Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)
BASIC INFORMATION

A. Basic Project Data

<table>
<thead>
<tr>
<th>Country</th>
<th>Project ID</th>
<th>Project Name</th>
<th>Parent Project ID (if any)</th>
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<tbody>
<tr>
<td>Cote d'Ivoire</td>
<td>P167401</td>
<td>Abidjan Urban Mobility Project</td>
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<th>Estimated Board Date</th>
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<td>28-Jun-2019</td>
<td>Transport</td>
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<th>Implementing Agency</th>
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<tr>
<td>Investment Project Financing</td>
<td>THE REPUBLIC OF COTE D’IVOIRE</td>
<td>Ministry of Transport</td>
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Proposed Development Objective(s)

The Project Development Objective is to improve accessibility to economic and social opportunities and to increase efficiency of the public transport system along the Yopougon-Bingerville corridor and its feeder lines in Abidjan.

Components

- Implementation of the East West BRT Yopougon-Bingerville
- Strengthening of SOTRA and restructuring of the feeder system to mass transit lines
- Organisation of the informal transport sector and last mile accessibility
- Human Capital Development and Operational Support

PROJECT FINANCING DATA (US$, Millions)

SUMMARY

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<th>Total Project Cost</th>
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DETAILS

Private Sector Investors/Shareholders

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Government Resources | 10.00 | IDA (Credit/Grant) | 300.00
Non-Government Contributions | 40.00 | Other IFIs | 100.00
Private Sector Equity | 40.00 | Commercial Debt | 90.00
| | | Unguaranteed | 90.00
Total | 50.00 | | 490.00

Payment/Security Guarantee

| Total | 0.00 |

Environmental Assessment Category

A-Full Assessment

Decision

The review did authorize the team to appraise and negotiate

B. Introduction and Context

Country Context

1. **Côte d'Ivoire is continuing its healthy recovery from a decade-long civil war.** The country is the largest economy in francophone Sub-Saharan Africa, and the third-largest in West Africa, with a population of 24.3 million and a Gross Domestic Product (GDP) of US$39.91 billion in 2017. The country’s GDP grew at a rate of 7.7% in 2017 and around 7.4% in 2018, while inflation has remained below 3 percent. Growth is expected to continue at a rate above 7 percent in 2019, reflecting buoyant domestic demand, steady foreign direct investment (FDI), and continued public spending, particularly on transport, information and communication technology (ICT), and energy infrastructure. The economy, however, remains vulnerable to external shocks, especially the volatility in the prices of the country’s main export commodities (that is, cocoa, cashew nuts, palm oil, and cotton) and climatic changes, as well as, to political uncertainty, especially in the preparation of the next Presidential elections scheduled in 2020.

2. **Côte d'Ivoire is one of the most urbanized countries in Sub-Saharan Africa and the Greater Abidjan Area is the engine of growth of the country.** More than half—56 percent—of Côte d’Ivoire’s population lives in urban centers, with urbanization increasing at 5 percent yearly, albeit with high spatial disparity between the Greater Abidjan Agglomeration (GAA) and other cities. By 2050, the share of urban population will increase to two-thirds. The GAA is home to approximately 5.4 million people, representing 42 percent of the country’s urban population. It covers 19 municipal jurisdictions, of which 13 are under the Autonomous District of Abidjan (DAA) and the remaining six
are surrounding municipalities.\textsuperscript{1} It is the country’s main economic hub, contributing approximately 60 percent of its GDP (with an average GDP per capita 4.5 times higher than the rest of the country), 80 percent of formal employment, and 90 percent of formal enterprises. The GAA is expected to grow further, to reach 7 million inhabitants by 2030 and over 10 million inhabitants by 2040 and will remain the main driver for the country’s future economic growth and the achievement of the national objective of becoming a middle-income country by 2035. Although GAA contributes to the country’s economic development, its contribution has not yet been optimal because of several inefficiencies: low economic density, weak human capital, poor space organization, and high transport costs.\textsuperscript{2}

3. **The national poverty rate in Cote d’Ivoire is on a downward trend, declining from 48.9 percent in 2008 to 46.3 percent in 2015.** However, as revealed by the 2015 Living Standards Measurement Survey (LSMS), living conditions in urban areas have worsened, and urban poverty has increased from 29.5 percent in 2008 to 35.9 percent in 2015. There are high spatial disparities in poverty incidence across the country, with the city of Abidjan displaying the lowest poverty rate (22.7 percent). At the same time, Abidjan is also the region with the highest absolute contribution to national poverty: Abidjan is home to more than 11 percent of the country’s poor population. Success in tackling poverty in a mega-city like Abidjan depends on the ability of poor households to access jobs and economic opportunities which, in turn, requires good access to affordable and safe transportation. Cote d’Ivoire remains one of the countries in which the disparities between women and men are the greatest. Despite efforts to reform the laws, women do not always have equal access to the same levels of education and professional possibilities as men. They also need better access to healthcare and family planning.

4. **Vulnerability to climate change and disasters is a key concern for Cote d’Ivoire.\textsuperscript{3}** Côte d’Ivoire is the 147th least resilient nation of 169 countries. Based on Intergovernmental Panel on Climate Change (IPCC) estimates, climate change could reduce GDP by 2% to 4% across Africa by 2040 and by 10% to 25% by 2100. These losses would be borne by the agricultural, human capital, and infrastructure sectors and could plunge 2% to 6% more households into extreme poverty by 2030. In Côte d’Ivoire, that would amount to nearly one million more people in a situation of extreme poverty (living on less than $1.90 per day), in addition to the six million poor in the country today.

**Sectoral and Institutional Context**

5. **Despite significant public investments in road infrastructure in recent years, GAA suffers from unreliable urban transport, high transport costs and growing congestion, which hinders its competitiveness.** Urban mobility has become a major challenge: the population growth and the economic development of Abidjan have a significant influence on the demand for transport, while this trend is reinforced by the weaknesses of the current public transport supply which is dominated by informality, lack of coordination, obsolescence, inadequacy and shortage of system management personnel. Approximately 51 percent of all firms in the country consider transport to represent a “major” or “very severe” obstacle to their operations; this figure rises to 57 percent in Abidjan. The

\textsuperscript{1} The GAA covers the metropolitan area of Abidjan and consists of 19 municipal jurisdictions, of which 13 are under the DAA (Abobo, Adjame, Anyama, Attécoubé, Bingerville, Cocody, Koumassi, Marcory, Plateau, Port-Bouët, Songon, Treichville, and Yopougon) and 6 are surrounding municipalities (Grand-Bassam, Bonoua, Alépé, Azaguié, Dabou, and Jacqueville).


burden manifests itself in several ways, including through low physical accessibility to labor force and congestion-related delays in delivery times. When compared to other countries in West Africa, firms based in Abidjan are significantly more burdened by transport issues. A 20% improvement in urban mobility in Abidjan could generate gains of almost 1% of annual GDP growth⁴.

6. **Because of expensive and poor public transport system, Abidjan’s population suffers from inadequate mobility and high transport costs.** Each household spends an average of CFAF1,075 (US$1.82) per day and “loses” more than 3 hours commuting. Residents in outlying neighborhoods are most adversely affected because their trips are longer (78 minutes per trip compared to a city-wide average of 33 minutes). In aggregate, more than CFAF 4 billion is spent daily (in monetary and opportunity costs), equivalent to CFAF1,200 billion (US$2 billion) per year. Transport represents the third highest expenditure in Abidjan’s household budgets (after food and housing) and about 4 to 5 percent of the national GDP in 2017. At current public transport fares, households earning less than CFAF100,000 (US$173) per month would have to spend, on average, 30 percent of their overall budget to afford a round-trip per day for two people. In contrast, a transport system is generally considered "affordable" when daily commuting does not absorb more than 10 percent of household expenses. High transport costs disproportionally impact the poor and women who tend to rely most on public transportation.

7. **Public transport⁵ accounts for approximately 80 percent of all motorized trips in the city.** It is provided by two different types of operators: (i) formal service providers operating and organized within a formal framework of contractual agreements, and (ii) informal service providers that operate more flexible routes, subject to compliance with certain conditions (such as registration and payment of a fee). The first type of service is provided primarily by the SOTRA (Société des Transports Abidjanais), with approximately 600 buses operating on 68 lines. In addition, lagoon ferries are operated by contractually formalized services provided by SOTRA and two private operators (STL and Citrans) – with a total of 30 to 40 boats. The rest of transport services in Abidjan are provided by the informal sector comprising minibuses (Gbakas) – about 5,500 vehicles; municipal taxis (Woro-woro) – about 12,000 vehicles; and other taxis – about 11,300 vehicles. Private vehicles account for just 11 percent⁶ of the daily trips. According to the latest household survey (2013) the percentage of households owning a car is only 8.9% in Abidjan.

8. **Between 1998 and 2013 the formal public transport share has decreased by more than 50 percent and represented less than 12 percent of total public transport trips in 2013,** mainly because of the poor performance of the SOTRA reflected in their low commercial speed (less than 15 km/h), insufficient coverage and obsolete equipment. The average waiting time for a SOTRA bus in 2013 has been around 30 minutes, far more than the average time for both the woro-woro and the Gbaka. This is mostly because the size of the SOTRA bus fleet has dropped dramatically due to the failure of the purchase of new buses since the early 1990s, peaking at 1,200 buses in 1987 to less than half (600) currently available. In addition, government compensations for the subsidization of monthly passes for students and civil servants are often delayed, causing financial problem for SOTRA. All of the above


⁵ Public transportation includes regular, continuing shared-ride surface transportation services that are open to the general public.

⁶ This represents 1.5 million trips
did not allow SOTRA to improve its operating performance in order to increase its market share.

9. Conversely, the share of the informal sector, consisting of Gbaka, metered taxis, woro-woro, and inter-communal taxis, increased from 68 percent of public transport trips in 1998 to more than 85 percent in 2013 (alone the woro-woro and the Gbaka account for the 77% of Abidjan’s daily public transport trips). The informal sector suffers from lack of coordination and regulation, absence of workers protections, and poor condition of vehicles that pose safety, reliability, and pollution problems. The average age of the woro-woro and Gbakas is 22 and 17 years, respectively, and due to lack of proper maintenance, their condition is often very poor.

10. As a result, a large share of Abidjan’s population continues to depend on walking for their daily mobility needs. Approximately 40 percent of the 13.6 million daily trips in the city take place on foot. In poorer areas such as Yopougon and Abobo, located respectively to the west and north of the Central Business District (CBD), the modal share of walking can increase up to 60 percent, due to a poor and unaffordable public transport system (Figure 1 illustrates the disproportionately higher share of walking among low-income households). This further accentuates the accessibility challenges of disadvantaged neighborhoods unable to efficiently reach the municipalities with higher concentrations of job opportunities and other services – hospitals, educational centers, etc. Work and business activities are concentrated in the center of the city (Plateau, Adjamé, Cocody), with far fewer jobs in the periphery. The inhabitants of the densest and poorest neighborhoods can access only a small share of the labor market within a reasonable commuting time. Abidjan is therefore losing out on the potential agglomeration benefits that come from a spatially integrated labor market.

11. Poor connectivity and congestion in Abidjan have a direct impact on the preservation of human capital. The lack of accessible, affordable, and reliable mass transit alternatives combined with poor management of the existing atomized public transport services causes the worsening of indicators assessing road safety and pollution conditions, with adverse impacts on the health of the city’s population and the natural environment. Vulnerable road users – including pedestrians, cyclists, and
motorcyclists – represent 46 percent of all the road traffic related victims of the more than 3,600 fatalities on Cote d’Ivoire’s roads each year. The majority of these occur in urbanized areas, particularly the GAA. Recent research by the Global Road Safety Facility (GRSF) estimates the cost of each fatality at 70 times the GDP per capita for middle-income countries and 100 times the GDP per capita for low-income countries. Furthermore, transport constraints directly affect the access to social services. In the Ivorian context, any constraints to access are significant, considering the country’s low scores on the Human Capital Index.

![Population density per km²](image1)

![Share of walking in overall trips ending in the zone](image2)

*Figure 2: Population density, reliance on walking, and planned mass transit lines; Sources: SDUGA, PACOGA*

12. **As part of the search for efficient and sustainable solutions to solve Abidjan’s mobility problems, the public authorities, through the Greater Abidjan Urban Master Plan (SDUGA), have chosen to promote mass transit systems to link the most populated areas with business neighborhoods.** Two major structuring corridors have been identified in the SDUGA for construction of mass transit under prioritized and exclusive right-of-way (ROW) arrangements by 2025. These are the North-South and East-West axes of the Abidjan urban area, serving large population basins in the dense areas of Abobo and Yopougon (north and west) linking them to the main employment centers of the Plateau, Adjamé (Center), and the port and industrial zone (south). The two axes identified in the SDUGA are presented in Figure 2. The map on the right in Figure 2 illustrates the proposed mass transit lines in the context of dependence on walking in different neighborhoods of the city. As noted before, this dependence is particularly high in the dense and relatively poor municipalities such as Yopougon.

13. **The SDUGA has received significant support from private and public stakeholders within the country and from donors, who have committed funding to several mobility projects in Abidjan:** The Metro Line 1 North-South project is financed by the French Treasury for EUR 1.5 billion (studies that will enable the operator to make a binding offer are under preparation; a first phase is expected in

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7 Global Burden of Disease (2017)

8 The Human Capital Index was developed by the World Bank in 2018 and combines education, health and child mortality indexes. Cote d’ivoire scored 149 out of 157 countries in the World on that index.
operations in 2022 and the second and last in 2023); while various transport infrastructure projects in the city are receiving the support from the Millennium Challenge Corporation (MCC) (US$300 million), the Japan International Cooperation Agency (JICA), and the African Development Bank (AfDB) (US$700 million). The World Bank Group (WBG) has also been involved with the Greater Abidjan Port City Integration Project (US$400 million), approved in June 2018.

Figure 3: Donor Interventions in the Greater Abidjan Area

14. As part of SDUGA implementation, AfDB and JICA are making substantial contribution to building trunk infrastructure to operationalize an East West axis to the North of the CBD. AfDB is financing under the Abidjan Urban Transport Project9 (PTUA, or Projet de Transport Urbain d’Abidjan) the construction of a 2x3 lane expressway in Yopougon, together with a 1.2 km Bridge, which is completed at the Eastern Border of Adjame. This project is usually known as the Abidjan 4th bridge project. This infrastructure will open the heart of Yopougon to a direct access to the city center, while all this area currently has to reach the Autoroute du Nord several km away. The construction contract for this motorway has been signed and resettlement procedures are ongoing. JICA is financing the upgrade

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9 The PTUA project, designed on the Yopougon side as a 2x3 urban expressway, will be modified in its scope and nature to allow the functional and operational insertion of a BRT corridor within its median reserve. The urban expressway features access to motorists at specific locations through dedicated interchanges.
of 3 major interchanges on the Boulevard Mitterrand in Cocody, in an area which already features a 2x3 lane carriageway with multiple at-grade signalized intersections, generating significant traffic jams in the peak hours.

15. **SDUGA implementation can also benefit from the long tradition of PPPs in transport services and urban infrastructure in Cote d’Ivoire**, which includes urban water supply, rail and airport operations since the mid-1990s. The construction of the third bridge in Abidjan completed in 2015 with MIGA support is a more recent PPP, which also demonstrated the capacity of the government to fulfill availability payments to guarantee the financial balance of the private investment.

16. **Government’s plans for transforming urban transport will change the nature of work in the sector and require more skilled and professional workers both in the formal and informal sectors.** In the formal sector, the new bus, BRT, and Metro systems will introduce new technologies (e.g. automated fare collection and fleet management). The government’s urban mobility program could therefore be an opportunity to create many new qualified jobs. In the informal sector, the professionalization of the Gbaka and woro-woro compelled by this transformed urban transport system will require a more qualified, skilled and certified workforce, and would benefit from social protection services, and improved entrepreneurship competencies.

17. **The current training and support systems for the formal sector is not up to the new demands and is non-existent for the informal sector.** Existing skills and qualifications frameworks and training programs for formal sector employees do not reflect new occupations and new competencies. The informal sector’s workers have no training opportunities and no social protection mechanisms in place to support operators.

18. **Women are under-represented in the transport sector worldwide and Côte d’Ivoire is no exception.** Women represent only 8% percent of the SOTRA workforce (total of about 4000 employees) and are mostly employed in clerical jobs (only 10 women are drivers or in bus maintenance). Very few women (less than 20) are woro-woro, taxi or Gbaka drivers in Abidjan, although it is believed that there is a slightly higher proportion of women who own vehicles.

C. Proposed Development Objective(s)

**Development Objective(s) (From PAD)**

The Project Development Objective is to improve accessibility to economic and social opportunities and to increase efficiency of the public transport system along the Yopougon-Bingerville corridor and its feeder lines in Abidjan.

**Key Results**

19. The PDO level indicators that have been identified for measuring the key results of the project and the achievement of the PDO are as follows:

20. The PDO level indicators that have been identified for measuring the key results of the project and the achievement of the PDO are as follows:
(a) Percentage of the population of GAA able to access the Plateau\textsuperscript{10} within 60 minutes during rush hour by public transport

\textit{Sub-indicator a1}: Percentage of the poor population of the GAA able to access the Plateau within 60 minutes during rush hour by public transport \textsuperscript{11}

(b) Percentage of the population of GAA able to access at least one additional hospital within 30 minutes during rush hour by public transport compared to baseline

\textit{Sub-indicator b1}: Percentage of the poor population of GAA able to access at least one additional hospital within 30 minutes during rush hour by public transport

(c) Percentage of population of GAA able to access at least one additional secondary school within 30 minutes during rush hour by public transport compared to baseline

\textit{Sub-indicator c1}: Percentage of the poor population of GAA able to access at least one additional secondary school within 30 minutes during rush hour by public transport

(d) Satisfaction rating by public transport users of BRT and its feeder lines

\textit{Sub-indicator d1}: Satisfaction rating among women who use the BRT and its feeder lines
\textit{Sub-indicator d2}: Satisfaction rating among the poor who use the BRT and its feeder lines

(e) Average passenger ridership in the BRT buses per weekday

\textit{Sub-indicator e1}: Average ridership by female passengers in the BRT buses per weekday

(f) Number of transport service providers trained through formal training programs

\textit{Sub-indicator f1}: Number of formal transport sector workers trained through the training programs financed by the project
\textit{Sub-indicator f2}: Number of female formal transport sector workers trained through the training programs financed by the project of which women
\textit{Sub-indicator f3}: Number of informal transport service providers trained through the training programs financed by the project
\textit{Sub-indicator f4}: Number of female informal transport service providers trained through the training programs financed by the project

D. Project Description

21. The proposed project is part of a general initiative to improve urban mobility conditions on Abidjan’s East-West corridor. While the first component will support the establishment of the East-West BRT corridor between Yopougon and Bingerville through PPP arrangements, the other 3 components will

\textsuperscript{10} Defined as Place de la Republique
\textsuperscript{11} Population living at or below the official poverty line.
address the inefficiencies and shortcomings of GAA’s existing urban mobility sector by: (i) supporting the strengthening of SOTRA and the restructuring of the formal bus transport network around the two mass transport corridors (North-South Metro line and East-West BRT corridor); (ii) supporting the professionalization of the informal transport sector and improving last mile connectivity in the BRT corridor’s catchment areas; and (iii) supporting human capital development in the urban transport sector by improving skills and social protection schemes. The project’s operational cost will be included in the fourth component.

Component A: Implementation of the East-West Bus Rapid Transit (BRT) corridor between Yopougon and Bingerville

22. This component will finance the implementation of a BRT system and its associated facilities along the Yopougon-Bingerville corridor. This corridor will use the right of way of the 4th bridge Project (PTUA) and of the 3 road interchanges financed by JICA in Cocody. This component will finance any potential modifications to the infrastructure provided under the PTUA that may arise due to the BRT insertion. The objective of this component is to implement a mass transit solution fully integrated with the existing public transport network and with its urban environment with a specific focus on Yopougon for this latter aspect.

23. Public contribution to the BRT will depend on the type of PPP arrangement and risk sharing agreed between the Government of Côte d’Ivoire (GoCI) and the BRT operator(s). Credit enhancement or government support mechanisms such as guarantees could be considered after completion of ongoing due diligence and transaction services for the BRT operations. Such mechanisms could come from several sources including MIGA, IFC or the IDA Private Sector Window.

Sub-component A1. Implementation and operationalization of a BRT System along the East-West axis

24. This sub-component will finance the finalization of studies and transaction advisory services enabling the selection of the operator(s) in charge of the: (i) construction of infrastructure and BRT associated facilities, and (ii) operations of the BRT. It will also finance the construction of the infrastructure and BRT associated facilities (bus lanes, depots, terminals, stations including the station connecting with the North-South metro line in Adjame) as well as rolling stock. Contractual arrangement(s) and contribution(s) will depend on the type of PPP and may include goods, services, works and/or a defined contribution (such as viability gap funding). Possible options may comprise a PPP that includes both infrastructure and rolling stock, or public funding of all or part of the infrastructure, or infrastructure and rolling stock. All possible PPP options are considered under an ongoing PPP assessment commissioned\(^{12}\).

25. The East-West BRT corridor consists of a 19km long corridor, made up of two sections built on the following infrastructure: (1) the Yopougon-Adjame section including a bridge (the 4th Bridge, under construction); and (2) Adjame - Bingerville passing through the boulevard François-Mitterrand. In the proposed design, the BRT route is fully segregated in the median of the roadway. The design of the three Bingerville road interchanges planned as part of the JICA-funded project already includes the

\(^{12}\) This assessment benefits from grants from the Global Infrastructure Facility and Public-Private Infrastructure Advisory Facility.
necessary arrangement for BRT inclusion. The infrastructure will be designed taking into account climate and disasters resilience aspects.

26. The BRT corridor will have approximately 22 stations with an average distance between stations of 700m, except where the BRT crosses the Banco Bay between Attecoube and Adjamé. Stations will be median aligned. They will be closed with off-board fare collection system and level boarding which will enable faster passenger boarding and alighting movements. The exact location, layout and design of the stations will be further defined in the ongoing detailed engineering studies. The design will conform to the Universal Access Guidelines, which ensure access for persons with disabilities.

27. The BRT will include a provision of modern articulated buses with a capacity of approximately 160 passengers each. To support the commitments made by the GoCI under the Climate Change Paris Agreement, the BRT system will feature high-efficiency low-emission vehicles (electric buses) that are currently being identified and evaluated through detailed design studies.

Sub-component A2: Integration of the BRT with the existing public transport network and in the urban environment

28. This sub-component will finance technical assistances to improve integration of the BRT corridor with the existing public transport network and within its urban environment including but not limited to physical and fare integration study, parking management plan, traffic management plan, non-motorized transport (NMT) plans (cyclists and pedestrians) etc., and a strategy for supporting Transit-Oriented Development (TOD) within the project’s area of influence, particularly in Yopougon. The TOD approach aims to ensure that the government and local authorities can direct investments towards the BRT system's infrastructure and derive income from it to help finance and develop services within the project’s catchment area.

29. On the western section of the BRT corridor in the municipalities of Yopougon and Attecoubé, this Subcomponent will finance the civil works, goods and services necessary to achieve optimal urban integration of the BRT infrastructure and the supporting urban expressway with their neighborhood areas through service roads, pedestrian areas, services, street furniture, etc.

30. The construction of the corridor and of all infrastructure under the project will place a strong focus on accessibility and road safety with rehabilitation of sidewalks, construction of bicycle lanes, provision of convenient and safe pedestrian crossings, and assessment and mitigation measures for road safety during design and construction of the infrastructure. Beyond accessibility, security for women will also receive strong focus with well-lit and camera monitored stations for a safer environment. Other measures, financed under Component B and C, will provide further integration with the overall public transport network and the public infrastructure.

Sub-component A3: Provision for a modification of the contract for the 4th bridge built as part of the PTUA

31. The financing and contract for the 4th Bridge and the Yopougon Urban Motorway (PTUA) were prepared before the GoCI decided to develop the BRT on the Yopougon axis. As a result, the studies and contract were awarded without considering the BRT’s infrastructure. This will require the redesign of the infrastructure to expand the ROW on a section of approximately 800 meters and the
redesign of some interfaces with the existing network. Studies to enable these adjustments are underway. Discussions will be held with the AfDB (PTUA financier) once these have been concluded to determine how to finance the additional civil works.

Component B. Support for the strengthening of SOTRA and the restructuring of the feeder system to mass transit lines

32. The main objective of this component is to strengthen the integration of the BRT to the rest of Abidjan’s urban transport network. Implementing an efficient feeder bus system around the two mass transit lines is key to increase the overall performance of the public transport system by ensuring physical, functional and fare integration of public transport modes to best meet users’ needs and to offer optimal city coverage by public transport services. An efficient feeder network also helps maximizing ridership on the two mass transit lines, thus optimizing the financial profitability of the BRT investment and its attractiveness for a private operator.

33. To achieve this objective, this component will finance: (i) technical assistance and investment aimed at restructuring the bus network and strengthening SOTRA and (ii) works along feeder and inter-neighborhood roads, investments and street furniture for public transport and pedestrian.

Sub-component B1. Support for restructuring the public bus network and strengthening SOTRA

34. SOTRA is finalizing its strategic Vision 2020-2030 that relies on: (i) a large-scale vehicle acquisition (more than 2,000 buses and 40 bus boats by 2020); (ii) the hiring of 5,000 new staff; (iii) the construction or rehabilitation of dedicated infrastructure such as depots and terminal stations; (iv) a strategy for improving internal processes and customer relations, including the deployment of an interoperable fare collection system, a new ITS for improved passenger information and operations management; and (v) training and capacity building activities.

35. Following consultations with all stakeholders, it has been agreed that this sub-component will finance goods, works and services for the following activities:

a) Technical assistances to restructure SOTRA’s public bus network and to improve integration of the mass transport system with the formal bus feeder network;

b) Technical assistances to improve SOTRA’s operational performance, including but not limited to, improved operations management, deployment of a new ITS system and a fare collection system (in coordination with the BRT);

c) Construction of two bus depots in Yopougon and Port-Bouët and two large terminal stations in Yopougon and Cocody.

36. SOTRA’s buses performance and commercial speed will be further improved by road works and provision of street furniture for public transport financed by Sub-Component B2.

Sub-component B2: Improvement of feeder roads and street furniture and investments for public transport

37. This sub-component will finance the goods, works, and services for:
a) Road works along the main feeder roads and local roads supporting diverted traffic in the communes of Yopougon, Attécoubé, Adjamé, Cocody, and Bingerville;

b) Street furniture and investments needed to improve the quality of service and commercial speed of public bus transport along feeder routes, including but not limited to: dedicated lanes, junctions with public transport priority, bus stops and stations, multimodal transport hubs, street furniture, etc.

38. Consultations with AGEROUTE and the municipalities crossed by the BRT corridor have allowed to identify and geo-reference approximately 100 projects for road rehabilitation, road widening, new roads construction and pedestrian investments within the influence of the BRT corridor for a total amount of US$320 million. Prioritization will therefore be carried out in consultation with the relevant stakeholders and based on criteria that might include traffic supported by the feeder road, with a focus on public transport, existing ROW and potential population and activities resettlement issues, and technical readiness. Should additional resources be available, a larger volume of works could be considered. This subcomponent will finance works along the main feeder and vicinal roads while subcomponent C1 will mainly finance intra neighborhood tertiary road works and pedestrian investments for the last/first mile access.

39. Investments in specific public transport facilities / furniture will be identified following a restructuring study that will be launched in April 2019 and will enable start of works by December 2019. The volume of work will also depend on the available financing envelope.

40. The climate and disaster resilience of this project component will be enhanced by design featured such as the putting in place of efficient drainage systems along the roads.

Component C. Support for the organization of the informal transport sector and last-mile accessibility

41. The objective of this component is to improve integration of the informal public transport service providers into an overall upgraded public transport system; to ensure that they serve as efficient feeder services for the larger-scale mass transit services (Metro, BRT, and SOTRA); and to improve non-motorized (pedestrian and bicyclist) accessibility to the BRT corridor and public transport system to ensure last-mile accessibility for BRT users.

42. This component will finance: (i) technical support for improved organization of woro-woro and Gbaka lines, infrastructures for improved services (stations and passenger loading facilities), pedestrian and bicycle infrastructures in the municipalities served by the BRT corridor; and (ii) support for the renewal of the vehicle fleet of the informal transport operators in the selected municipalities.

43. The professionalization of the sector is also a necessary element for its modernization; it is addressed in project Component D.

Sub-component C1: Support for the organization of informal public transport service and last-mile accessibility

44. This sub-component will finance the following activities:
a) Support for the organization of woro-woro and Gbakas lines in the municipalities served by the BRT corridor on the basis of the recommendations of the restructuring study to be launched in April 2019;
b) Civil works for taxi and Gbaka stations on the main interchanges along the BRT corridor;
c) Civil works for parking and passenger loading facilities along the feeder roads in the municipalities of Yopougon, Attécoubé, Adjamé, Cocody, and Bingerville;
d) Pedestrian and bicycle paths construction works in the areas served by the BRT corridor;
e) Facilities and equipment necessary for improved service quality and safety and security (especially for vulnerable people and women) in stations and along upgraded roads, including pedestrian areas, street lighting, street furniture, etc.

45. A prioritization of the facilities to be improved will be carried out in consultation with the relevant stakeholders, based on criteria such as their impact on inter-district access and accessibility to the BRT corridor. In the event of additional resources, a larger volume of work could be considered.

46. The climate and disaster resilience of this Sub-component will be enhanced by design features such as putting in place efficient drainage systems along the feeder roads and pedestrian and bicycle paths.

**Sub-component C2: Support for the renewal of the taxi and minibus fleet**

47. This sub-component will support the fleet renewal program for the ageing fleet of small-scale urban transport vehicles. In line with the strategy implemented by the Road Transport Development Fund (Fond de Développement du Transport Routier, or FDTR) and in line with the fleet renewal mechanism developed by the PAMOSET project, the Project will finance the renewal of 2,000 taxis and 1,000 Gbaka vehicles. This will be accomplished by:
   a) Providing the payment for scrapping premiums to eligible vehicles owners, based on the scrapping premium grid (by type of vehicle) established by the Ministry of Transport within the framework of the PAMOSET project, corresponding to approximately 10% of the price of a new vehicle, as an initial contribution paid to the commercial banks involved in the program; and
   b) Establishing a first loss guarantee to cover a risk-sharing facility (RSF) that the International Finance Corporation (IFC) will set up with commercial banks partners.

48. The eligibility criteria for the fleet renewal are defined in the Program Manual developed under the PAMOSET and include professionalization criteria. The vehicles will be scrapped in the scrap yard financed by the PAMOSET project. As part of the fleet renewal, a bonus for electric vehicles and equipment using new technologies may be granted on a pilot basis.

49. The joint IDA-IFC Risk-Sharing Facility (RSF) will encourage private commercial banks and, potentially, other financial intermediaries to serve a new cohort of transport operators by partially mitigating creditor risk through first-loss cover.

**Component D. Human capital development and operational support**

50. This component has two main objectives: (i) the development of skills required for the existing and future needs of the urban formal and informal transport sector and (ii) support for the establishment of social protection systems for workers of the informal public transport sector. The activities of this
component also aim to promote women’s employment in the sector and the development of a cohort of highly technically educated female executives.

**Sub-component D1: Support for skills development in the urban transport sector**

51. The proposed sub-component will finance technical assistance and training for formal and informal transport service providers:

a) Technical assistance to assess beneficiaries’ profiles and needs;

b) The payment of scholarships to allow executives of public administrative institutions – including staff of the future transport planning authority of Abidjan – to obtain the Professional Master degree in Transport from the Ecole Nationale des Ponts et Chaussées (ENPC) at the INP-HB that is currently under development, financed by the Greater Abidjan Port-City Integration project; this activity will also allow developing a pipeline of female executives in particular, by ensuring gender balance in the targeting of the education sponsoring process;

c) Technical assistance to develop the sector’s strategy and training framework;

d) The renovation of the SOTRA Institute and the training of its instructors; this activity will contribute to gender-sensitizing SORTA’s training curriculum and bringing in female instructors, thus helping SORTA attract and retain female trainees in future. The gender-sensitization of the training programs will help reduce gender stereotypes that affect women’s self-efficacy and interest in engaging in professional roles in the public transport sector;

e) Support for the training of public transport (SOTRA, BRT and Metro) technicians;

f) Support for the professionalization of drivers and entrepreneurs in the informal transport sector, through the training of 5,000 drivers and 1,000 transport companies, using curricula developed with the support of the European Union;

g) The development of literacy centers, remediation, and other types of training in the stations redeveloped by the project;

h) Accompanying measures and support to the informal transport service providers who are negatively impacted by the project.

**Sub-component D2: Implementation of a social protection scheme for workers of the informal public transport sector**

52. This sub-component will finance:

a) Technical support for the development of a social protection program for self-employed public transport sector actors and the implementation of a collection system for workers contribution (système de collecte) for workers of the informal public transport sector;

b) Implementation of social security coverage (health, temporary job loss and pension schemes, labor redeployment services program) for drivers and entrepreneurs of the informal public transport sector; and

c) The development of social centers in the stations redeveloped by the project, which will offer information, awareness programs, and screening spaces for HIV/AIDS and sexually transmitted diseases.

**Sub-component D3: Project management**
53. This sub-component will finance project management support to the Project Coordination Unit (PCU) at the level of the Directorate of Road Transport and Mobility (Direction Générale des Transports Terrestres et de la Circulation, or DGTTC) within the MoT. This includes support for fiduciary activities, monitoring and implementation of environmental and social safeguards aspects and communication, as well as coordination between all public and private implementing agencies.

Sub-component D4: Monitoring, evaluation, and citizen engagement

54. The PCU will also be responsible for monitoring and evaluating the project results according to the agreed indicators described in the results framework. This sub-component will finance data collection and regular updating of project indicators.

E. Implementation

Institutional and Implementation Arrangements

55. The Ministry of Transport, through the DGTTC will be the main implementing agency and will have overall responsibility of all project related activities. The project management responsibility as well as the contractual oversight of the BRT itself is intended to eventually be transferred to the recently created Greater Abidjan Urban Mobility Authority (AMUGA)\textsuperscript{13}. Support for the operationalization of AMUGA is planned within the framework of the Greater Abidjan Port-City Integration Project, with capacity-building activities for its staff and technical support for the development of planning tools. The transfer of management activities to the AMUGA not expected before early 2020 and would be accepted by IDA only after completion of a thorough assessment of its fiduciary capacity and staff capacity to manage the project and to ensure a smooth transition from MoT.

56. The overall institutional structure for the project will be composed of: (i) a steering committee that ensures the coherence of activities with the sectoral strategy and intersectoral coordination for sub-components under the responsibility of other ministerial departments, companies and local authorities and (ii) the PCU in the DGTTC within the MoT to ensure coordination of project implementation. Capacity building has already started with the existing institutions that were involved in the project preparation, in particular the management and technical staff of the DGTTC.

57. The Steering Committee will be created specifically for the project. Given the dominant transport component of the project, this committee will be chaired by the Minister of Transport or his/her representative, and will include the following ministers or their representatives: the Minister of Economy and Finance, the Secretary of State to the Prime Minister in charge of Budget and State Portfolio; the Minister of Equipment and Road Maintenance; the Minister of Construction and Urban Planning; the Minister of Vocational Training; the President of the District of Abidjan; the Mayors of Yopougon, Attecoube, Plateau, Adjame, Cocody and Bingerville; and the Head of the Transport Union (Haut Conseil des Transporteurs). The Steering committee will provide overall supervision of the project, ensure coherence of activities with the sector strategy and convene inter-sectoral

\textsuperscript{13} Decree 2019-100, January 30, 2019
coordination. The committee will also validate the Annual Budgeted Work Plans.

58. **The PCU** will be responsible for fiduciary management, communications, monitoring and evaluation activities. This unit will need to be strengthened in terms of its fiduciary skills (FM and procurement) and technical skills needed to manage the project, including ability to monitor the implementation of environmental and social safeguards. The PCU will also be able to rely on the National Bureau of Technical Studies and Development (BNEDT), if necessary under a convention for technical assistance that can be financed by the project.

59. **Specialized Implementation Agencies (SIAs),** such as the municipalities, AGEROUTE, the future BRT operator, SOTRA, and the DGTTC itself, will implement the various project activities which fall within their respective institutional mandate. Thus, although the PCU will retain overall fiduciary responsibility for the project, it will sign a delegated management contract with all identified SIAs. The contracts will define the scope of roles and responsibilities for the agencies involved in the project implementation (see Annex 1 for details).

60. **Risk Sharing Facility:** The Risk Sharing Facility under component C.2 will be implemented through IFC in accordance with the provisions of several basic documents: (a) the Risk Sharing Facility Framework Agreement (between IDA, IFC and the GoCI); and (b) Partial Credit Guarantee Agreements (between the participating commercial banks and IFC). In addition, GoCI will entrust IFC to open and maintain on its behalf an account (the Risk Sharing Facility Account) that will receive part of the proceeds of the credit and will be used to make payments under the RSF (in accordance with the terms and conditions established in the Risk Sharing Facility Framework Agreement).

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### F. Project location and salient physical characteristics relevant to the safeguard analysis (if known)

The project will be implemented in Abidjan District that hosts some sensitive ecosystems. There are Ebrié lagoon and forested areas that play a role of green lungs for the inhabitants. However, the expected civil works will take place on existing roads.

### G. Environmental and Social Safeguards Specialists on the Team

Salamata Bal, Social Specialist  
Alexandra C. Bezeredi, Social Specialist  
Abdoulaye Gadiere, Environmental Specialist
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<th>SAFEGUARD POLICIES THAT MIGHT APPLY</th>
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<td><strong>Safeguard Policies</strong></td>
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not taken into account in the RAP) and from some complaints of omitted PAH's and, (d) the compensation process is taking a long time due to staff shortages and lack of monitoring from the PTUA’s project coordination unit. The GoCI aims to complete the RAP implementation by October 2019. Based on the audit findings, the following actions are recommended to mitigate the risks: (i) completion of a complementary census to include all non-registered households (a firm has been recruited by the PTUA and the census will be completed by end of May, 2019) and preparation and disclosure of an addendum to the RAP; (ii) mobilization of the eventual additional budget required for the compensation of the additional PAPs; (iii) hiring two more NGOs to strengthen the capacity of the PTUA to handle sensitization/outreach with the PAPs and to speed up implementation of the RAP; (iv) strengthening the communication strategy; and (v) strengthening and decentralizing the GRM.

Safety of Dams OP/BP 4.37  No  The project will neither finance dams, nor rely on dams.

Projects on International Waterways OP/BP 7.50  No  The project is not expected to affect international waterways.

Projects in Disputed Areas OP/BP 7.60  No  The project will not be located in a disputed area.

**KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT**

**A. Summary of Key Safeguard Issues**

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

The general negative potential impacts include for instance dust flushes, production of waste, noise nuisance, disruption of traffic during work, risk of accidents during work, risk of conflict following the various expropriations, etc.

- With respect to the 4th Bridge (financed by the AfDB, the BRT corridor will use its ROW), the specific potential main adverse impacts would be noise nuisance to residents, exposure of the soil to the effects of erosion and chemical pollution, disturbance of the natural hydrological regime because of the construction of the bridge into the lagoon. In addition, pollution of the lagoon by solid and liquid waste resulting from construction activities might also happen as the bridge will be built on the Ebrié Lagoon (in particular Banco Bay). The social impacts are related to temporary disruption of neighboring activities and services at the site; the exposure of construction workers and people living close to the project’s site to accidents and the potential impact on cultural heritage because some civil works will take place in a village (Adjamé village) that has been now encompassed by the city of Abidjan.
- As for the construction of three interchanges along the Boulevard Mitterrand (financed by JICA, the BRT corridor will use its ROW), the potential adverse impacts are inter-alia: traffic disturbance, building shocks of local residents, modification of the usual view of the landscape, risks of traffic accidents, professional risks related to work injuries at height (height drop, mechanical handling, work equipment, physical workload, etc.). At social level, there will be Loss of income due to the relocation of the business owner households, Loss of buildings, etc.

In any case, the various alternatives, the organization of work and the technical capacity building of the actors will minimize these impacts.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:

Potential long-term impact of the construction of the 4th bridge (financed by AfDB), the 3 interchanges (financed by JICA) as well as the road section would be the high risk of accidents due to increased motorized traffic. Moreover, the BRT that is part of the project could have an adverse impact on the employment in the urban transportation sector through the decrease interest for using vehicles such as "Woro Woro" and "Gbaka". This will require reflection on the creation of new activities for reconversion of those workers.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.

While realizing ESIs, several options were studied with the aim of determining on one hand, which one has less spatial footprint and on the other hand, which one is associated with less environmental and social potential adverse impacts and resettlement. That approach will continue to be applied within ESIA of the other investments once their locations are known and their detailed characteristics completed.

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

The project is rated as Environmental Assessment Category “A”, requiring a full environmental assessment. The following environmental safeguard policies are triggered: OP/BP 4.01 “Environmental Assessment”; OP/BP 4.11 “Physical Cultural Resources” and OP/PB 4.12 “Involuntary Resettlement”.

Given that the BRT corridor will use the right of way of the 4th Bridge (financed by AfDB) and the 3 interchanges (financed by JICA) the Borrower has prepared an Environmental and Social Impact Assessment (ESIA) for each of those projects. These safeguard instruments identified adverse potential impacts and proposed mitigation measures to avoid, reduce or offset the identified impacts through the implementation of Environmental and Social Management Plans (ESMPs). Each ESMP includes capacity strengthening and monitoring plans with indicators to make sure mitigations measures are applied properly and they produce anticipated impacts. They also include awareness-raising campaigns targeted at relevant stakeholder groups for better implementation and monitoring of project safeguard measures.

Regarding the rest of the investments for which exact locations are not determined with certainty to date, the borrower has prepared an ESMF. This document describes the procedures and processes to be followed in preparing and disclosing site-specific safeguard instruments (Environmental and Social Impact Assessment-ESIA), as may be required, as soon as the exact locations and scope of sub-project activities are known. The ESMF lays out procedures for screening and mitigating impacts from construction and operation of the other investments whose locations are not determined yet, and includes the following: (a) checklists of potential environmental and social impacts and their sources; (b) procedures for participatory screening of proposed sites and activities and the environmental and social considerations; (c) procedures for assessing potential environmental and social impacts of the planned project activities; (d) institutional arrangements for mitigating, preventing, and managing the identified impacts; (e) typical environmental management planning process for addressing negative externalities in the course of project
implementation; (f) a system for monitoring the implementation of mitigation measures; and (g) recommended capacity building measures for environmental planning and monitoring of project activities.

The PCU will carry out the screening for all investments and will determine the actions necessary to comply with environmental and social safeguard policies and national legislation. It will determine whether an ESIA and/or RAP, or both, will be required and will prepare appropriate safeguards instruments for each of the sub-projects. The PCU will commission the preparation of detailed ESIs and RAPs to be carried out by independent consultants, based on terms of reference (TORs) to be reviewed by ANDE and the Bank. The PCU will be responsible not only for the overall implementation of the ESMF, RPF and specific safeguard instruments required for specific Project activities (i.e. ESIs and/or RAPs), but also for the internal monitoring of proposed mitigation measures. All site-specific safeguard instruments will be submitted to ANDE for decision before submission to the Bank for review, clearance and disclosure in Cote d’Ivoire and on the Bank’s website. Responsibility and oversight of the Project’s overall compliance with national and Bank safeguard policies will be devolved to the environmental Safeguards Specialist and social Safeguards specialists within the PCU, as the main persons in charge of project implementation and monitoring of safeguard aspects. They will be working in close collaboration with ANDE that will not only conduct periodic monitoring of project’s compliance with proposed mitigation of changes, but also changes in environmental resources (i.e., water and soil quality, flora and fauna, vector ecology, soil erosion etc.) from the baseline. Further, all civil works, will be contingent on broad-based and sustained consultation with populations in project’s intervention area. Mitigation measures for identified environmental and social impacts, including avoiding or sparing cultural and historical resources and other environmental clauses, will be properly implemented by contractors and sub-contractors, as specified in the safeguard instruments and bidding documents. Selected contractors and their Resident Engineering Teams will be required, each, to hire an environmental safeguard Specialist and a social Safeguard Specialist with strong skills in Occupational Health and Safety issues for the first one and Labor influx and Gender Based Violence (GBV) for the second one. Their roles and responsibilities are to ensure specific Environmental, Safety, Health and Social clauses are fully and adequately implemented and reported on. The ANDE will be responsible for ensuring the Project activities are implemented in accordance with national laws while the World Bank’s specialists will make sure that all investments that may have potential adverse impacts are in full compliance with environmental and social safeguard policies triggered by the project.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.

The preparation of the safeguard documents (ESMF, RPF, ESIA and RAP) followed a broad-based and in-depth consultation approach with and interviews of relevant stakeholder groups in the public and private sectors and civil society. These consultations include populations, particularly those within or in the vicinity of the Project intervention area, key Ministries and Government agencies, in particular the Ministries of Transport, Equipment and Road Maintenance, Environment, Health, Sanitation; the Directorate of Environment and Sustainable Development (DESD) of the Autonomous District of Abidjan. (DAA); Municipalities of Bingerville, Adjame, Yopougon, Cocody and Attécoubé; ANDE, the national agency in charge of review and enforcement of environmental legislation and regulations; health care personnel and NGOs. While local populations were enthusiastic about and confirmed their interest in the proposed investments, they nonetheless raised a few issues such compensation payment, information, better signage of works’ sites, better traffic management, concerted efforts and synergy among sectoral agencies for environmental sustainability in the project intervention area. These concerns have all been reflected in the safeguards documents and appropriate recommendations have been formulated.
### B. Disclosure Requirements

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<thead>
<tr>
<th>Environmental Assessment/Audit/Management Plan/Other</th>
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<th>Date of submission for disclosure</th>
<th>For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors</th>
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"In country" Disclosure

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"In country" Disclosure

### C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting)

**OP/BP/GP 4.01 - Environment Assessment**

Does the project require a stand-alone EA (including EMP) report?

Yes

If yes, then did the Regional Environment Unit or Practice Manager (PM) review and approve the EA report?

Yes

Are the cost and the accountabilities for the EMP incorporated in the credit/loan?

Yes

**OP/BP 4.11 - Physical Cultural Resources**

Does the EA include adequate measures related to cultural property?

Yes

Does the credit/loan incorporate mechanisms to mitigate the potential adverse impacts on cultural property?

Yes
OP/BP 4.12 - Involuntary Resettlement

Has a resettlement plan/abbreviated plan/policy framework/process framework (as appropriate) been prepared?  
Yes

If yes, then did the Regional unit responsible for safeguards or Practice Manager review the plan?  
Yes

The World Bank Policy on Disclosure of Information

Have relevant safeguard policies documents been sent to the World Bank for disclosure?  
Yes

Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs?  
Yes

All Safeguard Policies

Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?  
Yes

Have costs related to safeguard policy measures been included in the project cost?  
Yes

Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?  
Yes

Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?  
Yes

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