibilities for land administration and improve the delivery of (and access to) land services. The reforms contributed to transparent and secure land transactions, reducing transaction costs throughout Ghana, especially in rural and underprivileged communities, and facilitating investment and growth.
- The project facilitated the participation of civil society (through the Coalition of Civil Society Organizations on Land) and the private sector in land management and administration, laying the groundwork to check excesses in public sector management, promote transparency, and develop self-help initiatives for growth and development.
- At the close of the project, the government was drafting two important bills, a Land Bill and a Land Use and Planning Bill.

3.2 Achievement of Project Development Objectives

Rating: Satisfactory (as measured against revised indicators)

Performance in achieving the PDO can be assessed with respect to three sets of initiatives that the LAP promoted: institutional reforms, policy reforms, and pilot activities. The sections that follow discuss achievements for each set of initiatives. Overall, taking into account the assessment results for institutional reforms (highly satisfactory), policy reforms (satisfactory), and pilot activities (marginally satisfactory), the project is rated *satisfactory* in achieving its development objectives.

Institutional reforms

Rating: Highly satisfactory

The significant structural changes in land institutions occurring over the course of the project will underpin institutional reforms for the next 25 years, including: the integration of four core land agencies into the NLC through passage of the Land Agency Act 2008; the opening of eight new Deed Registration Offices, which (with the two existing offices) gives each region of the country an office; the creation and opening of 36 CLSs at the local level for recording land documents prior to their registration and for coordinating with district authorities and land use planning authorities; stronger cooperation in land matters between the NLC and the Office of the Administrator of Stool Lands and the Town and Country Planning Department; formation of the Coalition of Civil Society Organizations on Land; and the establishment and automation of five new land courts to adjudicate land cases. Of these institutional reforms, three major reforms were undertaken before the project was restructured: the creation of a consolidated land agency (NLC) through the Land Agency Act, the decentralization of deed registration, and the establishment of one-third of the CLSs. The PDO outcome indicators for these institutional reforms and their performance are as follows:

1. Turnaround time in registering deeds reduced to less than 1 month and for registering titles reduced to less than 6 month – fully achieved;
2. Backlog land litigation cases lodged at High Courts and Circuit courts in all ten (10) regional capitals decreased, and land litigation cases decreased in courts of 3 pilot areas namely Ejisu, Wasa Akropong and Gbawe – partially achieved;
3. Land transaction revenues to local and central government increased by 130% - fully achieved;
4. Land Agency Act passed by Parliament and operational - fully achieved;
5. Substantive Land Act passed by Parliament and operational – partially achieved.

Before project restructuring in 2008, the number of days taken to register property had already drastically fallen from 136 days in 2005 to 34 days in 2008⁶, the Land Agency (Commission) Act was already passed by Parliament and operational, and land transaction revenues had already increased by more than 100 percent to Ghana C 26.6 million from Ghana C 11.3 million in 2003. Based on this assessment, the institutional reform is rated *highly satisfactory*.

Policy reforms

Rating: Satisfactory

Policy initiatives undertaken through the project were meant to develop a foundation for the long-term development of an efficient land management and administration system. The majority of the policy reform agenda was undertaken before project restructuring, and a good number of reforms were tied to key legislation, including the Land Agency Bill, Land Bill, and the Land Use Planning Bill.

Successful initiatives, measured in terms of the PDO outcome and intermediate outcome indicators, included: completion of a gender strategy for land rights and land administration (fully achieved); increasing the registration of land ownership by women (fully achieved); development and approval of a policy on compensation for land acquired compulsorily in the

⁶ See World Bank, Doing Business 2012 Report in addition to sources indicated in the Results Framework Table.

past (fully achieved); and completion of policy documents to support the legislative reform agenda, including drafting of the overarching Land Bill, the Land Agency Bill, and the Land Use Planning Bill (fully achieved).

A great deal was achieved, although intermediate outcome indicators for some policy interventions were partially attained or missed. The Land Bill was drafted but not passed by Parliament (partially achieved). The backlog of land cases in courts was reduced but not eliminated (partially achieved), and the Land Information System (LIS) and reengineering of associated business processes were designed and piloted but not rolled out (partially achieved). A set of 4 studies on the organization, management and operation of public land agencies was undertaken but only 2 of the 4 studies were accepted by the government (partially achieved); and a study on the fees and charges for land administration services was not undertaken (not achieved). Provisions have been made for LAP2 to complete and consolidate these interventions.

Of these policy reforms, the policy studies underlying the Land Agency and Land Use Planning Bills, the policy on compensation for land acquired in the past and the development of LIS, were completed before the project was restructured.

Based on this assessment, policy reform is rated *satisfactory*.

Pilot activities

Rating: Moderately satisfactory

Since LAP was the first land administration project in Ghana and in Africa, the various technologies under the project were unproven in the Ghana environment. In light of this, project design provided for the testing of some key technologies before rolling them out. Accordingly, six pilot activities were implemented primarily to customize the technologies to the Ghana environment and to document the process for scaling up in future phases if warranted. Of the six pilots, four achieved the intermediate outcome targets: the State Land Inventory was completed, including land surveys, valuation, and development of a compensation policy; CLSs were established and strengthened to administer traditional lands; land valuation was undertaken for tax assessment and collection; and land use planning models were established. The two pilots that partially achieved their intermediate outcome targets were systematic land titling and customary boundary demarcation, but lessons drawn from these experiences were used in designing LAP2. These two pilots, together with the land use planning pilot, were implemented largely after restructuring, whereas the other three had a head start. Based on this assessment, the pilot activities are rated *moderately satisfactory*.

3.3 Efficiency

Rating: Economically and financially sound

Ex ante cost-benefit analysis and financial analysis were undertaken to derive economic and financial rates of return for the LAP during appraisal. Similar analyses could not be undertaken for this ICR, however, because the outputs used in the original analyses were no longer applicable after restructuring. Even so, based on international experience and cost-effectiveness analysis, the project's investments appear to have been economically and financially sound. The

key initiatives that were piloted and the policy and institutional reforms that were instituted generated at least three sets of benefits. First, they improved the security of land tenure. Second, they improved efficiency in registration systems and service delivery by decentralizing deed registries to the regional level and by establishing and strengthening CLSs (in fact, the time to register deeds and titles declined substantially). Third, higher-quality land information is provided more cheaply following the establishment of a modern geodetic reference network in Ghana's Golden Triangle and the production of base maps in three regions.

Empirical studies undertaken internationally indicate, although not uniformly, that land tenure security and efficiency in land transactions can contribute to a number of desirable outcomes. They can increase the incentives for investment and productivity, as well as access to more and cheaper credit, which lead to increased investment and productivity. They can spur an overall increase in productivity as land moves from less efficient to more efficient producers through rental and sales markets. Recent international studies have also demonstrated that better land information adds considerable value to the growth of economies as measured by GDP.

A cost-effectiveness analysis was conducted for a subset of project activities (systematic land titling, the geodetic reference network, customary boundary demarcation, and large-scale base mapping) (for details, see Annex 3). The analysis, which largely consisted of comparing average unit costs of project activities with international unit cost norms, indicated that unit costs for the LAP activities generally were within the range of comparable international norms. In other words, project funds appear to have been used cost effectively.

As for its fiscal impact, the LAP exceeded PDO performance targets and yielded significant revenue for the government, some of which was retained for internal use (such as the Office of the Administrator of Stool Lands). Revenues increased more than ten-fold, rising from US\$ 12 million in October 2003 to US\$ 135 million in December 2010. Land agencies contributed more to the government's fiscal revenue than they received from the central budget.

3.4 Justification of Overall Outcome Rating

Rating: Moderately satisfactory

The *moderately satisfactory* rating is based on a weighted average of *moderately satisfactory* for the period before the project was restructured ((2003–08) and *satisfactory* for the period after that (2009–11). The weights were derived from project disbursements: SDR 7.8 million before restructuring against SDR 7.3 million afterward.

The overall outcome rating is based on assessments of the project's relevance (*highly relevant*), achievement of the project development objectives (*satisfactory*) and efficiency (*economically and financially sound*). As discussed, the project was highly relevant to the country's development agenda, including the implementation of its National Land Policy, and the World Bank's CAS. The LAP was and remains relevant in light of increased private investment in commercial agriculture and the "land-grab" spurred by rising food prices in 2008. Achievement of the PDO was rated *satisfactory* (as measured against the revised performance indicators) based on an assessment of its three constituents: institutional reforms (*highly satisfactory*), policy reforms (*satisfactory*); and pilot activities (*moderately satisfactory*). As for efficiency, a

qualitative economic assessment based on international experience found that the project's investments in policy and institutional reforms and pilot initiatives were economically sound and that the fiscal impact was considerable: Revenues rose more than ten-fold, and land agencies contributed more to the government's fiscal revenue than they received from the central budget.

3.5 Overarching Themes, Other Outcomes, and Impacts

Poverty impacts, gender aspects, and social development

The lack of easy access to land and insecurity of land tenure have hindered investment in land and hence constrained Ghana's economic growth and development. The country's growth and poverty reduction strategies (GPRS I and II) explicitly recognize that GPRS objectives can be achieved only if land issues are dealt with effectively.

Despite inadequate data and analysis, anecdotal and other evidence indicates that the LAP helped lay the foundation to achieve Ghana's middle-income status as envisioned in GPRS II, particularly through:

- *An improved land administration framework*, which will reduce disputes over land rights and speed procedures for issuing land titles and documenting land rights in urban and rural areas.
- *Reforms in public land management structures*, which helped pave the way to decentralize land administration and rationalize institutional responsibilities for land administration.
- *Greater participation of civil society and the private sector*, which can help to check the excesses of public sector management, promote transparency, and foster self-help initiatives for growth and development.
- *More orderly urban development* (through interventions by the Town and Country Planning Department) and *enhanced revenue generation* by local administrations and councils, which could expand and enhance their services to local populations.

The project also raised women's participation in land registration and titling, surpassing the PDO performance indicator target. The gender strategy developed through the project included a key proposal for sustained advocacy for registering women's land rights, particularly in rural communities. The project raised awareness of the gender strategy's content in the land agencies and civil society organizations and among selected staff of the Ministry of Women and Children's Affairs, members of women's groups, and traditional authorities. The project also addressed the limited capacity of stakeholders to implement the strategy: It developed a training manual to strengthen capacity for implementation and also completed the development of gender support guidelines for land agencies.

Institutional change/strengthening

The project's ambitious institutional reform agenda supported the creation of a single land agency, decentralization of deed registries to the regional level, establishment of secretariats (CLSs) to administer traditional lands, and the development of one-stop shops for service delivery. These reforms are uncommon anywhere and are certainly the first of their kind in sub-Saharan Africa.

Land management and administration previously were fragmented under six land agencies overseen by MLNR. The Land Agency Act of 2008, the subsequent creation of the NLC, and the integration of four departments under the NLC represent an impressive, significant stride toward institution building and sustainable land management in Ghana. Of the six original land agencies, the NLC excludes only the Office of the Administrator of Stool Lands and the Town and Country Planning Department, which by their very nature cannot be brought under the NLC. These reforms will have positive, long-term effects in the land sector and enable Ghana to institute a single-agency model (versus separate cadastre and registry functions) in land administration.

Other unintended outcomes and impacts (positive or negative)

Not applicable.

3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops

Findings from the beneficiary surveys conducted under the project can be summarized as follows:

- Some 70 percent of respondents indicated that the deed registration process was achieving its objectives.
- About 75 percent of respondents indicated that the establishment of the registries had a positive impact on the delivery of land registration services.
- Applicants for deeds stated that the average time for completing registration had improved.
- The registration of land has enabled about one-fourth of all applicants to access various forms of loans from financial institutions. Respondents also used their documents to secure tenure, building permits, and visas and to post bail.
- The deed registry offices empowered women and increased revenues to land agencies.

Focus group discussions also elicited important information. The costs associated with the surveying service were regarded as high, and legal practitioners claimed that service delivery was inefficient. Staff of financial institutions, on the other hand, reported that their contact with the registration service as well as the accessibility of the service and quality of information were of the “highest” level of satisfaction. Members of traditional authorities and the regional houses of chiefs underlined the usefulness of the registration service by rating it “high” but considered the time involved to be long.

4. Assessment of Risk to Development Outcome

Rating: Low

The overall project risk to outcome and sustainability is rated *low*, given the high level of successive governments’ commitment and cooperation, acceptance of the reforms by all stakeholders (including the land agencies), and the project management capacity built over the years. More specifically:

- *Political risk to development outcome is rated low.* Successive governments have remained loyal to the 1999 National Land Policy and continued supporting the LAP.

Traditional authorities and land agency officers have been generally receptive to institutional and procedural changes and other reforms.

- *Technological risk to development outcome is rated moderate.* The project has had relative success in adopting and disseminating the use of some types of cadastre-related technology (such as digital plane tables), yet the risk remains that using more advanced technology—information and communication equipment and infrastructure as well as applications for land administration, the LIS, and geodetic reference communications, for example—may pose a challenge in the LAP’s future endeavors. The capacity-building program envisaged under LAP2 should help to mitigate this risk.
- *The economic and financial risk to development outcome is rated low.* The central government’s contributions to the operation of the NLC and other land agencies has been consistent, although such contributions were lower than planned for LAP’s counterpart funding needs. The NLC now generates more revenue for the government than public funds it actually spends. A risk mitigation strategy will eventually involve a review of cost-recovery measures and an assessment of how much internally generated revenue the land agencies can access. The required studies and reforms are included under LAP2.
- *The institutional risk to development outcome is rated low.* The institutional development of the project has been substantial. Creation of a single land administration agency was a big step. Full integration of the individual departments as functional divisions within the NLC was delayed by the Organization, Management, and Operations (OMO) studies, which will be completed under LAP2.
- *Environmental risks to development outcome are low.* The environmental and social assessment undertaken at appraisal classified the project as a Category B project. Two safeguard policies were triggered: Environmental Assessment (OP 4.01) and Involuntary Resettlement (OP 4.12). During implementation, the minimal safeguard issues that arose were addressed effectively. Therefore the risk to development outcome is negligible, with the exception of risks involved in customary boundary demarcation.
- *Social risk to development outcome is rated low.* The project has maintained good visibility and stature, and the newly created NLC has overcome most of the negative perceptions inherited from its predecessors. The project’s public awareness campaigns have greatly reduced suspicion about the intentions of the government as the major actor in land administration.

5. Assessment of Bank and Borrower Performance

5.1 Bank Performance

Bank performance in ensuring quality at entry

Rating: Moderately Unsatisfactory

On the positive side, the Bank provided adequate resources and support from identification through approval. The strategic relevance and approach adopted by the Bank were sound and well timed. Poverty, gender, and social development considerations were reflected well in the design. The project had no environmental concerns to start with, and it was well prepared to comply with fiduciary requirements. The implementation arrangements were basically sound for

a first-phase operation. Sufficient time and attention were paid to the design of M&E arrangements.

On the negative side, the Bank failed at the Decision Meeting to adjust the initial PDO for the APL to make it more realistic for a SIL⁷; it also failed to guard sufficiently against project complexity.

Quality of supervision

Rating: Satisfactory

The Bank maintained a high-caliber but small team of specialists as its core supervision staff, occasionally adding other specialties as needed. All supervision missions were carried out jointly with the donors. The Mid-term Review Mission was a very large one, as warranted by the importance of the issues tabled during the mission. The project restructuring decision was jointly and transparently taken during this mission. The Bank's focus on development has been steadily maintained, and mission members emphasized this very aspect in all exchanges with the government and project staff. The quality of supervision was aided further by the Implementation Support Mission documentation, which was very extensive and useful. The reporting clearly was candid, and supervision missions always chose to reveal and confront problems, as seen in a review of the project's Implementation Status and Results Reports and Aide Memoires. Project audits did not report any irregularities. Finally, the transition arrangements for project closure and preparations for the next phase took place expeditiously and smoothly.

One shortcoming on the part of the Bank was that although restructuring was recommended in 2006 by the Mid-term Review, there was a two-year delay in preparing and approving the formal restructuring. Thus the necessary remedy was taken only at the end of 2008.

Justification of rating for overall Bank performance

Rating: Moderately satisfactory

The rating of moderately satisfactory is a result of the Bank's moderately unsatisfactory performance in quality at entry and its satisfactory quality of supervision, while taking into account the overall moderately satisfactory outcome rating for the project.

5.2 Borrower Performance

Government performance

Rating: Moderately satisfactory

Arriving on the heels of the newly completed and widely accepted National Land Policy, the LAP was well received by Ghanaian society and received enormous private and public attention during its preparation and design. Owing to its timeliness and the interest displayed by the major beneficiaries, the project probably received more domestic press coverage than other concurrent

⁷ See World Bank, 2008. Project Restructuring Paper for Ghana Land Administration Project, pages 10-11; and Minutes of the Decision Meeting.

interventions. The project was avidly supported by successive governments; no instances of apathy or indifference were reported. Project-sponsored meetings were attended regularly by representatives of land agencies and other interested government parties during preparation and implementation. The project actively promoted participatory processes, and evidence of stakeholder involvement during preparation is available.

The government maintained its high level of commitment and sense of ownership for the project, starting with project identification and moving through implementation and completion. The government facilitated project-related meetings, met all of the effectiveness conditions on a timely basis, and facilitated the project's launch. During project implementation, the government maintained good working relationships with the Bank team, the development partners, and LAPU staff, and it supported the organization of all supervision missions. The government allowed LAPU to play its coordinating role effectively and ensure that agreed actions were implemented after every supervision mission.

The government failed to release counterpart funds regularly and consistently, however. At project closure, counterpart contribution to the project by the government remained at 36 percent of the original allocation. This shortcoming particularly affected regions where funding was scarce. The scarcity and delay in the release of counterpart funds impeded the implementation of some subprojects at the district and community levels.

Implementing agency or agencies performance

Rating: Moderately satisfactory

Despite the vast scope of the project, the implementing agency (originally the Ministry of Lands and Forestry and currently MLNR) made significant progress in mounting and establishing a brand-new agency, the NLC. Intra-agency conflicts were minimized and procedures streamlined. Staff members' dedication and quality show obvious improvements. The new NLC is committed to achieving project objectives while recognizing the great challenges involved in bringing efficiency and order to a long-neglected sector.

Outside the NLC proper, the Office of the Administrator of Stool Lands and the Town and Country Planning Department have done very well and cooperated closely with the core project. These two agencies have good, motivated personnel who have implemented their respective functions adequately. Both the NLC and other land agencies recorded good progress in beneficiary and stakeholder consultations.

As discussed, however, M&E suffered despite the project's well-designed M&E system. LAPU supplied inadequate M&E input and analyses to project management and the general public.

The LAP was often mentioned as working in isolation from the main operational structures of its parent ministry, MLNR. Regional staff criticized the NLC for being too centralized and preoccupied with what happened in Accra. Consultants recruited by the head office to work in the regions were supervised poorly and did not leave much of a mark on the organization in terms of transferred skills and knowhow.

At the government's request, KfW decided to reallocate €3 million of its project funding toward the construction of a €6 million building to house the headquarters of the NLC, but the status of construction was unsatisfactory. The government had delayed in reaching a consensus internally and with KfW on the building's size and design. At the time of this ICR, while KfW's financial commitment remained unchanged at €3 million, the cost of the modified building design proposed by the government was estimated at €10 million, greater than the available financing.

Another area of weakness was the coordination of national land agencies on the one hand and coordination between national and local agencies on the other. The government's performance in coordinating the six cofinanciers was inadequate.

Justification of rating for overall borrower performance

Rating: Moderately satisfactory

Given the issues raised in the previous sections, the rating for overall government performance is moderately satisfactory, primarily as a result of satisfactory performance on the part of the government and implementing agencies, tempered by shortcomings in release of counterpart funds and inadequate coordination.

6. Lessons Learned

Two broad categories of lessons emerge from LAP. The first consists of lessons of broad significance for future projects and government programs. The second consists of lessons specific to initiatives piloted under the LAP.

Lessons with general operational implications

Land administration reforms are long-term interventions and should be conceived and planned as such. The key activities supported under LAP, ranging from merging and streamlining land agencies, systematic land titling and demarcation of customary boundaries to developing systems for resolving land conflicts, were merely laying the basis for a longer term engagement in reforming land administration. The success and sustainability of land reforms require a longer-term perspective and support from development partners and other social actors to help the government overcome social and political inertia. Since the restructuring of the LAP and launching of LAP2, a longer-term perspective has been the key guide to planning and implementation.

Anchor long-term land administration and management programs in sound land policies and laws and tested technologies. The restructured project focused on developing a sound policy and technology foundation, which will be consolidated under LAP2.

Tailor the level of project complexity to implementation capacity and duration of the project. Doing so in the design of LAP would have avoided restructuring and shortened its implementation period. When it becomes clear that the likelihood of achieving a project's development objectives is slim, corrective action should be taken promptly through restructuring.

In conceptualizing, designing, and implementing the project, keep expectations modest. The validity of assumptions on land administration reforms based on experiences in other countries must be well tested before they can be applied to a new setting.

Do not take political and key stakeholder commitment for granted. Commitment must be consciously built, reinforced, and sustained throughout the project, as done in the LAP and planned for LAP2.

Given the multiplicity of stakeholders and interest groups, land administration reforms require much broader consultation and consensus building, combined with greater awareness building, than some other reforms. These activities should be appropriately planned and budgeted in project design, as done in the LAP and LAP2.

Better land administration services are provided when they are demand-driven and delivered through a decentralized system that brings services closer to clients. These arrangements reduce the cost of services to citizens and improve the public image of the service organization. In LAP, decentralization of deeds registration contributed to a drastic reduction in the number of days taken to register property. LAP2 addresses this lesson by giving greater emphasis to decentralization and service orientation.

An effective M&E system and program take considerable resources and time to develop. Even with two full-time staff and reasonable support, the M&E arrangements for the LAP did not meet expectations. More support is provided under LAP2; each region will have a dedicated M&E staff member employed by the NLC.

Donor commitment to long-term programs of land management and administration is essential to their success. The success of land projects and programs depends on long-term commitment, including a commitment to avoid the premature termination of disbursements.

Lessons of a specific nature, related to initiatives piloted under the LAP

The lessons specific to the LAP may be summarized as follows:

- Practical and innovative approaches are required to develop methodologies for key pilots if they are to provide a framework for scaling up. Under LAP, the technologies tested in the 6 pilots had been used successfully elsewhere in Africa but could not automatically work in Ghana as they required deliberate customization to fit the Ghana environment. For example, tropical thick forests made it difficult for ground methods of surveying which required bush clearance to precede the exercise. Similarly, tropical weather which causes thick and low cloud cover reduced considerably the number of days in a year aerial during which photography and satellite imagery could be obtained.
- Pilots require continuous and close M&E to stay on course and ensure timely lessons. This was necessary for the 6 pilots under LAP and had not been adequately prepared for.
- Systematic land titling cannot be done successfully without merging the processes of land adjudication, surveying, and registration to save costs and enhance transparency. Under LAP, this required formation of teams of people from different government organizational units to work with consultants and this proved difficult.
- An open, competitive bidding process with adequate technical specifications is required to select alternative and competing technologies. This had not been adequately taken into account in the design of LAP, and its absence made it difficult in making choices between aerial photography and satellite imagery to produce base maps for the project. LAP2 has taken up this lesson in its design.
- Decentralization under LAP was a successful strategy for improving land document recording and registration services, and it was demonstrated that cooperation between the government land agencies and the traditional authorities is necessary and possible for improved land management. This strategy is being reinforced under LAP2.
- Successful organizational restructuring requires immediate implementation after passing the necessary laws, and it should be backed by adequate political and financial support. After enacting the Land Commissions Act under LAP, there was great uncertainty and a reduction in morale among staff in the land agencies that were targeted for merger under the new law. These were abated with implementation of the law but it was uneven due to inadequate resources especially for putting up new buildings to enable operation of one-stop shop concepts and co-location of staff from different land agencies.
- Systematic introduction of gender focused strategy has potential for enhancing gender issues in Land Administration.

- Institutional support for gender mainstreaming in land administration is dependent on effective sensitization of key personnel of Land Sector Agencies.

7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners

(a) Borrower/Implementing agencies

A summary of the Borrower's ICR is presented in Annex 7.

(b) Co-financiers

See Annex 8.

(c) Other partners and stakeholders

Annex 1. Project Costs and Financing

(a) Project Cost by Component (in US\$ m equivalent)

Component	Appraisal Estimate (US\$ m)	Actual/Latest Estimate (US\$ m)	Percentage of Appraisal
A. Harmonizing Land Policy and Regulatory Reform	1.04	4.96	
B. Institutional Reform and Development	25.32	8.48	
C. Improving Land Titling, Registration, Valuation, and Information System	14.09	19.30	
D. Project Management, Monitoring, and Evaluation	6.68	14.87	
E. Project Preparation Facility (PPF)	0.87	0.59	
Total baseline cost	48.00		
Physical contingencies	2.26		
Price contingencies	4.79		
Total project costs	55.05	48.20	
Front-end fee PPF	0.00		
Front-end fee IBRD	0.00		
Total financing required	55.05		

Source: Standard Bank documents and LAPU internal reports on project disbursements. Gaps between appraisal and disbursement estimates are caused primarily by incomplete disbursements from the Government of Ghana, NDF, and KfW, which are ongoing. DFID closed its project before disbursing all its commitments, whereas GTZ did not fully monetize all its technical assistance support.

(b) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (US\$ m)	Actual/Latest Estimate (US\$ m)	Percentage of Appraisal
Borrower	Joint	7.56	3.80	50.26
CANADA: Canadian International Development Agency (CIDA)	Joint	1.03	1.26	122.33
UK: British Department for International Development (DFID)	Parallel	9.02	7.36	81.60
GERMANY: German Technical Assistance Corporation (GTZ)	Parallel	3.98	0.77	19.35
International Development Association (IDA)		20.51	22.76	110.97
Germany: Kreditanstalt für Wiederaufbau (KfW)	Parallel	6.03	3.03	50.25
Nordic Development Fund (NDF)	Parallel	6.92	9.22	133.24
Total financing		55.05	48.20	87.56

Reallocations of Credit Proceeds: The following reallocations were made at restructuring to optimize the use of funds.

First Reallocation of IDA Funds by Category in 2008 (SDR)

Category of Expenditure	Original Allocation	Actual Disbursements	Transfer of Funds	Final Reallocations
1 Goods and vehicles	4,200,000	3,194,633	2a to 1	4,316,711
2a Consultant services for Part C6 of the project	650,000		2a to 1 2a to 4	157,660
2b Consultant services for Part C7 of the project	700,000		2b to 7	416,230
2c All other consultant services, including audit fees	3,550,000	932,308	6 to 2c 5 to 2c	4,096,521
3 Training, workshops, and study tours	1,450,000	1,260,973	2a to 3	1,719,827
4 Incremental operating costs	2,500,000	2,207,566	2a to 4 5 to 4	3,183,728
5 Refunding of PPF advance	650,000	179,715	5 to 2c	179,715
6 Unallocated	1,400,000		6 to 2c	725,608
7 Grants	Nil		2b to 7	304,000
	15,100,000	7,844,119		15,100,000

First Reallocation of IDA Funds by Component in 2008 (SDR)

Category and Component	Original Allocation	Actual Disbursements	Transfer of Funds	Final Reallocations
1 Component A	138,142	1,239,367	2 to 1	2,597,733
2 Component B	6,787,257	281,268	2 to 1 2 to 4	1,008,965
3 Component C	5,093,514	663,479	3 to 4 3 to 6	3,832,583
4 Component D	2,431,087	5,260,894	2 to 4 3 to 4	6,604,924
5 PPF	650,000	399,110	5 to 6	399,110
6 Unallocated Funds			3 to 6 5 to 6	656,685
	15,100,000	7,844,118		15,100,000

Second Reallocation of IDA Funds by Component in 2010 (SDR)

Category of Expenditure		Allocation (in SDR)		% of Financing	
Current	Revised	Current	Revised	Current	Revised
1 Goods, including vehicles	No change	4,316,711	5,303,887	100% of foreign expenditures and 90% of local expenditures	100% of foreign expenditures and 90% of local expenditures
2a Consultant services for Part C6 of the project	No change	157,660	75,718	90%	90%
2b Consultant services for Part C6 of the project	No change	416,230	0	90%	90%
2c All other consultant services, including audit fees	No change	4,096,521	3,223,672	90%	90%
3 Training, workshops, and study tours	No change	1,719,827	2,362,321	100% of foreign expenditures and 90% of local expenditures	100% of foreign expenditures and 90% of local expenditures
4 Incremental operating costs	No change	3,183,728	3,816,647	90%	90%
5 Refunding of PPF advance	No change	179,716	179,716	Amount due pursuant to Section 2.02(c) of Credit Agreement	Amount due pursuant to Section 2.02(c) of Credit Agreement
6 Unallocated	No change	725,608	0		
7 Small Grants Project Fund	No change	304,000	138,039	100% of amounts disbursed	100% of amounts disbursed
Total SDR		15,100,000	15,100,000		

Annex 2. Outputs by Component

As described in the body of this report, the PDO for the LAP was changed, the components slightly modified, and some indicators altered during the restructuring. The changes in the indicators are shown in the table below:

REVISED OUTCOME AND OUTPUT KEY PERFORMANCE INDICATORS (KPIs)

ORIGINAL OUTCOME KPIs	RATIONALE FOR CHANGES (if any)	REVISIONS
1. Turnaround time and transaction cost of processing land administration services reduced.	Modified. Original KPI has been split into three parts to make it easily measurable.	1(a). Turnaround time in registering deeds reduced to ≤ 1 month countrywide. 1(b). Turnaround time in registering titles reduced to ≤ 6 months in declared and mapped title registration areas.
2. Land litigation cases decreased in courts of pilot areas.	Modified. KPI has been qualified by including spatial specificity to make KPI more realistic.	2. Land litigation cases decreased in courts of 3 pilot areas namely, Ejisu, Wasa Akropong and Gbawe.
3. Land transaction revenues to local and central government increased.	No change.	3. Land transaction revenues to local and central government increased by 130%.
4. Loan and mortgage financing secured by land titles in pilot areas increased.	Dropped. Phase 1 pilot must be completed to lay foundation for results indicated. The indicator may be appropriate for Phase II of the longer term program.	
5. Investment in the property sector increased.	Dropped. Attribution to project activities is weak and Phase 1 pilot must be completed to lay foundation for results indicated. Smarter indicator may be appropriate for Phase II of the program.	
6. Land titles registered by women increased.	Modified. KPI has been split into two to make it easily measurable.	4 (a). Land titles registered by women increased by 50% in declared and mapped registration areas. 4 (b). Deeds registered by women increased by 50% countrywide.
	<i>New Indicator.</i> To measure progress in the ongoing legislative reforms.	5. “ <i>Land Agency Act passed by Parliament and operational</i> ”;
	<i>New Indicator.</i> To measure progress in the ongoing legislative reforms.	6. “ <i>Substantive Land Act passed by Parliament and operational</i> ”
	<i>New Indicator.</i> To measure efficiency of judicial system in supporting land administration	7. “ <i>Backlogged land litigation cases lodged at High Courts and Circuit Courts in all ten</i>

ORIGINAL OUTCOME KPIS	RATIONALE FOR CHANGES (if any)	REVISIONS
	system.	<i>(10) regional capitals decrease”.</i>
COMPONENT 1		
1.1. Reports on policy and legislative reviews completed and codified revised land legislation drafted and approved by Ministerial Cabinet.	Modified. The indicator has been split to increase specificity to enhance measurability.	1.1. Reports on policy and legislative reviews completed, and new land legislation drafted and approved by Ministerial Cabinet: (a) Legal and Judicial review (b) Institutional Review.
1.2. Backlog of land cases reduced from 35,000	Dropped. The backlog of 35,000 cases presented in the Project Appraisal Document could not be confirmed by the Judiciary Service. A more realistic and measurable outcome indicator has been introduced as outcome KPI 7.	
1.3. Policy on land compensation developed.	No change.	1.2. Policy on land compensation developed. (Inventory of state acquired/occupied lands undertaken in 50 pilot districts)
1.4. Lands forcibly acquired by the State for which compensation has not been paid identified and compensation levels determined.	Modified. The indicator is made simpler, smarter and more measurable.	1.3. Lands acquired by the state in 50 districts for which compensation has not been paid identified and compensation levels determined.
1.5. Legally conclusive confirmation of the continued validity of customary freehold and other customary titles.	No change.	1.4. Legally conclusive confirmation of the continued validity of customary freehold and other customary titles.
1.6. Studies completed and recommendations adopted on: (a) what rights will be registered on land titles; (b) divestiture of vested lands; (c) finance and fee structures in land administration; (d) gender analysis of land rights and administration; (e) assessment of current land administration services provided by customary land authorities	Modified. The indicator is made simpler, sharper and more measurable.	1.5. Studies completed and recommendations adopted on: (a) Divestiture of vested lands (b) Finance and fee structures in land administration (c) Gender strategy for land rights and land administration. (d) Assessment of land rights and vulnerability in 2 pilot customary land secretariat areas (Kete Krachi and Dormaa Ahenkro).
COMPONENT 2		

ORIGINAL OUTCOME KPIS	RATIONALE FOR CHANGES (if any)	REVISIONS
2.1. Report of study on comprehensive organization, management and operations of public land sector agencies completed and recommendations implemented.	No change.	2.1. Report of study on comprehensive organisation, management and operations (OMO) of public land sector agencies completed and recommendations implemented.
2.2. One-Stop-Shop centers established in at least three regions and functioning.	Dropped. This activity has been deferred until Phase 2.	
2.3. 50 customary land secretariats established and strengthened through physical and technical assistance, with more effective and inclusive administrative procedures.	Modified. To make indicator more specific and measurable and to make target more realistic for time-frame.	2.2 (a). 30 customary land secretariats established by traditional authorities 2.2(b). 30 CLS with more effective administrative procedures.
2.4. At least ten NGOs actively involved in promoting improved local level land administration.	Modified. To be more specific and better linked to project activities.	2.3. At least 25 small grants that promote improved local level land administration are under implementation.
2.5. Private sector land institutions deliver land administration service more efficiently.	Dropped. Not specific or measurable.	
2.6. Land Administration training and research institutions supported through provision of classrooms laboratories and office buildings and equipment.	Dropped. This activity has been deferred until Phase 2.	
2.7. Quality of land sector education enhanced.	Dropped. Depends on activity in 2.6 which has been deferred to Phase 2.	
2.8. Increased research on land tenure and land administration with linkages to practice established.	No change.	2.4. Increased research on land tenure and land administration with linkages to practice established.
COMPONENT 3		
3.1. Cadastre and land information system designed and implemented.	No change.	3.1. Cadastre and land information system designed and implemented.
3.2. Deed and title registration procedures and data storage and retrieval systems improved.	Merged with output indicator 3.1.	
3.3. Digital and hard copy maps prepared for customary land boundary demarcations, systematic land titling and land use planning.	Merged with original output indicator 3.7.	

ORIGINAL OUTCOME KPIS	RATIONALE FOR CHANGES (if any)	REVISIONS
3.4. Simplified land information, registration and mapping procedures developed to improve accessibility in rural areas.	Merged with output indicator 3.1.	
3.5. Alternative land valuation and land fees collection designed and implemented.	Dropped. Phase I must be completed to lay foundation for results indicated. The indicator may be appropriate for Phase II of the program.	
3.6. 50 pilot allodial land boundaries demarcated and registered.	Modified. Original end-of-project target scaled down to be realistic for the project time frame.	3.2. Ten (10) pilot allodial land boundaries demarcated and registered.
3.7. 300,000 land titles adjudicated and registered.	Modified. Original end-of-project target scaled down to be realistic for the project time frame.	3.3. 50,000 land titles adjudicated and registered in pilot systematic titling areas.
	<i>New Indicator.</i> To measure progress in property revaluation in selected pilot districts.	<i>3.4. Revaluation of all properties both private and public in 12 pilot districts completed.</i>
COMPONENT 4		
4.1. Project coordination and management carried out effectively.	Dropped. Not specific or measurable. Result will be measured through overall project performance.	
4.2. Skill gap analysis conducted and master human resources development plan prepared and implemented.	No change.	4.1(a). Skill gap analysis conducted within MLFM 4.1(b). Master human resources development plan prepared and implemented.
4.3. A communication strategy to sensitize, educate and invite the public to participate in discussion of land policy issues, in designing and implementing allodial land boundary demarcation and land titling and registration and in setting up alternative land dispute resolution mechanisms, developed and implemented.	Modified. To make indicator simpler and more measurable	4.2. Communication Strategy developed and implemented.
4.4. Monitoring and progress reports produced quarterly.	No change.	4.3. Monitoring and progress reports produced quarterly.
4.5. Number of beneficiary assessment and impact evaluation reports.	No change.	4.4. Number of beneficiary assessment and impact evaluation reports.
4.6. Phase II project designed and proposal prepared and approved by	No change.	4.5. Phase II project designed and proposal prepared and approved by MLFM.

ORIGINAL OUTCOME KPIS	RATIONALE FOR CHANGES (if any)	REVISIONS
MLFM.		

This discussion of outputs takes those changes into account and attempts to compare each component's output with performance targets.

Component 1: Harmonizing Land Policy and Regulatory Framework for Sustainable Land Administration

This component financed the preparation of an enabling legal framework for land administration and the development of appropriate policies and studies to guide implementation. Table 1 presents the agreed intermediate outcome targets and actual achievements.

Table 1: Intermediate Outcome Targets and Achievements for Component 1 of the LAP

Indicator	Baseline	Target	Actual Achieved
Reports on policy and legislative reviews completed; new legislation drafted and approved by Ministerial Cabinet	Six fragmented land agencies performing overlapping or duplicative functions	Land Act operational	Land Bill in draft
Institutional review	Six fragmented land agencies performing overlapping or duplicative functions	Land Agency Act and regulations implemented	Lands Commission Act passed by Parliament in October 2008
Policy on land compensation developed	Nil	Policy in place and operational	Policy completed and operational
Inventory of State-acquired or -occupied lands undertaken in 50 pilot districts	Nil	Inventory completed	43 pilot districts completed
Lands acquired by the State in 50 districts for which compensation has not been paid identified and compensation levels determined	Outstanding compensation levels not determined	50 districts	43 districts completed
Legally conclusive confirmation of the continued validity of customary freehold and other customary titles	Customary freehold and other customary rights exist	Full-fledged deployment of conveyance format for the registration of customary freehold	A two-day consultative meeting (23–24 June 2009) held with the National House of Chiefs on Draft Precedent for the registration of customary rights
Studies completed and recommendations adopted on:	No studies conducted	a) Recommendations of the studies adopted and mainstreamed into	a) Policy completed and under implementation b) Studies not done

<ul style="list-style-type: none"> a) Divestiture of vested lands b) Finance and fee structure in land administration c) Gender strategy for land rights and land administration d) Assessment of land rights and vulnerability in 2 pilot CLS areas (Kete Krachi and Dormaa Ahenkro) 		<ul style="list-style-type: none"> policy and enactment of land legislation b) Finance and fee structure rationalized for self-financing public land agency c) Operationalization of improved security for the vulnerable in land tenure d) Same as (c) 	<ul style="list-style-type: none"> c) Gender strategy completed d) Land rights and vulnerability study completed
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Legal and institutional framework. The starting point for the reforms was the 1999 National Land Policy. Three bills were slated for preparation and passage during the life of the LAP: the Land Bill, the Land-Use and Planning Bill, and the Land Commission Bill. The Land Commission Act 767 was passed in October 2008 and received presidential assent in December 2008 to merge four land agencies into a single entity, the NLC. The other two bills remain in draft form; the Land Use Planning Bill is at a more advanced stage of preparation.

Registration of customary freehold. A draft discussion paper on registering customary freehold, including a model registration instrument, was prepared on the basis of the Attorney General’s legal opinion concerning the legal status of this tenure category. It was decided to address this issue in the Land Bill, however.

Establishment of land courts. Support to the judiciary in the establishment of five automated land courts in Accra was well received. These courts deal only with land cases, and their establishment reduced the backlog of cases by 88 percent. The LAP commissioned an evaluation of the performance of Land Courts by a former Supreme Court justice. The resulting report concluded that procedural shortcomings delayed the processing of cases and blunted the project’s efficiency initiatives. Provisions have been made to address those shortcomings in LAP2.

Inventory of compulsorily acquired land. This activity included the identification, surveying, and valuation of State-acquired land to produce a database of State land assets. The database was used to produce a new policy specifying (i) the basis for compensation for land compulsorily acquired in the past and (ii) a process for deciding which State lands should be retained and which returned to the original owners or sold. The project was successful and largely achieved performance targets for the inventory and for developing a policy.

Policy studies. Several policy studies and one strategy were undertaken: a study of the divestiture of vested lands; a gender strategy for land rights and land administration; and a study of land rights and vulnerability in two pilot CLS areas (Kete Krachi and Dormaa Ahenkro). The study on the divestiture of vested lands was completed and used to develop a policy currently under implementation. The gender strategy was also completed and will be implemented under LAP2. The land rights and vulnerability study detailed land rights in the communities as well as the security of tenure and vulnerability related to each land right. It provided useful insights into the customary land tenure systems in these communities and actions to protect the rights of the

vulnerable. The recommendations were used to strengthen CLSs under LAP and in designing CLS programs under LAP2. One study was not undertaken: it was a Finance and Fee Structure study, which is planned to be undertaken under LAP2.

Component 2: Institutional Reform and Development

This component supported institutional reforms and capacity building. Table 2 presents the agreed intermediate outcome targets and actual achievements.

Table 2: Intermediate Outcome Targets and Achievements for Component 2 of the LAP

Indicator	Baseline	Target	Actual Achievement
Report on comprehensive OMO studies of public land agencies completed and recommendations implemented	No OMO studies undertaken	Operationalization of OMO studies	Outputs of Components 1 and 2 adopted for implementation; those for Components 3 and 4 not acceptable to the NLC
30 CLSs established by traditional authorities	2 Asanthene and Gbawe secretariats	30 CLSs established	36 CLSs established
30 CLSs with more effective administrative procedures	Nil	30 CLSs strengthened	30 CLSs strengthened
At least 25 small grants that promote improved local land administration are under implementation	Nil	25 small grants approved and implemented	8 small grants approved and disbursed
Increased research on land tenure and land administration with the linkages to practice established	Nil		About 10 studies were conducted, which informed preparation of the Land Bill, the policy on vested and State-acquired land, and the gender strategy

Strengthening customary land administration. The LAP accelerated the opening of CLS offices under the traditional authorities to provide focused land services to authorities and local people. Tangible services being provided include the recording of lease agreements, and upon request the CLS assists in preparing applications for deed registration. An important function will be to cooperate with the Local Authorities on town planning. This activity was successful: The target of 30 CLS offices was exceeded, with 36 new offices opened under the LAP.

Restructuring, decentralizing, and building capacity in land agencies. In establishing a solid platform for the expected 25-year reform in the land sector, this output was critical to the project's outcome. The Lands Commission Act was passed in 2008 and implemented by consolidating four land agencies into one, the NLC. A key study to support the act's implementation—the OMO) study—was not undertaken successfully. It started late, and only two of four components were accepted: (1) the analysis of current business processes and proposals to streamline within a single workflow and (2) the Human Resource and Capacity Building Study to identify and quantify needs for new skills in the public and private sectors as a result of the LAP. The rejected components were: (3) Financial and Cost studies to calculate financial needs and opportunity costs for the institution, treasury, and clients of reform (under several scenarios) and (4) the Capacity Development Plan for Public Academic and Private

Sector Institutions to include a strategic plan and detail planning needs and availability of training at all levels. The rejected studies will be redone under LAP2.

Strengthening training and education institutions and the private sector. The project provided some in-service training to the private sector and logistical support (new equipment and technology) to facilitate the title registration exercise. It also provided equipment and books to Kwame Nkrumah University of Science and Technology to enhance teaching; some university staff participated in conducting studies for the project.

Small grants to facilitate civil society participation. The special grant created to facilitate the involvement of civil society in the reforms funded eight proposals. The majority of proposals (63 percent) were related to Education and Awareness Creation; 21 percent focused on capacity building; and 16 percent related to gender and advocacy.

Component 3: Land Titling, Registration, Valuation, and Information Systems

Table 3 presents the agreed intermediate outcome targets and actual achievements for Component 3.

Table 3: Intermediate Outcome Targets and Achievements for Component 3 of the LAP

Indicator	Baseline	Target	Actual Achievement
Cadastre and land information system designed and implemented: –Stage I: Land agency systems developed and implemented –Stage II: Installation of LIS at the national level –Stage III: Digitization of land records	Manual cadastre system	Computerized LIS in place, operational, and linked to National Framework for Geographic Information Management	Stage I of LIS development and piloting was completed; intelligent scanning was undertaken for part of the land records
10 pilot allodial land boundaries demarcated and registered	Nil	10 pilot allodial land boundaries demarcated and registered	10 allodial (customary) boundaries demarcated but not registered
Revaluation of all properties (private and public) in 12 pilot districts completed	Nil	Properties revalued in 12 Districts	45,532 properties in 12 districts were revalued

Base mapping. Base mapping was undertaken in pilot areas for title registration and the development of structural and local plans. The resulting maps covered almost all of the area planned (15,000 square kilometers) at scales of 1:2,500 and 1:5,000. The cost of the LAP orthophoto maps, including the aerial photography, with contours at a scale of 1:2,500, was about US\$ 150 per square kilometer. Costs for a comparable product in Europe would be US\$ 30–50 per square kilometer, but project costs were within the range of average unit production costs in sub-Saharan Africa, where survey planes have to be mobilized from Europe and tropical weather creates cloud cover most of the year. Satellite imagery was also purchased at about US\$ 35 per square kilometer to produce orthophoto maps without contour lines for land use planning.

Mapping projection. Before the LAP started, the standard map projection was the Ghana Transverse Mercator Projection; for the LAP, a Universal Transverse Mercator Projection was

adopted. The coordinates of the two systems do not match. A decision on which system will ultimately be adopted will be taken after the study for the mapping policy is done under LAP2.

Continuously Operating Reference Stations (CORSs). Three CORS base stations were established to support field survey teams using GPS equipment as pilots. The stations did not operate 24/7 due to power outages. Some 42 additional stations would be needed to cover the country and are planned under LAP2. The biggest challenge reported by users was the difficulty of maintaining continuous radio contact with the CORSs. The alternative of post processing by downloading from the Internet was limited by insufficient provision made for continuous access to an Internet server. In many cases in Kumasi, private contractors used their own base stations in post process mode. Any national system would need to be managed by the private sector under contract to the government as planned under LAP2.

Developing the Cadastre and Land Information Systems (LIS). The LIS was targeted to be operational and linked to the national framework by the end of the project. The first stage of the LIS (design and piloting) was completed, but stage 2 (rolling out the LIS) was not done, as it took some time for the government and the LIS consultant to agree on the software that was developed. The third phase, namely data capture (intelligent scanning), was done for only part of the land records. The scanning of deeds and related documents was almost completed by the end of the LAP, but the system for accessing the records was not yet deployed in the work areas of the Land Registration Division or integrated with the LIS. Business process reengineering was conducted with some success, as shown in faster turnaround times for deed registration. LAP2 plans to support further scanning of land records and complete the development and rollout of the LIS. It will do so in collaboration with the Food and Agriculture Organization, which is piloting an open-source software approach.

Improving deed and title registration. Prior to the project, Ghana had just one land deed registry (in Kumasi) and two land title registries. The LAP helped to open eight deed registries in regional centers. This major step toward the broad objective of a strong, country-wide land administration system makes it far more convenient for citizens and businesses to register land transactions. Clients no longer travel to Accra but to regional offices; aside from the reduction in travel time and expense, the more reasonable volume of transactions has reduced the time needed to complete the registration process. The CLSs created under the project act as a “front desk” to Deed Registration Offices, increasing the flow of applications to them.

Land use planning and management. Good capacity was established and, most important, a sound planning framework was designed and demonstrated with full documentation. The town planning department was pleased with the assistance it received under the LAP, including long-term technical assistance, which was very effective. Six districts in five regions were successfully completed. Planning was done using satellite imagery.

Establishing a land valuation database. The project helped produce property valuations covering 12 districts targeted after the restructuring. A total of 45,532 properties were covered during the revaluation

Piloting demarcation and registration of allodial (customary) land boundaries. Until the LAP was implemented, the boundaries of customary land had not been identified. The project undertook land surveys by contract to fix and register boundaries in 10 areas. By the end of the project, two areas had been completed and eight were in progress.

Piloting systematic land titling and registration. The original land titling initiative planned to complete titling for 300,000 parcels, but when the project was restructured, the initiative was piloted instead. When the project closed, piloting had been completed, together with the surveying of 10,860 land parcels and the approval of 5,760 parcel plans.

Component 4: Project Coordination, Monitoring, and Evaluation

Table 4 presents the agreed intermediate outcome targets and actual achievements for this component.

Table 4: Intermediate Outcome Targets and Achievements for Component 4 of the LAP

Indicator	Baseline	Target	Actual Achievement
Skill gap analysis conducted within Ministry of Lands, Forestry, and Mining	Nil	162 training programs carried out	Skill gap analysis is part of Component 4 of the OMO study. The report was not acceptable
Master human resource development plan prepared and implemented		1,819 personnel undertake in-country and external courses	1,206 individuals undertake short-term study tours and in-service training programs
Communication strategy developed and implemented	Nil	15 media encounters organized; 4 quarterly LAP newsletters published	Communication strategy completed
Monitoring and progress reports produced quarterly	Nil	30 progress reports generated	30 progress report generated
Number of beneficiary assessment and impact evaluation reports	Nil	Beneficiary assessment report for the overall project	2 beneficiary assessments conducted
Phase II project designed and proposal prepared and approved by Ministry of Lands, Forestry, and Mining	End of the LAP, June 2010	PAD finalized and approved	LAP2 preparation completed and effective

Project coordination and communication. The LAP was always going to be an enormous challenge to coordinate, because it had six donors, many land agencies, activities in many parts of the country, a broad range of other stakeholders (the private sector, civil society, academia, and the like) with high expectations of involvement, heads of agencies spread across many locations in Accra, and government staff with regular tasks to perform aside from the project. The fact that even the staff and head of LAPU were not in the same office made coordination most difficult. LAPU resources were very modest for such a complex project, and the staff worked under great pressure. In 2005 the project was rated unsatisfactory, with major concerns related to project management, procurement, disbursement, and M&E. There is no doubt that the project was turned around after the Mid-term Review; better coordination and direction were

important to achieving that improvement. A communication strategy was completed by the end of the project.

Human resources development. About two-thirds of the training targets were achieved. The training program was not completed, partly because of the unsuccessful outcome of the OMO consultancy.

Monitoring and evaluation. The M&E staff had a difficult task, given the project's complexity. The MASDAR Report (June 2011) addressed the limitations of the M&E system, including its resource limitations and centralized nature. After the Mid-term Review, improvements were made to the M&E system and its implementation, and 30 progress reports were produced.

Annex 3. Economic and Financial Analysis

Ex ante cost-benefit analysis and financial analysis were undertaken to derive economic and financial rates of return during appraisal for the LAP. Similar analyses could not be undertaken for the ICR, because the project outputs on which they were based were no longer applicable after restructuring, when the project's emphasis changed to policy and institutional reforms and pilots. Nevertheless, based on international experience and cost-effectiveness analysis, it can be concluded that the project's investments were economically and financially sound. The pilots and reforms are likely to have generated at least three sets of benefits. First, they improved land tenure security. Second, they improved the efficiency of registration systems and service delivery by decentralizing deed registries and establishing and strengthening CLSs (with a consequent reduction in time to register deeds from more than 36 months to about 2 months. Third, the project provided better quality and cheaper land information by establishing a modern geodetic reference network in Ghana's Golden Triangle and producing base maps for three regions.

Empirical studies undertaken internationally indicate (although not uniformly) that land tenure security and efficiency in land transactions can increase the incentives for investment and productivity, increase access to more and cheaper credit (which in turn increases investment and productivity), and increase overall productivity as land moves from less efficient to more efficient producers through rental and sales markets. In addition, recent international studies demonstrated that land information added considerable value to the growth of economies, as measured by GDP.

A cost-effectiveness analysis examined four LAP activities: customary boundary demarcation, large-scale base mapping, CORS (for the geodetic reference network), and systematic land titling. The unit costs were comparable to international standards. The results are captured in Tables 1–4.

Table 1: Unit Costs of Surveying Boundaries of Community Land in Ghana and Tanzania (US\$/km²)

Country	Description of Land	Ecological Description of Area	Survey Method	Unit Cost
Ghana	Customary land administered by traditional authorities	Many areas with dense vegetation	Fixed boundary survey (mainly use of GPS/Total Stations)	500–700
Tanzania	Village land administered by Village Councils	Few areas with dense vegetation	Fixed boundary survey (mainly use of GPS)	20–50

Source: Data collected by Zulsdorf, Evtimov, and Satana from land agencies in Ghana and Tanzania for a World Bank study on Land Administration in Sub-Saharan Africa.

Table 2: Unit Costs of Alternative Mapping Technologies in Europe and Ghana (US\$/km²)

Source of Large Scale Base Map	Image Scale/Resolution	Unit Cost	
		Europe	Ghana
Satellite imagery; ortho-rectified; new; at least 30 km ²	GeoEye 0.5 m	25	25
Aerial photography (250 km ²)	1:45,000 (50 cm pixel)	31.5	150
Line mapping	1:2,000	1,643	NA

Source: Aerial photo and line mapping data based on Konecny (2008); satellite imagery data based on prices listed on GeoEye website

Table 3: Investment costs of CORS in selected European and African countries (US\$)

Country	Number of CORS Stations	Year	Investment Cost	Unit Cost
Serbia	34	2004	1,244,000	36,586
Turkey	145	2007–09	4,200,000	29,099
FYR Macedonia	14	2007	615,595	43,971
Ghana	5	2007	164,160	32,832

Source: Data collected by Zulsdorf, Evtimov, and Satana from land agencies in Ghana and from World Bank projects for a World Bank study on Land Administration in Sub-Saharan Africa.

Table 4: Comparative Unit Costs for Systematic Land Titling (US\$/parcel)

Country	Unit Cost	Setting	Remarks
Ghana	US\$ 50	Mostly urban	Cost excludes aerial photos
Tanzania	US\$ 75	Urban	The 20,000 plots urban project
Thailand	US\$ 32	Rural	From Burns study
Indonesia	US\$ 24	Rural	From Burns study

Source: Data collected by Zulsdorf, Evtimov, and Satana from land agencies in Ghana, Tanzania and Ethiopia for a World Bank study on Land Administration in Sub-Saharan Africa.

As for its fiscal impact, the LAP exceeded PDO performance targets and yielded significant revenue for the government, some of which was retained for internal use (by the Office of the Administrator of Stool Lands, for example). Revenues increased dramatically from US\$ 12 million in October 2003 to US\$ 135 million in December 2010, representing a more than ten-fold increase.

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Name	Title	Unit	Responsibility/ Specialty
Lending			
Supervision/ICR			
Baba Imoru Abdulai	Procurement Specialist	AFTPC	
Adu-Gyamfi Abunyewa	Procurement Specialist	AFTPC	
Gayatri Acharya	Senior Economist	SASDA	
Beatrix Allah-Mensah	Social Development Specialist	AFTCS	
Rose Abena Ampadu	Program Assistant	AFCW1	
Charles Annor-Frempong	Senior Rural Development Specialist	AFTAR	
Ferdinand Tsri Apronti	Consultant	AFTFM	
Andrew Osei Asibey	Sr Monitoring & Evaluation Specialist	AFTDE	
Charles K. Boakye	Consultant	AFTUW	
John W. Bruce	Consultant	ARD	
Victoria Ahlonkoba Bruce-Goga	Program Assistant	SEGOM	
Samuel Bruce-Smith	Consultant	AFTAR	
Frank Fulgence K. Byamugisha	Operations Adviser	AFTAR	
Jean-Paul Chausse	Consultant	AFTCS	
Robert Wallace DeGraft-Hanson	Financial Management Specialist	AFTFM	
Akosua Gada	STC	AFCS1	
Rita Akweley Lartey	Program Assistant	DECOS	
Jonathan Mills Lindsay	Senior Counsel	LEGEM	
Patience Mensah	Consultant	ARD	
Cora Melania Shaw	Consultant	ECSS3	
Kafu Kofi Tsikata	Sr Communications Officer	AFRSC	
Elizabeth Alluah Vaah	E T Consultant	AFTFM	
Frederick Yankey	Sr Financial Management Specialist	AFTFM	
Rogier J. E. van den Brink	Lead Economist	EASPR	

Note: A first draft of this ICR was produced by a team of consultants led by Suha Satana and including Ian Lloyd.

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank budget only)	
	No. of Staff Weeks	US\$ 000s (including travel and consultant costs)
Lending		
FY01	8	49.99
FY02	23	147.35
FY03	33	222.03
FY04		19.80
Total:	64	439.17
Supervision/ICR		
FY04	14	69.35
FY05	18	59.58
FY06	19	73.10
FY07	25	60.26
FY08	32	111.87
FY09	9	0.00
Total:	117	374.16

Annex 5. Beneficiary Survey Results

In November 2008, the project engaged a consultant to undertake a beneficiary assessment of the Deed Registration Offices implemented by LAPU.⁸ The study's specific objectives were to:

- Determine the total cost and time of doing business at the deed offices (including transportation, accommodation, meals, and incidental costs such as agent's fees).
- Determine the processes at the Lands Commission and Land Valuation Board that lead to registration.
- Determine the number of deeds registered by each office, disaggregated by gender.
- Ascertain whether land registration has enabled beneficiaries to obtain loans or mortgages from financial institutions.
- Assess the revenue generated by land registration services.
- Assess beneficiaries' satisfaction with the delivery of land registration services.

Cost and time of doing business and registration processes at deed offices

In addition to the official fees for registering land, transport costs accounted for over 42 percent of applicants' incidental costs, followed by agents' fees and meals.

The number one mode of ownership is family land, followed by private and stool land. The precise and formal process developed for registering specific types of land enables registry officials to state categorically how long the process for registering a particular type of land will take. Because registration offices can issue definite "turnaround times" for all categories of transactions, the time associated with specific registration processes can be monitored and evaluated effectively.

The applicants themselves stated that the average time for completing registration had improved. It was easier for all parties concerned to discern that the time involved in the registration process was decreasing.

Ancillary benefits (credits, loans) facilitated by land registration

About one-fourth of all applicants used their proof of registered land to access various loans from financial institutions. They also used their documents to secure tenure, building permits, and visas and to post bail.

Revenue

The establishment of the deed registry offices increased the revenue-earning capacity of land agencies, especially those directly involved in registration. Since the revenue stream is linked directly to the number of registrations made, over time there is a clear appreciation of the earnings accruing to each organization from its role within the registration process.

⁸ See "Beneficiary Assessment Study of Land Registries," November 2008, Ghana Land Administration Project, <http://www.ghanalap.gov.gh/index1.php?linkid=276>, accessed December 2011.

Beneficiary satisfaction

A list of 12 items was used to assess whether the land registry service was achieving its objectives. Only 3 items (usefulness of the end product, tenure security, and a well-functioning service) were scored “high” by over half of the respondents. Eight items were scored “medium” by most respondents, whereas about one-third of applicants rated decentralization in the delivery process as “low.”

More specifically, some 70 percent of respondents indicated that the deed registration process was achieving its objectives; 75 percent indicated that the establishment of the registries has had a positive impact on the delivery of land registration services.

In addition to gathering information through the formal survey, the survey team gathered information from interviews with focus groups and key informants. Surveyors scored only the costs associated with the service as “high.” For estate developers and land agents, all items received a score of “low” satisfaction. Legal practitioners indicated that the usefulness of the end product is “high,” but the efficiency of the service is “low.” Perhaps unsurprisingly, staff of the financial institutions considered the time involved with the service, as well as the accessibility of the service and quality of information provided, to be of the “highest” satisfaction level. Traditional authorities and members of the regional houses of chiefs underlined the usefulness of the end product and rated it “high,” but they considered the time involved as “low” and all other factors as “medium.” Apart from cost, which they rated “medium,” members of women's organizations interviewed rated all elements as providing very “low” satisfaction.

With respect to the delivery of land registration services, “usefulness of the final product” was the only measure of satisfaction scored “high” by over half of respondents. One-third of respondents expressed “low satisfaction” with the time needed to complete the process, the fees charged by the registry offices, and the number of processes and agencies involved.

The survey respondents also observed that the deed registry offices had positively influenced their ability to access credit and own property, empowered women, and increased revenues for land agencies.

Annex 6. Stakeholder Workshop Report and Results

The M&E Unit organized Stakeholder Workshops in 2007, 2008, 2009, and 2010 to share the LAP M&E Reports.

Annex 7. Summary of Borrower's ICR and/or Comments on Draft ICR⁹

The concluding chapter of the borrower's ICR indicates that a major feature of the LAP was to provide an enabling environment for exploration, testing, and learning by carrying out key land reforms. Consequently, project activities focused on three areas:

- Transforming the policy and legal environment governing land administration.
- Undertaking institutional reforms.
- Carrying out pilots of land administration measures and tools previously untested in Ghana, such as customary boundary demarcation, developing a geodetic reference network, computerizing land records, developing a Land Information System, systematic land titling, establishing land courts, and introducing alternative dispute resolution mechanisms in the adjudication of land cases. Other pilots are ascertaining and codifying customary laws, initiating land use planning, using Unique Parcel Numbering, building reference stations (CORS), developing a land valuation database, establishing and strengthening CLSs, and inventorying State-acquired or -occupied land.

Key achievements in pursuing project interventions under each of the four components and items that remain to be accomplished are discussed in the sections that follow.

Component 1: Harmonizing Land Policy and Regulatory Framework for Sustainable Land Administration

Progress has been made in evolving a responsive policy and legal environment to govern land administration in Ghana. Two bills, the Land Bill and Land Use and Planning Bill, are at an advanced stage of preparation. The draft bills have been the subject of stakeholder consultations and circulated to stakeholder groups for review and comments. Following the review and incorporation of relevant comments, the bills will be submitted to the Cabinet for approval before presenting them to Parliament. The inventory of State-acquired land has been completed in selected districts, enabling the government to devise a policy to determine compensation payment where necessary. Support to the judiciary in establishing five fully automated land courts in Accra has been very good. It is anticipated that the courts will expedite the handling of land cases.

Component 2: Institutional Reform and Development

An institutional foundation for the second and any subsequent phases of the LAP has been laid. The Lands Commission Act 767 was passed in October 2008 and received presidential assent in December 2008 to merge four land agencies into a single entity, the NLC. Unfortunately no provision was made in the budget to implement the act, creating a very difficult beginning for the new commission. This critical issue should be taken up under LAP2. The NLC is currently undertaking reengineering processes to ensure efficient operationalization of the Lands Commission Act.

⁹ Comments on the draft ICR by the implementing agency, MLNR, are contained in Annex 8.

Thirty-seven CLSs have been established and strengthened to facilitate management and record keeping by traditional authorities for customary land. The CLSs, established at different periods and places, are at different levels of growth.

Component 3: Improving Land Titling, Registration, Valuation, and Information System

Activities pursued under this component included:

- Systematic land titling pilots in six sites in Accra and two in Kumasi, covering approximately 8,000 titles. About 90 percent of the sites are government lands.
- Piloting of the LIS, which is now functional.
- Complete installation of a geodetic reference network in Accra, Kumasi, and Takoradi; installation of five CORS in Accra, Kumasi, Takoradi, Tamale, and Bolgatanga is in progress.
- Customary boundary demarcation in 10 sites. Unresolved disputes have seriously hindered progress in this activity.
- Intelligent document scanning of land certificates. Over 200,000 documents held at the Accra Land Registry and some of the instruments on acquired land have been digitized. The system architecture has been designed to link with the LIS. The *LC* is to provide space for hosting equipment, which dedicated personnel are being trained to handle. A major challenge was that some deed registration records were either partially or entirely photocopies and had to be authenticated.
- Support was provided to the Town and Country Planning Department for land use planning to enhance its legal, technological, and institutional capacity. A human settlement policy; institutional review; legal review; community-based land-use planning models; and planning guidelines, standards, and permitting procedures have been developed. Production of orthophoto maps and satellite imagery are yet to be completed.

Component 4: Project Management, Monitoring, and Evaluation

A program was launched to help create awareness among stakeholders about the LAP and its achievements. A communication strategy was completed to systematically create public awareness on the next phase of the operation. Some capacity building was carried out in selected areas for the land agencies to enhance their skills for effective and efficient land administration. A gender strategy was also developed, to be implemented during the next project.

The project confronted challenges in implementing this component, however, such as a weak commitment among some land agencies (manifested by delays in the supply and installation of goods and equipment); setbacks in completing consultancy assignments; prolonged processing of procurement requests; and ineffective contract management for consulting services and goods. Despite these challenges and the complexity of the project, all the planned pilots were initiated and have gone through continuous evaluation to elicit lessons for the next phase of the project.

Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders

Below are comments on the draft ICR from the implementing agency, MLNR.

We refer to the LAP ICR report submitted to the Government of Ghana (GoG). The report has been reviewed and we conclude that it is an accurate reflection of the implementation process.

However, the following two main issues are to be revisited, namely: A. overall LAP rating and B. issues on Monitoring and Evaluation.

A. OVERALL RATING OF LAP

MLNR, after having looked at the Report, have issues with the overall weighted rating given to the LAP implementation and outcome as ‘moderately satisfactory’. The IDA had made the following observations, which we recapitulate below.

The achievements of the Project Development Objectives (PDO) were rated by the IDA as follows:

Institutional Reforms: *Highly Satisfactory*

Reason being: i) reduction in turnaround time; ii) increase in land transactions revenue; and iii) implementation of the Lands Commission Act 767 (2008)

Policy Reform: *Satisfactory*

Reason; Policy initiatives were to develop a foundation for: i) Land Commission Act; ii) Land Bill; and iii) Land Use Planning Bill. The success as per the PDO and Intermediate indicators were the: i) completion of a gender strategy; ii) increasing the registration of land ownership by women; and iii) development of a policy on compensation on compulsory acquired lands.

Pilot Activities: *Marginally Satisfactory*

Reason: 4 out of the six pilot activities achieved targets, namely: i) Inventory of State acquired/occupied lands; ii) Established/Strengthening of Customary Land Secretariats; iii) Establishment of Land Use Planning Models; and iv) Property Revaluation. The remaining two pilots, Systematic Land Titling (STL) and Customary Boundary Demarcation (CBD) fell short of achieving the intermediate outcome.

MLNR comments on rating:

MLNR notices that the justification for the overall outcome rating of ‘*Moderately Satisfactory*’ (Section 3.4, p15) is based on a weighted average of Moderately Satisfactory and Satisfactory for the *pre-restructuring and post-res restructuring* periods, respectively.

Moreover, the Implementation Status Results (ISRs) as reported in Section G of the Data Sheet shows that out of the 17 ISRs reported during the project period, 12 were rated satisfactory, whilst 4 were Moderately Satisfactory and 1 Unsatisfactory.

Based on the foregoing, MLNR is of the opinion that it would be appropriate to rate the overall outcome as 'SATISFACTORY' NOT 'Moderately Satisfactory'.

B) MONITORING AND EVALUATION

From the report, the M&E role should have been more vibrant and relevant to the reforms and to project performance. While the resources were limited and the Regions were not fully engaged, it appears that the importance of M&E to change management was underestimated.

The report stressed that the concentration on outcomes such as: i) revenue generation by LSAs; ii) the turnaround time for deeds/titling documentation; and iii) the backlog of land court cases, caused the *limitation to effective monitoring*. As such, this did not provide basis for managerial action, and also did not provide project management with the required feedback on issues related to the effectiveness of LAP strategies and activities pursued in project implementation.

MLNR comments on monitoring and evaluation:

The conclusion seems to imply that the limitation of effective monitoring was due to the fact that, the M&E concentrated on the above three out of the seven PDO indicators, thus, resulting in lack of feedback information to management, on the wider project implementation.

In fact, MLNR is of the view that the M&E unit whilst reporting regularly on key PDOs for ISR also provided up-to-date data analysis on intermediate outcomes. In addition, reports on project implementation slippages, with recommendations were submitted, through the Quarterly Solution Framework and the Annual Field Visits Reports to project management (see Annex 9 List of Supporting Documents, Nos. 21 and 22).

The Report, however, acknowledged that given the very broad scope and complex nature of LAP, the management of the M&E system in furnishing its deliverables under capacity constraints is worthy of praise. MLNR accepts this position.

Annex 9. Supporting Documents

1. Project Preparation Document, HATCH, March 2002
2. Development Credit Agreement IDA 3817 GH, August 2003
3. Project Appraisal Document LAP1, July 2003
4. Implementation Manual for LAP, March 2004
5. Implementation Manual for LAP, January 2007
6. Revised Framework for Results Based M&E, December 2006
7. Monitoring and Evaluation Indicators Baseline Survey, November 2006
8. Mid-Term Review and Proposals for Re-structuring LAP, August 2006
9. Project Paper on a Proposed Restructuring of the Land Administration Project for Ghana October 10, 2008
10. Project Completion Report for CLA Units, DFID, December 2009
11. Enhancing alternative dispute resolutions in CLS, February 2009
12. Sensitization workshops for chiefs and landowners, Upper East Region, August 2008
13. Customary Land Units post-inaugural sensitization programs, 2009
14. Report on working visits to the CLS pilot sites, draft paper
15. All about Customary Land Administration, draft paper
16. LAP Progress report for Mid-term Review, July 2006
17. LAP Work Plan spreadsheets: 2004–09
18. M&E LAP Data collection strategy, 2007
19. Technical Review Report, Land Administration Project World Bank, November 2–9, 2009
20. M&E Solutions Framework, 2009 and 2010
21. Procurement reports, 2003–09
22. Beneficiary Assessment Study of the established Deed Registration Offices, November 2008
23. LAP Lessons learned from Project Implementation, October 2010
24. Joint Supervision Aide Memoires, 2004–10
25. LAP Implementation Status and Results Reports, 2006–11
26. LAP Progress Report for Implementation Support Mission, April 2010
27. LAP Annual Reports, 2004–10
28. Reports on audited financial accounts, 2003–09
29. Land Administration Reform and Financial Sustainability, and Strategic Plan for Capacity Building, OMO Studies, January 2010
30. Project Appraisal Document, LAP2, World Bank, March 7, 2011
31. Ghana LAP, Review of M&E System, MASDAR, June 2011
32. Ghana LAP, Government’s own ICR, March 2011
33. Konecny, G. 2008. Low cost cadastral parcel identification, FAO Land Tenure and Management Unit.

