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Report No: PAD3761

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED CREDIT

IN THE AMOUNT OF EUR 33.2 MILLION
(US\$40 MILLION EQUIVALENT)

AND A

PROPOSED GRANT
IN THE AMOUNT OF SDR 27.9 MILLION
(US\$40 MILLION EQUIVALENT)

TO THE

REPUBLIC OF SENEGAL

FOR A

SENEGAL CADASTRE AND LAND TENURE IMPROVEMENT PROJET

MAY 22, 2021

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

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CURRENCY EQUIVALENTS

(Exchange Rate Effective {April 30, 2020})

Currency Unit = CFA Franc (CFAF)

EUR 0.8278 = US\$1

SDR 0.6964 = US\$1

FISCAL YEAR

January 1 - December 31

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ABBREVIATIONS AND ACRONYMS

AFD	French Development Agency (<i>Agence Française de Développement</i>)
AMS	Senegal Mayors Association (<i>Association des Maires du Sénégal</i>)
ANAT	National Land Use Planning Agency (<i>Agence Nationale pour l'Aménagement du Territoire</i>)
ANSD	National Institute of Statistics and Demography (<i>Agence Nationale de la Statistique et de la Démographie</i>)
APIX	Publics Works and Investment Promotion Agency (<i>Agence pour la Promotion des Investissements et Grands Travaux</i>)
ASA	Advisory Services and Analytics
CCOD	State Properties Operations Control Commission (<i>Commission de Contrôle des Opérations Domaniales</i>)
CDE	Land Tenure Commission (<i>Commission Domaniale Elargie</i>)
CNCR	National Rural Consultation and Cooperation Council (<i>Conseil National de Concertation et de Coopération des Ruraux</i>)
CNRF	National Land Reform Commission (<i>Commission Nationale de Réforme Foncière</i>)
COPIL	Voluntary Guidelines Implementation Steering Committee (<i>Comité de Pilotage des Directives Volontaires</i>)
CORS	Continuous Operating Reference Stations
COVID-19	Coronavirus Disease
CPF	Country Partnership Framework
CRAFS	Senegal Framework for Action on Land (<i>Cadre de Réflexion et d'Action sur le Foncier au Sénégal</i>)
CSF	Tax Service Centers (<i>Centres de Services Fiscaux</i>)
CSO	Civil Society Organization
CTASF	Land Security Support Technical Committees (<i>Comités Techniques d'Appui à la Sécurisation Foncière</i>)
DA	Designated Account
DEEC	Environment and Classified Establishment Department (<i>Direction de l'Environnement et des Etablissements Classés</i>)
DFIL	Disbursement and Financial Information Letter
DGID	Taxation and State Properties Department (<i>Direction Générale des Impôts et Domaines</i>)
ESCP	Environmental and Social Commitment Plan
ESEA	Economy High School of Dakar Cheikh Anta Diop University (<i>École Supérieure d'Économie Appliquée de l'Université Cheikh Anta Diop de Dakar</i>)
ESF	Environmental and Social Framework
ESIA	Environmental and Social Impact Assessments
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plans
ESS	Environmental and Social Standard
FAO	Food and Agriculture Organization
FIG	International Federation of Surveyors (<i>Federation Internationale des Géomètres</i>)
FLOM	Field Land Operations Manual
FM	Financial Management
GDP	Gross Domestic Product
GICC	Inter-Ministerial Consultation and Coordination Group on Geospatial (<i>Groupe Interinstitutionnel de Concertation et de Coordination en Géomatique</i>)

GIZ	German Technical Cooperation (<i>Gesellschaft für Internationale Zusammenarbeit</i>)
GM	Grievance Mechanism
GPN	General Procurement Notice
IDA	International Development Association
IFR	Interim Financial Reports
IMF	International Monetary Fund
IT	Information Technology
KfW	German Bank for Reconstruction (<i>Kreditanstalt für Wiederaufbau</i>)
KGTF	Korean Green Growth Trust Fund
LMP	Labor Management Procedures
M&E	Monitoring and Evaluation
MCTDAT	Ministry of Local Governments, Development and Land Use Planning (<i>Ministère des Collectivités Territoriales, du Développement et de l'Aménagement des Territoires</i>)
MFB	Ministry of Finances and Budget (<i>Ministère des Finances et du Budget</i>)
MoU	Memorandum/Memoranda of Understanding
ND-GAIN	Notre Dame Global Adaptation Initiative
NELGA	Network of Excellence for Land Governance in West Africa
NGO	Non-governmental Organization
NICAD	Cadastre Identification Number (<i>Numéro d'Identification Cadastre</i>)
NPV	Net Present Value
NSDI	National Spatial Data Infrastructure
ONF	National Land Observatory (<i>Observatoire National du Foncier</i>)
PAD	Project Appraisal Document
PAP	Project Affected Persons
PCRBF	Public Financial Management Strengthening Technical Assistance Project (<i>Projet de Coordination des Réformes Budgétaires et Financières</i>)
PDIDAS	Senegal Sustainable and Inclusive Agribusiness Project (<i>Projet de Développement Inclusif et Durable de l'Agribusiness au Sénégal</i>)
PDO	Project Development Objective
PIM	Project Implementation Manual
PIP	Project Implementation Plan
PIU	Project Implementation Unit
POAS	Land Use and Allocation Plan (<i>Plan d'Occupation et d'Affectation des Sols</i>)
PPA	Project Preparation Advance
PPSD	Project Procurement Strategy for Development
PROCASEF	Cadastre and Land Tenure Improvement Project (<i>Projet Cadastre et Sécurisation Foncière</i>)
PROMOGEF	Modernization of Land Management Program, KfW (<i>Projet de Modernisation de la Gestion Foncière</i>)
PSC	Project Steering Committee
PSE	Emerging Senegal Plan (<i>Plan Senegal Emergent</i>)
PUD	Detailed Urban Plan
RAP	Resettlement Action Plans
RIU	Regional Implementation Unit
RPF	Resettlement Policy Framework
SAED	Delta River Valley Development Company (<i>Société d'Aménagement et d'Exploitation des Terres du Delta</i>)

SCD	Systematic Country Diagnostic
SEP	Stakeholder Engagement Plan
SGF	DGID Land Information System (<i>Système de Gestion Foncière</i>)
SPN	Specific Procurement Notice
STEP	Systematic Tracking of Exchanges in Procurement
LIS	Municipal Land Information System
SSA	Sub-Saharan Africa
TOR	Terms of Reference
UCF PROCASEF	Coordination and Formulation Unit (<i>Unité de Coordination et de Formulation, PROCASEF</i>)
VGGT	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security



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DATASHEET

BASIC INFORMATION

Country(ies)	Project Name	
Senegal	Senegal Cadastre and Land Tenure Improvement Project	
Project ID	Financing Instrument	Environmental and Social Risk Classification
P172422	Investment Project Financing	Substantial

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input checked="" type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Performance-Based Conditions (PBCs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	<input type="checkbox"/> Hands-on Enhanced Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date
15-Jun-2021	24-Jul-2026

Bank/IFC Collaboration

No

Proposed Development Objective(s)

The proposed Project Development Objective is to strengthen the Recipient's capacity for the implementation of its cadastre at a national level; and to increase the number of land rights registered in selected areas.

**Components**

Component Name	Cost (US\$, millions)
1- Strengthening land institutions and investing in geospatial infrastructure	34.03
2- Empowering Project-supported municipalities in carrying out systematic land registration operations	29.15
3- Sustaining long-term policy dialogue, scaling-up training and innovation in the land sector	10.90
4- Program Coordination, Monitoring, and Knowledge Management	5.92
5- Contingent Emergency Response Component	0.00

Organizations

Borrower: Republic of Senegal

Implementing Agency: PROCASEF Project Implementation Unit - Ministry of Finances and Budget

PROJECT FINANCING DATA (US\$, Millions)**SUMMARY**

Total Project Cost	80.00
Total Financing	80.00
of which IBRD/IDA	80.00
Financing Gap	0.00

DETAILS**World Bank Group Financing**

International Development Association (IDA)	80.00
IDA Credit	40.00
IDA Grant	40.00

IDA Resources (in US\$, Millions)

	Credit Amount	Grant Amount	Guarantee Amount	Total Amount
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Senegal	40.00	40.00	0.00	80.00
National PBA	40.00	40.00	0.00	80.00
Total	40.00	40.00	0.00	80.00

Expected Disbursements (in US\$, Millions)

WB Fiscal Year	2021	2022	2023	2024	2025	2026	2027
Annual	0.00	6.67	15.15	21.51	20.76	15.91	0.00
Cumulative	0.00	6.67	21.82	43.34	64.09	80.00	80.00

INSTITUTIONAL DATA

Practice Area (Lead)

Urban, Resilience and Land

Contributing Practice Areas

Climate Change and Disaster Screening

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

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

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



COMPLIANCE

Policy

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

☐ Yes ☒ No

Does the project require any waivers of Bank policies?

☐ Yes ☒ No

Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
Cultural Heritage	Relevant
Financial Intermediaries	Not Currently Relevant

NOTE: For further information regarding the World Bank's due diligence assessment of the Project's potential environmental and social risks and impacts, please refer to the Project's Appraisal Environmental and Social Review Summary (ESRS).

Legal Covenants

Sections and Description



FA, Schedule 2, Section I, A, 5 (A) (a). The Recipient shall recruit for the Project no later than one (1) month after the Effective Date, or any later date agreed upon in writing with the Association: (i) an administrative and financial management specialist; (ii) a procurement specialist; (iii) an information technology and geographical information systems specialist; (iv) a technical coordinator; and (v) a field operations manager; all with qualifications, experience and terms of reference satisfactory to the Association.

Sections and Description

FA, Schedule 2, Section I, A, 5 (B). The Recipient shall recruit for the Project no later than four (4) months after the Effective Date, or any later date agreed upon in writing with the Association: (i) an internal auditor, (ii) an external auditor, and (iii) an accountant; all with terms of reference, qualifications and experience satisfactory to the Association.

Sections and Description

FA, Schedule 2, Section I.A, 5 (B) b. The Recipient shall no later than four (4) months after the Effective Date, or any later date agreed upon in writing with the Association, acquire, install and customize a computerized accounting software for the Project, satisfactory to the Association.

Sections and Description

FA, Schedule 2, Section I, A.8. The Recipient shall: (a) no later than one (1) month from the Project's mid-term review date (namely the date of the review assessing progress in Project implementation, to be scheduled at a date to be agreed upon in writing between the Association and the Recipient and to fall approximately halfway between the Signature Date and the Closing Date), prepare a draft Institutional Sustainability Plan, under terms of reference and in form and substance satisfactory to the Association; (b) exchange views with the Association on said draft Institutional Sustainability Plan, incorporate said views as necessary and appropriate, and thereafter adopt [and publish] said plan; and (c) provide to the Association no later than sixty (60) days prior to the Closing Date, a written report on the implementation of the Institutional Sustainability Plan, as well as detailed measures and actions, as necessary and appropriate, for future implementation thereof, all in form and substance satisfactory to the Association.

Sections and Description

FA, Schedule 2, Section I.C.2. No later than six (6) months after the Effective Date, or any later date agreed upon in writing with the Association, the Recipient shall prepare and adopt an initial draft Field Land Operations Manual for the day-to-day implementation of activities under Part 2 of the Project, including modalities, responsibilities, budgeting and sequencing of land registration activities, to be finalized before the Closing Date, in form and substance satisfactory to the Association.

Sections and Description

FA, Schedule 2, Section I, C.1. No later than one (1) month after the Effective Date, the Recipient shall adopt and, as appropriate throughout Project implementation, thereafter update, in form and substance satisfactory to the Association, the Project Implementation Manual, which shall contain detailed guidelines and procedures for the implementation of the Project, including inter alia (a) a Project Implementation Plan; (b) a template Municipality Performance Contract; and (c) modalities for project administration and coordination as specified in the agreement.

Sections and Description



FA, Schedule 2, Section I, D.1.b, c. The Recipient shall, no later than November 30 of each year of Project implementation and after considering the comments provided by the Association, (i) furnish to the Association for its comments and approval, the draft Work Plan and Budget and, promptly thereafter, finalize the Work Plan and Budget, taking into account the Association's views and recommendations thereon; and (ii) adopt the final version of the Work Plan and Budget in the form approved by the Association not later than December 31 of said year of Project implementation.

Sections and Description

FA, Schedule 2, Section IV, A. The Recipient shall have published no later than six (6) months after the Effective Date, or any later date agreed upon in writing with the Association, an amendment to Decree no. 72-1288 to allow the registration of more than one person on the occupancy title.

Sections and Description

FA, Schedule 2, Section I, D, 2 (a). Notwithstanding the generality of paragraph 1 immediately above, for purposes of implementation of the first year of the Project, the Recipient shall: by no later than one (1) month after the Effective Date, prepare a draft Work Plan and Budget, in accordance with FA, Schedule 2, Section I, D, 1 (a).

Conditions



1. STRATEGIC CONTEXT

A. Country Context

1. **Despite high growth, poverty and inequality reduction in Senegal has been disappointing over the last decade.** Since 2001 Senegal has experienced several periods of high economic growth—including recently between 2014 and 2019 before the Coronavirus disease (COVID-19) crisis. However, of the results of poverty reduction has been mixed, with high growth and falling poverty rates from 2001 to 2005, and low growth and stagnating poverty rates between 2005 and 2011. Moreover, the share of consumption of the bottom 40 percent of the population contracted during this period.¹ Notwithstanding an average annual growth rate of approximately 6 percent since 2014, poverty declined at only an average 0.4 percentage point reduction per year, meaning that Senegal's track record falls well short of the top-15 Sub-Saharan Africa (SSA) countries which recently reduced poverty rates between 1 and 3.4 percentage points per year.² The COVID-19 crisis has further exacerbated the situation and threatens to reverse half of the progress towards poverty reduction over the last decade. According to the International Monetary Fund (IMF), real gross domestic product (GDP) growth is projected to contract from 5.3 percent in 2019 to negative 0.7 percent in 2020.³ The poverty headcount is also forecasted to increase to approximately 40 percent in 2020, up from 38 percent in 2019, sliding back towards the 41.5 percent level in 2011.

2. **Considering the combined effects of economic difficulties and COVID-19 on society, an emphasis on inclusive design and high stakeholder engagement is required.** The restrictions imposed to counter the pandemic led to the further impoverishment of the most vulnerable social groups. Given this social context, there is a critical need to ensure that the project is inclusively designed and enjoys the commitment and support of the main stakeholders from both the Government and Civil Society Organizations (CSOs).

3. **Economic recovery from the COVID-19 crisis will require a mix of short- measures as well as medium- to long-term structural reforms. One major element of the structural reforms is improved tenure security to support economic development and social inclusion.** According to the Doing Business 2020 report, Senegal is one of the two SSA countries which made most progress in improving their business environment. While this is encouraging, the Government will need to deepen the reform agenda to address the remaining key constraints faced by the private sector. In particular, the Investment Climate Assessment ranked the practices of the informal sector as the most severe constraint for formal companies (58 percent), closely followed by access to finance (55 percent), electricity (49 percent), and land (44 percent). A key obstacle to private sector investment is the outdated legal framework on land, disconnected from the reality on the ground and preventing to a large extent the allocation of land rights that are tradable and transferable while also spawning an extensive informal land market, depriving municipalities of essential resources to provide effective land administration services. Many municipalities have reached the limits of available land for habitat and agriculture. Most farmers are granted use

¹ Share of consumption remained largely constant during the high growth spell (between 2001 and 2005) and declined thereafter Senegal's Gini coefficient remained unchanged at approximately 0.4, close to the Sub-Saharan Africa average.

² New comparable estimates indicate that poverty in Senegal declined from 41.5 percent in 2011 to 37.8 percent in 2018/9 (EHCVM 2018/19) or an average of 0.4 percentage point per year. Between 2005 and 2015 poverty reduction is several countries in Sub-Saharan Africa exceeded 1 percentage point per year—e.g., Tanzania (-2.6 ppts per year); Rwanda (-1.5 ppts per year) and Ghana (-1.3 ppts per year). Over this same period Senegal only reduced poverty at an annual rate of 0.43 percentage points and only by 0.65 ppts per year between 2011 and 2018. Source: World Bank staff calculations using *PovCalNet* 2020 harmonized surveys and Macro Poverty Outlook Fall 2019 for the evolution between 2011 and 2018.

³ This contraction will be accompanied by a rising external current account deficit (8.8 percent of GDP) and a fiscal deficit (6.1 percent of GDP). As a result, public debt is expected to increase from 64.1 percent of GDP in 2019 to 69.3 percent in 2020.



rights on National Domain land, representing close to 90 percent of the national territory, which is neither documented nor registered. The lack of secure land rights is a key obstacle to increasing productivity in agriculture and responsible investment by public and private sectors. The Government of Senegal raised serious concerns about land speculation and the urgent need to secure land for infrastructure and services, including housing, hospitals, schools, and universities.

4. **Furthermore, Senegal is highly vulnerable to the effects of climate change as well as climate change shocks that hamper sustainable development.** These shocks include droughts, floods, sea level rise, and coastal erosion with significant risks to crop lands, food production, forested lands, urban land and land for housing. According to the Notre Dame Global Adaptation Initiative (ND-GAIN) Index Senegal has a high vulnerability score and low readiness score.⁴ Globally, Senegal is the 36th most vulnerable country and the 72nd least ready country. It has both a significant need for investments and innovations to improve readiness and a great urgency for action.⁵

5. **In addition to sustainable economic development benefits, securing land rights is critical for mitigating conflict risk and safeguarding social cohesion.** It is estimated that less than 25 percent of the world population has access to secured land rights. In Senegal as in SSA, it is less than 10 percent⁶. Reforming the land sector is becoming more urgent as the vast majority of land rights are not secured and remain vulnerable to eviction or conflict. Development projects and investments driving economic growth are subject to numerous risks, including population displacement and loss of access and rights to land, natural resources, and housing, which may in turn threaten the food security and livelihood base of the most vulnerable sections of society and lead to social unrest. Degradation and competition between farmers and herders over scarce resources are aggravated by climate and disaster risks and population growth. They are among the main sources of insecurity and deadly conflict in West Africa.⁷ In October 2019, President Macky Sall pointed out that 90 percent of the risks of conflicts in Senegal relate to land.⁸ In his vision, the country's economic potential is deeply connected with granting secure land tenure, constituting at the same time the key factor for national stability and social cohesion.⁹ Limited livelihoods opportunities and lack of transparency and politicization of land allocation are the first two issues emerging from the Senegal Conflict Vulnerability Assessment report 2017.¹⁰ The outbreak of COVID-19 further heightens

⁴ <https://gain.nd.edu/our-work/country-index/rankings/>

⁵ Droughts in Senegal are concentrated mostly in the arid and semi-arid Sahelian regions of the country, located in northern and center Senegal. Between 1977 and 2002, six major drought events affected the country. Both urban and rural areas are vulnerable to floods; however, most at risk are the areas in and around Dakar, Saint Louis, Matam, Kaolack, Thies, Diourbel, Kolda, Kaffrine, and Tambacounda. Floods in the country are the result of river overflows (particularly in the Gambia and Senegal rivers due to heavy rains)—a combination of heavy rains and insufficient drainage infrastructure (especially in Kaolack and Dakar)—and storm surges leading to salt-water intrusion into agricultural lands (particularly in the Saloum Delta). Sea-level changes and increased intensity of storm surges are known to lead to coastal erosion, which poses a major threat to the population and economy of Senegal. Sea-level rise is exacerbated by the country's geology (including sediment deficits, natural instability of slopes, and surface runoff) and threatens 74 percent of households living in coastal areas. Senegal is one of the fastest urbanizing countries in Sub-Saharan Africa with significant implications on climate mitigation and resilience. Source:

<https://climateknowledgeportal.worldbank.org/country/senegal/vulnerability>

⁶ Land Tenure and Development Technical Committee, 2015. *Formalising land rights in developing countries*. Paris, Ministère des Affaires Étrangères / Agence Française de Développement, 82 p.

⁷ This has contributed to insecurity culminating in massacres in Mali and in Burkina Faso during the two last years. Populations at the border have experienced violent conflict related to grazing rights in the past, in the Mauritania-Senegal Border War during 1989-1991, which resulted in thousands of refugees from both sides.

⁸ 31st Congress of Notaries of Africa in Dakar.

⁹ https://www.dakaractu.com/Macky-Sall-aux-Maires-sur-le-foncier-Si-on-continue-a-vendre-tout-terrain-qui-existe-tot-ou-tard-nous-serons-obliges-de_a177638.html

¹⁰ https://www.usaid.gov/sites/default/files/documents/1860/20180213_Senegal_CVA_Report_External.pdf



Senegal's vulnerability to shocks, raising fears of a looming food crisis.

6. **Senegal's national development strategy recognizes these challenges and that economic recovery and poverty reduction crucially depend on reforming the land sector.** Before COVID-19, acceleration of economic growth built on activities claiming large surfaces of land and this trend can be expected to continue as Senegal plans its COVID-19 recovery. Thanks to investments in the land sector, the primary sector had expanded by 7.8 percent in 2018, mainly due to agriculture. Tenure security is critical for Senegal to ensure its food security: currently, Senegal's production covers less than 30 percent of its consumption and without significant course correction, the situation will only worsen as Senegal's population is expected to double by 2040. Additionally, assuring inclusive growth and transforming agriculture as a driver for poverty reduction requires securing land rights of small-scale and family farmers,¹¹ pastoralists, and agro-entrepreneurs. Senegal's national development strategy Emerging Senegal Plan (*Plan Senegal Emergent 2*, PSE) emphasizes that access to tenure is fundamental to the country's structural economic transformation, strategic objectives related to agriculture and social policies and stipulates related reforms, aiming at the establishment of an integrated national cadastre. The Cadastre and Land Tenure Improvement Project (*Projet Cadastre et Sécurisation Foncière*, PROCASEF) Project has been designed to support the structural transformation of Senegal's land sector and facilitate COVID-19 recovery and long-term economic development and social stability.

B. Sectoral and Institutional Context

7. **There are three main bottlenecks that prevent the optimal functioning of the land sector in Senegal:** (1) an obsolete legal framework for the land sector; (2) inadequate mechanisms, lack of appropriate tools and capacity to manage land tenure in approximately 80 percent of the country; (3) lack of reliable land information as national and municipal systems differ. Together, these issues have caused structural issues that affect Senegal's ability to tap into its economic potential and support social cohesion among the various groups.

8. **An obsolete legal framework for the land sector:** Innovative at the time, the Senegalese legal land framework sought to maintain community-based land management and introduced three categories of land: the private domain of individuals or entities under registered title documents, public and private State land, and the National Domain. Under the 1964 land law, the National Domain category, which is a focus on the PROCASEF, covers all unregistered land in the country, the vast majority of land in Senegal. At its inception, the 1964 law abrogated in theory customary tenure rights and promoted a community-based land tenure system. Today, however, Senegal has changed significantly and is governed by co-existing and overlapping land regulation systems, allocating a range of different rights, including formal land property, use and occupancy rights and socially agreed customary and informal land tenure rights. The legal framework governing the National Domain has evolved little over half a century, but tenure practices have undergone deep transformation. Customary systems continue to manage land tenure in some rural areas, while land tenure rights in urban and peri-urban areas have become highly individualized. The land governance regime contained in the legal framework does not respond to the growing demand among Senegalese citizens keen to formalize their land rights as evidenced by the World Bank-financed Senegal Sustainable and Inclusive Agribusiness Project (*Projet de Développement Inclusif et Durable de l'Agribusiness au Sénégal*, PDIDAS; P124018) wherein over 20,000 registration applications were received from nine municipalities in less than 18 months. However, under the 1964 land law regime, tenure rights under the National Domain constitute land use rights, which are, in theory, neither transferable nor tradable,

¹¹ Ninety-five percent of Senegal's farms are smallholdings, with farm size ranging from 1.5 to 5 hectares. <https://www.land-links.org/country-profile/senegal/>



creating a major bottleneck for the land tenure system at both the small- and large-scale levels, both of which will be important for Senegal's recovery from the COVID-19 economic crisis. However, land transactions go on with 'informal' agreements and most Senegalese are, therefore, forced into a situation of 'illegality' when they inherit, rent or sell their land. Land transactions have become common practice throughout the country, given the growing interest in buying and investing in land. This has contributed to the development of an undocumented land market and a climate of social tension, frequently escalating into conflict and politicization of land tenure. **While it will be an important step for Senegal to reconsider its legal framework, the PROCASEF Project has designed its operations to improve security of tenure within the existing legal framework.**

9. **Due to outdated legal frameworks and costly administrative procedures, property titles are inaccessible to the majority of society.** Even in urban areas where the legal framework was subsequently allowed to change through the 2011 law ownership of land, heavy administrative procedures¹²¹³ remain, meaning that few urban property titles were issued (around 150,000 as of 2014). The situation has recently improved thanks to the 2017 provisions allowing the free transformation of leases included in the urban private State domain into land titles under certain conditions. The situation is worse in rural areas where the long and costly procedures are both unaffordable and rarely put into practice and the titling practice does not consider the complex nature of customary land tenure. As a result, a vast majority of Senegalese citizens have informal documents or no documents at all to secure their land rights. In addition, despite the support for equitable access to land in the Senegalese 2001 Constitution, in large measure social and religious norms continue to dictate women's land rights: most women access land through their husbands, and the security of their rights is dependent on maintaining the relationship with their husbands. Available data shows that women own only 20 percent of housing and 12 percent of land nationally.¹⁴

10. **National land administration services face substantive technical and financial gaps to address tenure insecurity.** The institution in charge of the national cadastre, the Taxation and State Properties Department (*Direction Générale des Impôts et des Domaines*, DGID), including at central level and decentralized offices, is responsible for a limited number of property titles and related land transactions. Information is partially recorded in a central land information management system (*Système de Gestion Foncière*; SGF), which will be supported by the German Bank for Reconstruction (*Kreditanstalt für Wiederaufbau*, KfW). The SGF is neither fully implemented nor is it connected to municipal land administration and even the proper attribution of Cadastre Identification Number (*Numéro d'Identification Cadastre*, NICAD) requires further technical investments. The 1964 law entrusts to the rural communities, dubbed "municipalities" since the 2013 Decentralization Act, the management of the rural land ("terroirs") included within the National Domain. The enforcement of laws, however, has been sporadic and with limited success, largely because municipalities were not equipped with the human capacities and the financial and technical resources to perform their land management functions. Due to its nature, National Domain boundaries are neither clearly accounted for nor documented. Without effective training, tools, and equipment, and in the absence of the definition of precise municipal boundaries, local authorities are allocating land parcels without appropriate land governance and are unable to perform any kind of land use planning. As a result, land tenure rights are rarely registered, often overlap and conflict with neighbors. If documented, they are subject to vague surface and boundaries estimations, mostly without geo-referencing. This often leads to arbitrary

¹² Theoretically land registration requires at least six procedures, an average of 124 days, and requires payment of fees amounting to 21 percent of the property value. Few landholders in rural or urban areas have registered their landholdings. USAID, 2010. Senegal country profile. The PDIDAS project experience shows that a lease procedure requires 31 steps including three back and forth exchanges between Saint Louis and Dakar and a presidential decree. The procedure involves at least eight different administrative units.

¹³ Anyone who wishes to get a land title or a lease on the National Domain must request: (i) the registration of the land in the name of the State; and then (ii) proceed with a transfer of ownership (land title) or a dismemberment of ownership (emphyteutic lease, surface right).

¹⁴ Data from Demographic and Health Survey, 2010-2016.



decisions of rural councils on allocating land-use rights. Transactions on land use rights are not legal and, therefore, rarely, if ever, recorded and municipalities do not have a land information system (LIS). The lack of reliably documented tenure rights creates confusion, often involving contestations and triggering conflict over competing claims. The large-scale attribution of land as organized by the national government for development projects exacerbates tensions, in particular in cases where tenure rights-holders are not adequately consulted and compensated. Such decision and the undocumented land market go beyond municipalities' control and leaves them without agency over their respective territories.

11. **Lack of reliable land information as national and municipal systems differ.** As noted in the previous paragraph, the national and municipal 'systems' are entirely paper-based and their quality varies across Senegal. The lack of reliable land information generates risk of differences in what the systems record on a limited basis at the national and municipal levels. This gap is partly related to the issue of different mandates and low capacity in the land administration institutions at the national and local levels. For example, DGID is in charge of the issuance of property titles in urban areas whereas municipalities are in charge of the issuance of occupancy titles on land within the Domaine National. Furthermore, the DGID has limited technical and human capacities¹⁵ to manage massive requests of formalizing land tenure rights, and still lacks innovative approaches for integrating the diversity of tenure rights in a national cadastre. Requests for emphyteutic leases and property titles are so far only processed by the State Properties Operations Control Commission (*Commission de Contrôle des Opérations Domaniales*, CCOD) based in Dakar. In addition, all ownership registration records must be the subject of one decree enacted by the president of the Republic. However, another major impediment is the lack of integrated LISs (national level SGF with municipal land information systems (LISs; also known as *Système d'Information Foncière Communal* or *SIFs*)) as well as the absence of up-to-date digitized land information, which could be put in the SGF and LISs in order to support the proper functioning of land administration and, by extension, other activities that depend on reliable land information, such as land use planning, decision making by courts, investment planning.

12. **Well aware of the three bottlenecks mentioned above (obsolete legal framework for the land sector; inadequate mechanisms and capacity to manage land tenure; lack of reliable land information), the Senegalese Government has been trying to reform its land policy for the last two decades. However, it has not yet achieved the desired results at a large scale.** Various attempts at land reform in the past two decades reflected in multiple successive national land commissions established since 1996 have not yet borne fruit.¹⁶ The main barriers concern the legal nature of new land tenure rights, whether and under which conditions they would be transferable, and the level of control of their management between central and local governments. Discussions with counterparts in the country suggest that there is wide acknowledgment on the need to recognize legitimate existing tenure rights, including the inheritance of land. There is also consensus on the need for appropriate regulation to address elite favoritism, tacit approval of land sales and leases by local authorities, and corrupt tactics. As a result, stakeholders across relevant ministries (Finance, Economy, Local Government, Agriculture), municipalities, and the private sector agree on the need for an integrated approach to developing a cadastre, securing property rights and recognizing the diversity of tenure use rights. Mayors have tried to implement local LISs with the limited resources at their disposal. However, these systems have largely not materialized and even if they did, they would

¹⁵ In total, 255 people are employed by the cadastre department, including 117 in the 22 regional offices.

¹⁶ The latest such example is the 2012 National Land Reform Commission (*Commission Nationale de Réforme Foncière*, CNRF), which produced a land policy document following extensive consultations. The commission itself was dissolved and the policy has still not been approved by the President since its submission in April 2017. This latest policy statement attempt aimed at providing legally stronger rights to family farmers, agro-entrepreneurs and resources users on the National Domain, enabling them to access credits and invest sustainably in developing the land, while protecting pastoral and forest areas.



not be interoperable with other national and other municipal systems, leaving Senegal with an incomplete and fragmented land information.¹⁷

13. **In addition to the objectives of the PSE 2, the current institutional landscape, multi-stakeholder dialogue on land, and current regulatory provisions provide opportunities for the establishment of an integrated cadastre.**¹⁸ The current legal framework provides for integration of occupancy rights into the national cadastre and the mandatory attribution of a cadastre identification number called NICAD to all registered parcels. The national cadastre managed by DGID in collaboration with municipalities will be able to accommodate both use and ownership rights. A local government unit (*Bureau des Collectivités Locales*) recently created within the Ministry of Finance and Budget (*Ministère des Finances et du Budget*, MFB) is supposed to help municipalities manage their land and promote their financial autonomy. New opportunities also arise to identify solutions on how to address barriers related to improved land governance. The national multi-stakeholder platform on land governance in Senegal is unique in its convening power, bringing together members from relevant ministries (Agriculture, Finance, Fisheries, Livestock, Environment, Local Government), representatives from CSOs, research institutions, private sector, local government and farmers' organizations, and more recently the MFB itself. The well-organized Senegal Mayor Association (*Association des Maires du Sénégal*, AMS) also contributes efficiently to the national dialogue on land policy. The dialogue mechanism, created in 2014 and withstanding political changes, is driving country implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT). The existence of a donors' coordination mechanism involved in the land sector facilitates donor information exchange and collaboration, creating synergies and avoiding duplication of investments in the land sector.

14. **There are several gender gaps around the issue of land tenure security.** While some of these impediments to land access fall under traditions and religious customs, there are some broad categories of gender gaps in access to land, to decision-making over land but also important gaps in knowledge over rights, training in the profession and access to employment that the project will be addressing. Women's predominant form of accessing land and land use is through their husbands (though also through communities and other male family members), and available data shows that women own only 20 percent of housing and 12 percent of land nationally.¹⁹ As such, the potential to joint-title would allow for women to be more efficiently included on formal documentation which in turn could provide them with the ability to leverage this for productive and legal purposes. Although neither national law or customary law prohibit women's ownership of land, the acquisition and usage are markedly low (even for the region). The conservatism in application itself is a significant challenge as women mostly do not apply, request nor reject land allocations that are poor. This marginalization of women by decision-making bodies is often laid at the door of tradition and societal pressure. Therefore, one of the key starting points for improving women's land access is to ensure gender equitable land governance at the community level. Recent analysis also suggests that titling itself as a goal needs to be accompanied by interventions that aim to normalize women's access, application, and participation in decisions over land and those that engage with whole communities on the benefits of women's access to land.²⁰ Information, training and representation are crucial elements of successful interventions of formalization that may change the reality of

¹⁷ Many mayors request to allocate land, based on more precise geo-location, to clarify the status of land rights, and share information on use and property rights between central and local government.

¹⁸ In the Senegalese context, cadastre would include the physical (geographical) aspects as well as the corresponding tenure (legal rights) information.

¹⁹ Data from Demographic and Health Survey, 2010-2016.

²⁰ The Global Land Campaign Stand4herLand, which can accompany certain parts of the project targets this goal.



land right allocation. Annex 5 covers this gender gap analysis in depth.

15. **In summary, the PROCASEF is being designed for implementation at an opportune time, also benefitting from the PDIDAS World Bank-funded project experience in land rights registration.** The importance of supporting Senegal's land administration sector is well- and widely recognized. There is consensus around supporting the recognition of use and occupancy rights alongside supporting a digital transformation and developing short- and long-term capacity of the land administration sector. As a result, the project enjoys a great deal of support from a myriad of stakeholders at the national and local government levels as well as the civil society. The project has also been well aligned with donor activities to maximize its benefits and minimize any chance of duplication of efforts. There is also recent experience from the PDIDAS Project whose lessons around the registration of occupancy rights have been taken into account for PROCASEF design. Additionally, the challenges encountered during PDIDAS implementation have been a key input to informing PROCASEF's implementation arrangements, stakeholder dialogue, risk assessment, and mitigation measures.

C. Relevance to Higher Level Objectives

16. **The proposed PROCASEF Project is well aligned with the World Bank Group's (WBG) Country Partnership Framework (CPF) FY20-24 for Senegal (Report No. 143333-SN, March 5, 2020), and directly promotes the WBG twin goals of eradicating extreme poverty and promoting shared prosperity.** The 2018 Systematic Country Diagnostic (SCD) strongly recognizes that the absence of a clear legal framework on access to land, especially for women, is impeding effective and efficient development of private sector activity in key sectors for growth, including in projects of the WBG group, and continues to be a source of graft and corruption. The FY20-24 CPF puts further emphasis on this recognizing the need for a comprehensive land reform as well as increasing resilience and mitigating the effects of climate change. The proposed project is in fact directly linked to focus area 2 of the CPF *"Boost competitiveness and job creation through private sector-led growth"* and supports objective 2.4 *"Boost productivity and competitiveness of agriculture and related value chains"*. The project will also support low-carbon and climate resilient development by improving land tenure security in the cases of temporary relocation due to climate disasters, and ease of access to data for land valuation for disaster recovery, and providing land rights to ease of access for investments, including possible climate financing schemes.²¹

17. **The proposed PROCASEF also supports and contributes to the realization of the national development strategy clearly expressed by the Government (PSE 2),** which considers land reform as a key commitment. The Government's commitment in the land reform is now clearly expressed in the orientations of the PSE, 2019-2023,²² which considered land access as one of the conditions for economic emergence and intends to reform the land sector over the next five years. PSE 2 emphasizes that a clear and transparent land tenure system is fundamental to the country's economic emergent structural transformation and strategic objectives related to agriculture and housing. Land is one of the PSE's six planned reforms. The PSE is thus considering a set of priority actions between 2019 and 2023. *"These include: (i) the gradual transformation of the current occupancy rights of rural inhabitants into real rights, which would lead to a degree of controlled land transferability, taking the need*

²¹ For example, in the case of a wildfire or flood, people with secure land tenure will more willingly leave the premises for their safety as they know they will return to their home. However, without such security families or farmers fear they may lose their land or property. Secure land rights also provide those on the land or using the land, ownership and incentive to invest and maintain their land or property, often helping with reduced fire hazards and better forest or land management that can help reduce emissions. Moreover, providing reliable, integrated, up-to-date digitized land information supports the proper functioning of land administration by the Government, including activities such as land use planning, decision making by courts, investment planning, and responding to climate shocks and natural disasters.

²² "Senegal will pursue reforms linked to land access. It will therefore be necessary to establish a universal cadastre, to accelerate land tenure security in rural areas through the granting of property titles, and to finalize the dematerialization of the electronic land register".



to protect pastoral, fishing and forest zones into account; (ii) investment in land management instruments by land administration services; (iii) the search for a fair balance between municipal management and the supervision of land transactions by the central government; and (iv) the pursuit of the streamlining of registration in the urban land register”²³. These measures should lead to an improvement of: (i) social cohesion, through the impact of the clarification and registration of property, usage and passage rights, transactions on the reduction of conflicts; and (ii) the business environment as a result of facilitating investments from companies as well as family farms. In terms of climate change adaptation, the land tenure security measures will help land occupants make adaptation investments, such as reforestation or climate-resilient infrastructure, where without tenure security there is a lack of incentives.²⁴ The protection of pastoral, fishing and forest zones supported by the project will enhance climate mitigation efforts, as registration of communal lands in forest landscapes reduces deforestation, and formalized land rights are often a prerequisite for performance-based payments in carbon related *Payments for Ecosystem Services* schemes.²⁵ Senegal is also a party to the Paris Climate Agreement and the project is aligned with Senegal’s Nationally Determined Contributions, in particular in support to contributions in Agriculture and Forests, including the goal of reducing the annual deforestation rate by 25 percent until 2030.²⁶

18. **The economic and social impact of the pandemic is leading to public policies adjustments and to a redefinition of investment plans, but interventions to secure land tenure remain a Government priority and an integral part of ‘building back better.’** The Priority Action Plan of PSE phase 2, “*adjusted and accelerated*”, maintains interventions on land among the six strategic objectives for a structural transformation of the economy, and among the main reforms to be undertaken in priority and sovereignty sectors²⁷.

2. PROJECT DESCRIPTION

A. Project Development Objective (PDO)

PDO Statement

19. The proposed PDO is to strengthen the Recipient’s capacity for the implementation of its cadastre at a national level; and to increase the number of land rights registered in selected areas.

PDO Level Indicators

20. **The PDO has two main objectives:**

²³ Republic of Senegal, 2018. PES, Priority Action Plan. Strategic Aim 5: To strengthen territorial governance.

²⁴ IPCC, 2019: Summary for Policymakers. In: Climate Change and Land: an IPCC special report on climate change, desertification, land degradation, sustainable land management, food security, and greenhouse gas fluxes in terrestrial ecosystems [P.R. Shukla and al.]. In press.

²⁵ Quan, J., & Dyer, N. (2008). Climate change and land tenure. The implications of climate change for land tenure and land policy.

²⁶ <https://www4.unfccc.int/sites/ndcstaging/PublishedDocuments/Senegal%20First/CDNSenegal%20approuv%C3%A9e-pdf-.pdf>

²⁷ « *l’État poursuivra les efforts de repérage des espaces fonciers par le développement du cadastre et la modernisation du livre foncier pour sécuriser les transactions foncières avec le respect des droits des communautés.* » (“the State will continue efforts to identify land areas by developing the land register and modernizing the land book to secure land transactions while respecting the rights of communities.”), Ministry of the Economy, Planning and Cooperation. Adjusted and accelerated PAP2 for the recovery of the economy. September 2020.



21. Objective 1: Strengthening Recipient's capacity for cadastre implementation. The strengthening of Government capacity for cadastre implementation will be measured by the expected impacts of the improved technical and human resource capacity of the Government. Therefore, the PDO indicators for this objective are:

- i. Average time for the delivery of land tenure related services (months);
- ii. Degree of satisfaction of beneficiaries with respect to land tenure services in targeted areas (gender-disaggregated) (percentage);

22. Objective 2: Increasing the number of land rights registered in project areas. The number of land rights registered in Project areas will be measured by accounting for the number of rights recorded in the LIS and the number of individuals whose use/occupancy rights have been validated. Therefore, the PDO indicators for this objective are:

- i. Occupancy titles with NICAD recorded in municipal LIS with project support (gender-disaggregated) (number);
- ii. Household members whose land rights are officially validated by an occupancy title (gender-disaggregated) (number).

B. Project Components

23. **Component 1: Strengthening land institutions and investing in geospatial infrastructure (US\$34.03 million equivalent).** The objective of Component 1 is to improve the land administration service delivery by improving the efficiency of the involved land institutions and facilitating the digital transformation of land administration in Senegal. This objective will be achieved by making capital investments in the digital systems and geospatial infrastructure needed for land administration functions and services and by strengthening the capacity of actors and stakeholders in the land service delivery value chain. The activities in this component will also support resilient recovery in the case of climate disasters by (i) enhancing quality of data available for the monitoring of properties impacted; (ii) strengthening government institutions and facilitating access to cadastral data for disaster response and reconstruction, including support to land valuation and land use planning; and (iii) improving the relocation processes. This component will be comprised of three sub-components.

- a. Sub-component 1.1: Strengthening public sector capacity for improved land administration service delivery. This sub-component will finance capacity building for municipalities, territorial administration, DGID and units of the Ministry of Territorial Collectivities, Development and Land Use Planning (*Ministère des Collectivités territoriales, du Développement et de l'Aménagement du Territoire*) to provide the target population with enhanced land administration services and improve customer satisfaction, including training on gender sensitive issues, and inclusion investments will include the renovation or construction of municipal land bureaus adapted to the size and needs of municipalities to improve the work environment and provide dedicated areas for customer service. The working environment of central and decentralized land institutions will be upgraded and secured through investments in furniture and information technology (IT) equipment, the installation of an internet connection and electrification where necessary. Regional offices of DGID buildings involved in the NICAD allocation will also be upgraded as needed and secured to accommodate regional PIUs that will gradually be incorporated into the DGID to sustain the assistance provided to municipalities.



- b. Sub-component 1.2: Facilitating digital transformation of land administration. This sub-component will finance the design, development, and deployment of a web-based LIS to support municipal Land Bureaus and other professional users in the land service delivery value chain. Land administration processes will be reengineered and digitized for improved efficiency and to provide real time updates to enhance security of tenure. The municipal LIS will be designed to interact with the information system used by the DGID (SGF) and the National Spatial Data Infrastructure (NSDI). The interoperability of these systems will allow LIS users to access to the orthoimages as well as land use and cadastral data, thus enhancing data quality and consistency in Senegal's land administration by improving access to data and preventing multiple allocation of rights on a same plot. The digital transformation of the largely paper-based land administration will facilitate a higher resilience of land records to potential losses from natural and climate-related disasters.
- c. Sub-component 1.3: Strengthening the NSDI. This sub-component will finance the upgrading of the geospatial infrastructure required for enhanced land management. This sub-component will be implemented in collaboration with the Inter-Ministerial Consultation and Coordination Group on Geospatial (*Groupe Inter-institutionnel de Concertation et de Coordination en Géomatique*, GICC), which includes the main government agencies producing and managing geospatial information. Some of the key activities within this sub-component are: (i) the acquisition of satellite or aerial imagery covering all municipalities of the project to facilitate the georeferencing of existing land data as well as systematic registration operations in the field; (ii) the modernization and densification of the geodetic network to enable accurate land surveying and measurements; and (iii) the strengthening of the NSDI to manage, update, and disseminate land data, imagery and other geographic datasets. Complementary activities financed by the Korean Green Growth Trust Fund (KGGTF) will support the objective of this sub-component by further upgrading the existing NSDI.

24. **Component 2: Empowering project-supported municipalities in carrying out systematic land registration operations (US\$29.15 million equivalent).** The objectives of Component 2 are (i) to provide the municipalities and the administrations concerned with georeferenced information on the various statuses and land boundaries; (ii) to formalize individual or collective use rights, as they exist; (iii) to contribute to the establishment of an innovative national cadastre that considers individual and collective land use rights; (iv) to improve land governance in the selected municipalities. This component will support climate change mitigation and resilience by supporting proper functioning of land administration by municipalities, as well as activities that depend on reliable land information, such as land use and urban spatial planning, investment planning, and responding to climate and natural disasters.

25. **This component will finance the following activities:** (i) the collection and preparation of geospatial and land tenure data; (ii) an update and a new Land Use and Allocation Plan (*Plan d'Occupation et d'Affectation des Sols*, POAS) including the mapping of existing rights and restrictions²⁸ and pastoral areas, and preparing the systematic inventory of land use rights, including pastoral activities and tracing of pastoral movements, grazing points and related environmental, social and livelihood challenges; (iii) the registration of land use rights through a community-based process and the issuance of land occupancy titles, including for women (jointly or individual);

²⁸ Area where land use rights cannot be granted: state land, protected area, etc.



and (iv) the strengthening of local land conflict resolution mechanisms by establishing systematic and transparent procedures, systems and workflows for addressing land conflict resolution. Documentation of land rights is essential to reduce the impacts of climate disasters. Knowing who owns what and where facilitates disaster management and, when temporary relocation is needed, protect property rights of displaced people without fear of losing their land. It also contributes to improve land planning and land management, avoiding situation where people are settling in areas with high risk of flooding or land erosion and thus, reducing their vulnerability to natural disasters. Improving land tenure security make people more aware about the importance to protect their piece of land against degradation and deforestation, reducing risk of desertification and environmental impacts.

26. Land rights registration operations will be carried out by the municipal authorities and by the local communities with the support of qualified private operators hired on a competitive basis and whose work will undergo quality control by PROCASEF Regional Implementation Units (RIUs), housed in the Tax Service Centers (*Centre des services fiscaux*, CSF). The deliberations and the allocation of occupancy titles (as appropriate) to the beneficiaries will be carried out by the municipality and by the local communities under the legal control of the prefectural body and in accordance with the legal framework in force in a citizen participation approach. The allocation of occupancy titles will be carried at virtually no cost to citizen. Throughout Component 2 operations, the LIS developed in Component 1 will be used. All the stakeholders involved in these operations will have timely training per activities in Component 3.

Expected Project Impact at the Municipal Level

	Situation before PROCASEF	Situation after PROCASEF (n+5 years)
Human resources	<ul style="list-style-type: none"> ▪ Municipal secretary in charge of various services, including land ▪ Low technical capacity of communal staff in charge of the land ▪ Municipal Land Tenure Commission without any required training or tools 	<ul style="list-style-type: none"> ▪ Land Bureau Officer with specific training (undergraduate+2 years) paid by the municipality ▪ Elected officials trained in the management of the National Domain ▪ Municipal Land Tenure Commission and communities' representatives trained and equipped with the tools necessary for surveys and "expanded" to include representatives of vulnerable groups and women.
Infrastructure	<ul style="list-style-type: none"> ▪ Archives in cardboard boxes, sometimes on the floor, or in a cabinet with other documents ▪ Lack of archiving of land records ▪ Lack of premises dedicated to land services 	<ul style="list-style-type: none"> ▪ Land Bureau (with fit-for-purpose sizes) with a reception desk, archive room, furniture, and secure digital connection ▪ Digital archiving of land records
Identification of land rights	<ul style="list-style-type: none"> ▪ On demand parcels identification ▪ Locating with rudimentary tools (decameter and approximate estimation of the surface and perimeter of the plots) 	<ul style="list-style-type: none"> ▪ Systematic inventory of all individual and/or collective land rights based on local communities' knowledge ▪ Mapping of land unsuitable for the registration of land occupancy rights (existing land titles, State properties, land with specific status) ▪ Accurate parcel boundaries demarcation using high-resolution satellite images
Land documents	<ul style="list-style-type: none"> ▪ Simple municipal decision, recorded in the register of "deliberations" ▪ "Deliberation" in the name of a single person ▪ Insecure land documentation ▪ Lack of land records 	<ul style="list-style-type: none"> ▪ Issuance of an occupancy title including a mapping of the parcel ▪ Registration of the occupancy title in a paper and digital Municipal Land Register ▪ Registration of one or more names on the occupancy title, including wives.



	Situation before PROCASEF	Situation after PROCASEF (n+5 years)
Cost of land documents issuance	<ul style="list-style-type: none"> Diverse range of occupancy title application fees set by the Municipal Council depending on each municipality and varying among applicants 	<ul style="list-style-type: none"> Principle of almost-free occupancy title Average cost of registration, limited to around FCFA 10,000 per plot
Official recognition of land rights	<ul style="list-style-type: none"> Validation by the Communal Council Neither transferable nor tradable land use rights. Land transactions remain processed under a land deallocation / reallocation procedure run by the Municipalities. 	<ul style="list-style-type: none"> Social validation through an inclusive process prior to the validation by the Communal Council Allocation of a NICAD by the DGID The nature of the land use rights remains unchanged as long as the land legal framework does not consider direct transactions.
Management of land information	<ul style="list-style-type: none"> The information remains in paper format at the municipal level No LIS 	<ul style="list-style-type: none"> Municipal LIS for local digital archiving and a platform for data exchange with the DGID, accessible at the municipal land bureau Municipal land map superimposed on a high-resolution satellite image
Technical standards for land procedures	<ul style="list-style-type: none"> Lack of technical standards and control 	<ul style="list-style-type: none"> Streamlined land registration procedures complying with an operation manual validated by the Government Land Security Support Technical Committees (<i>Comités Techniques d'Appui à la Sécurisation Foncière</i>, CTASF), including representatives of the concerned technical units, supporting the Municipal Land Tenure Commission DGID technical controls for the issuance of NICADs to avoid overlapping with existing State land of property rights
Legality control	<ul style="list-style-type: none"> Lack of tools to control land information and land related procedures at the sous-préfet level 	<ul style="list-style-type: none"> Sub-prefects, prefects and governor, depending on the size of the plots, via digital transmission Legality control through digitalized and streamlined procedures
Conflict resolution mechanisms	<ul style="list-style-type: none"> Formal administrative procedures through municipal bodies (sub-prefects, prefects or governor) or legal appeal against municipal deed, requiring a court decision²⁹ Lack of systematic procedures and reliable mechanisms to register and address land conflict. Formal complex, lengthy and costly means to address land conflicts remain mostly inaccessible to citizens Alternative mechanisms involving traditional leaders, ad-hoc inter-village or conflict resolution committees 	<ul style="list-style-type: none"> Procedures for statutory and alternative mechanism to address land conflicts, in cooperation between administrative levels Systematic municipal land conflict resolution mechanisms established in complementarity to existing conflict resolution mechanisms Inventory of land conflict claims, indicating georeferenced location and monitoring land conflicts by systematic information exchange with Ministry of Interior and Land Observatory Land bureau capacities to run an efficient grievance mechanism (GM)
Expected Results	<ul style="list-style-type: none"> 6 percent of the parcels benefit from a municipal deliberation 	<ul style="list-style-type: none"> 70 percent of the parcels will be incorporated into the municipal LIS 50 percent of the parcels will benefit from a municipal deliberation

27. Component 3: Sustaining long-term policy dialogue, scaling-up training and innovation in the land sector (US\$10.9 million equivalent). The objective of Component 3 is to support capacity building and foster innovation in the Senegalese land administration sector, including research and policy dialogue to prepare for the modernization and expansion of the land administration services at central and decentralized levels (ministries, CSF, municipalities). This will be achieved through: (i) strengthening the national VGGT multi-stakeholder platform

²⁹ In rare cases the President, a Minister, or the Mediator of the Republic may intervene.



driving policy dialogue since 2014, knowledge creation guided by international standards and best practices, in particular through support to the establishment of an independent land observatory (*Observatoire National du Foncier*; ONF); (ii) strengthening the capacities of the Senegal Mayors Association in land tenure management; and (iii) vocational training at municipalities, long-term capacity building at universities to build a qualified workforce. The National Institute of Statistics and Demography (*Agence Nationale de la Statistique et de la Démographie*, ANSD) and the ONF could support data collection to prepare the ex-post analysis. This component will be comprised of two sub-components.

- a. Sub-component 3.1: Promoting research and dialogue on land tenure governance innovations. This sub-component will finance: (i) the creation of the ONF, responsible for generating knowledge on land tenure, evaluating the performance of the land tenure security program, and measuring its socio-economic impacts and gender impacts; and (ii) support to existing land sector and other research institutions to strengthen research on land tenure security issues in rural and urban areas, through a financial contribution to the functioning of the multi-stakeholder platform on land, and its annual meetings, and calls for research proposals, and through expertise selected on a competitive basis.
- b. Sub-component 3.2: Supporting the development of land tenure training. This sub-component will finance training and capacity building efforts, including training on gender sensitivity issues and inclusion, by supporting: (i) training of technical land administration staff ahead of field operations implemented through Component 2; (ii) training personnel of the DGID, and in particular the regional CSF, the PROCASEFs, the relevant services of the Ministry of Territorial Collectivities, Development and Land Use Planning, PROCASEF and municipality and local institutional staff (prefect, Land Tenure Commissions, Land Bureaus Officers, and the CTASF) for the implementation of PROCASEF activities; and (iii) support the development of a university curriculum, with the possibility for students to obtain multi-disciplinary diplomas in the area of land tenure to develop a sustainable qualified workforce.

28. Component 4: Program Coordination, Monitoring, and Knowledge Management (US\$5.92 million equivalent). This component will finance PROCASEF's investment and recurrent costs for the management of the IDA finance, including (i) all aspects of project preparation, management and audit, including fiduciary management, procurement, and monitoring and the development of safeguards instruments; (ii) communication, and coordination across project partners; and (iii) monitoring and evaluation (M&E) for PROCASEF activities. Specifically, the following activities are included: (i) operating costs for the project, including preparatory studies, field supervision, transport and IT support; (ii) financial management (FM), including external audits and accounting; (iii) safeguards compliance, including the completion of the Environmental and Social Framework (ESF) related safeguard tools and follow-up actions; (iv) communications and knowledge management, including technical workshops, national and international study tours to learn from relevant experiences; and (v) M&E, including the baseline survey, recurrent data collection, midterm review, and final evaluation, as described in Implementation Arrangements Annex. Building on the results of the safeguard studies, this sub-component will support the development of a communications strategy to guide awareness-raising campaigns implemented by private service providers as part of the land registration activities on the field. As PROCASEF is a new project that is still in the process of defining its procedural and implementation manuals and hiring its staff, early support from IDA to PROCASEF will ensure its systems are fully aligned with the World Bank's policies and requirements and that staff with prior experience with World Bank procedures can be recruited as appropriate.

29. Component 5: Contingent Emergency Response Component (CERC) (US\$0.0 million). A contingency emergency response component (CERC), initially without a budget allocation, will allow for the rapid reallocation



of project funds in the event of natural or man-made crisis and major disease outbreaks of public health importance during the implementation of the project, in accordance with the World Bank Investment Project Financing (IPF) Policy, paragraph 12 (Projects in Situations of Urgent Need of Assistance or Capacity Constraints). Activation of the CERC is triggered by (a) a declaration of a state of emergency by the Government and (b) Government request to the World Bank for activation of the CERC. Implementation modality and eligible activities to be financed under the CERC will be described in the Project Implementation Manual (PIM).

C. Project Beneficiaries

30. **PROCASEF's direct beneficiaries are the populations in 136 PROCASEF supported municipalities, who currently own or use land in peri urban and rural areas.** An estimated 2.64 million people³⁰ or 322,000 households are expected to benefit from the recognition of land use rights and occupancy rights as a result of the project interventions to improve the Senegalese land administration system. A major benefit of the recognition of use and occupancy rights in the PROCASEF supported municipalities is that citizens, private investors, local and central governments can expect more secure land tenure rights, increased social cohesion, and, together will lead to a reduction in the instances of conflict and stronger business environment. In the longer term, the project is expected to benefit the descendants of current landowners and land users, as the documentation of existing land use rights and of land occupancy rights will facilitate more transparent land transactions and to mitigate the risk of new land conflicts for future generations.

31. Being an infrastructure of sustainable development, the establishment of the national cadastre through the addition of thousands of cadastral parcels with NICAD, will benefit the whole Senegalese society. In effect, knowing who owns what and where will improve land governance, not only in DGID and the MFB, but also across the different ministries and state agencies and municipalities, to the benefit of all citizens. It will provide the first basis for equitable land taxation initiatives at a longer term.

32. PROCASEF supported municipalities will benefit from investments in digital transformation and equipment to improve land tenure management and service delivery in the land registration process, including training, and with the implementation of a reliable LIS, populated with comprehensive data on land occupation. Based on this Municipal LIS, the spatial planning is facilitated (the POAS being updated with accurate information on land occupation) and aligned with the VGGTs and sustainable development.

33. Other PROCASEF direct beneficiaries include the different stakeholders involved in the land registration service delivery value chain benefiting from investments in digital transformation as well as training and capacity building: DGID, Land Tenure Commissions (*Commissions Domaniales Elargies - CDE*), CTASF, agents of the Land Bureaus and Voluntary Guidelines Implementation Steering Committee (*Comité de Pilotage des Directives Volontaires*, COPIL), sous-préfets, préfets and Governors. With the investments in digital transformation, agencies like Publics Works and Investment Promotion Agency (*Agence pour la Promotion des Investissements et Grands Travaux*, APIX) will be able to use the land and geospatial data to strengthen the investment climate by providing up-to-date information in the PROCASEF municipalities. The upgraded NSDI will provide a common framework that will help government agencies and all 37 members of the GICC to enhance the production, the use and dissemination of their geospatial data. It will also increase transparency on territorial management and provide citizens, non-governmental organizations (NGOs) and decision-makers with valuable related information. With increased capacity and the IT and geospatial investments, PROCASEF's work could be scaled to the national level

³⁰ Considering 8.2 people per regular household (RGPHAE,2013).



covering Domain National across the country. Over time, PROCASEF will also build long-term capacity through a multi-disciplinary curriculum on land tenure issues in universities.

34. **Citizen Engagement.** Component 2 will be adopting a participatory approach, information, awareness-raising and concerted programming activities are organized in each municipality in order to collect the needs in terms of securing land rights and to encourage a broad citizen engagement, in particular women and vulnerable populations. The project is pioneering citizen engagement approaches in land administration by way of involving local communities in conducting field surveys with the support of private sector service providers. This approach is expected to heighten awareness, increase buy-in by giving them more ownership of the process, and reduce long-term conflicts. The project's technical design also took into account citizen inputs, including in: (i) a summary document informing the project pre-evaluation stage; (ii) a note on citizen-led monitoring and how to apply the principle of citizen engagement through PROCASEF, submitted to the government by the national coordination mechanism of farmers' organizations in Senegal Framework for Action on Land (*Cadre de Réflexion et d'Action sur le Foncier au Sénégal*, CRAFS). PROCASEF will consider their proposals on awareness-raising, consultation mechanisms at municipal and regional level, information-sharing, outreach and communication. Based on the note, citizen checks are carried out through an extended land commission (CDE), put in place by the municipal council and controlled by a CTASF, as well as in the framework of the public display of the map showing the inventory of all land parcels and their right holders, superimposed with a high resolution satellite image to facilitate visual control. Additionally, Component 3 will be supporting the dialogue with key CSOs through platforms like COPIL. The development of a national land observatory builds on an in-depth consultation process between the government, CRAFS and the COPIL to ensure a strong foundation for M&E and citizen engagement. Finally, three customer satisfaction surveys will be conducted over the life of the Project to gather feedback and support citizen engagement.

35. **Gender.** To address the challenge of women's access to land titles and information on their rights, the project will focus on narrowing the gender gaps through all of its components. Through Component 1, the project will support (i) the establishment of programs to ensure that tenure security for women (and other vulnerable groups) is not only a key element of planning, but also in terms of concerted staffing; (ii) capacity strengthening, including training on gender-sensitive issues and inclusion; and at the local level support to (iii) land bureaus and land commissions will increase female participation in decision-making committees, and will further support new participants (especially women) with training on land tenure documentation, standardization and their connections to national land databases. Component 2 will address the gender gap that remains in terms of demand, ability and awareness to request individual or joint titles by ensuring that all information material will include specific sections on women's equal right to own land under the Senegalese Constitution. Measures to enable the active engagement of women in the rural land committees will be incorporated throughout the land registration process. The project will further raise awareness of the registration process (i) using gender-sensitive communications methods (for example, organizing separate consultations with women and women's groups at times convenient for women and with child care available) that are tailored to the local socio-cultural and political economy context; (ii) identifying local issues that may affect land registration; (iii) ensuring that all landholders – including women and migrants – are aware of their rights and can participate in the subsequent steps in the land registration process on an informed basis. A significant increase in the number of women with their names on land titles is expected with the change to joint-titling regulation. Component 3 will focus on creating a body of qualified human resources and promote vocational training to include a dedicated avenue for including women. For this, the proposed Land Observatory and CRAFS will include the tracking and monitoring of women's land issues and formal recognition for women's participation. A detailed breakdown of activities, analysis and gap presentation is in Annex 5.



36. The closing of the identified gender gaps will be monitored with the following indicators:
- a. PDO level: Degree of satisfaction of women beneficiaries with respect to land tenure services in targeted areas, with a target of 80 percent; Occupancy titles registered through project support in the name of a woman or a group including a woman, with target of 158,000 women; Female individuals whose land rights are officially validated by an occupancy title, with a target of 30 percent.
 - b. Intermediate level: Female participants trained on land tenure management, with target of 3,270 women; Women with a perception of tenure security, with a target of 80 percent; Information campaign's on women's property rights, with target of 136,000 women; Women beneficiaries of information campaigns on women's prosperity rights, with target of 12,000 women.
37. The project will be supported by a programmatic Advisory Services and Analytics (ASA) on women's land rights in Senegal, financed by the Canadian Government through the Land 2030 Multi-donor Trust Fund. The ASA will provide key insights and concrete recommendations to the Government of Senegal and the analytical foundation on land and gender to be used in the implementation PROCASEF. Specifically, the second phase of the ASA – monitoring implementation (FY23-FY25) will support monitoring of implementation of PROCASEF to ensure that women's land and property rights are included and secure. This will include training, consultation and capacity building for government, civil society and others. This phase will also include evaluation of final outcomes and lessons learned and dissemination of findings.
38. **Climate Change.** Senegal faces significant hazard risks, including droughts, floods, sea level rise, and coastal erosion, the intensity of which is expected to increase due to climate change. Climate risks in particular affect the agriculture sector, which remains the main source of income for the majority of Senegal, with climate variability affecting irrigation, crops and land management, livestock, rural transport, and storage and processing. As well, intense floods affect the poorest residents, inflicting serious damage on infrastructure, public equipment, and private property, often resulting in temporary relocations. PROCASEF will support climate change adaptation and mitigation by strengthening the national cadastre to support resilient recovery, strengthening the land management systems through ease of access to data, and providing security of tenure in the case of disaster displacements. Improved tenure security would also increase incentives in rural areas for long-term investments in climate-smart agriculture techniques and increase incentives in peri-urban areas for long-term investments in higher quality building materials and proper connections to water and electricity networks that are essential for climate resilience. The project's geospatial investments are essential for climate change adaptation as datasets related to elevation, flood levels, topography, land use etc. can improve disaster risk management and expedite post-disaster recovery. Similarly, the establishment and improved usage of the NSDI will make accessible reliable, well-managed land data for the development of climate disaster early warning systems, systematic evaluation of disaster damage, and the development of climate disaster compensation and insurance schemes. The project will also be critical foundation for Senegal's rapidly urbanizing cities to identify and implement low carbon, resilient compact urbanization and spatial planning and zoning. Improved land administration will play a major role in addressing the growing threat of sea level rise that concerns a growing coastal urban and rural population. Urban areas are growing but are more exposed to flood risk, while settlers in rural areas may lose their livelihoods due to coastal erosion.³¹ Effective land administration systems are crucial to manage these changing settlement patterns. As highlighted throughout this project appraisal document (PAD), having clear and secure land rights as well as reliable, up to date digitized land information is a critical baseline for low carbon and climate resilient development.

³¹ Quan, J., & Dyer, N. (2008). Climate change and land tenure. The implications of climate change for land tenure and land policy.



D. Results Chain

39. The Results Chain showing how the project components contribute to the PDO and higher-level objectives of the PSE 2, is presented in Figure 1. Key Assumptions are also included in the Results Chain figure.

Figure 1: Result Chain

2. Results Chain				
Component	Activity	Output	Outcome	Objectives
Component 1: Strengthening land institutions and investing in geospatial infrastructure	Strengthening public sector capacity for improved land administration service delivery	Municipal land bureaus equipped with LIS and other necessary equipment	Improved work environment and higher customer satisfaction	PDO: strengthening Senegal's capacity for the implementation of its cadastre at a national level, and to increase the number of land rights registered in selected areas PSE 2: Support Senegal's economic growth and development through increased tenure security
	Facilitating digital transformation of land administration	Web-based LIS and interaction between LIS, SGF, and NSDI	Improved efficiency of land administration processes (reduction in time and cost of service delivery) as well as real time updates to enhance security of tenure	
	Strengthening the National Spatial Data Infrastructure	Upgraded Geospatial Infrastructure	Improved land administration and management information supporting enhanced decision-making	
Component 2: Empowering PROCASEF supported municipalities in carrying out systematic land registration operations	Collection and preparation of geospatial and land tenure data	Field surveys conducted Land use plans and POAS developed	Land rights and occupancy titles in PROCASEF municipalities validated. Special attention paid to women's rights	
	Mapping of existing rights and restrictions and preparing the systematic inventory of land use rights	Procedures developed/improved Dispute resolution mechanism strengthened		
	Registration of land use rights and issuance of land use rights certificates	Public awareness campaigns ensuring citizen engagement		
Component 3: Sustaining long-term policy dialogue, scaling-up training and innovation in the land sector	Promoting research and policy dialogue on land tenure governance and innovations	Creation of the National Land Observatory as a national platform for dialogue and knowledge management	Development of a National Land Administration Program and other important initiatives /reforms	
	Supporting the development of land tenure training	Development of land training curricula and activities	Medium- to long-term capacity developed in land administration	
Component 4: Program Coordination, Monitoring, and Knowledge Management	Project Management	Smooth project implementation	Achievement of desired Project results	
Component 5: Contingent Emergency Response Component (CERC)	Reallocation of project funds in the event of natural or man-made crisis and major disease outbreaks of public health importance during the implementation of the project			
Key Assumptions	Continued high-level Government support throughout the Project Strong cooperation between multiple actors: central agencies, municipalities, civil society, and donors Sufficient capacity and resources for the PIU to implement Project activities Feedback from citizens and specialized users to improve delivery of land administration services			

E. Rationale for World Bank Involvement and Role of Partners

40. Land administration is an essential public service that underpins economic growth and poverty reduction.³² A 2014 study³³ on completed land registration projects concluded that public sector investment in land registration systems is highly beneficial to the economic development of the country with a high rate of return on public investment. In addition, increased access to geospatial data will not only have a direct impact on

³² Deininger, K. 2003. *Land Policies for Growth and Poverty Reduction*. Washington, DC: The World Bank.

³³ Economic Impact of 20+ Years of ECA Land Registration Projects; Satana, Adlington, Torhonen, Anand; Annual World Bank Land and Poverty Conference 2014.



public sector management and decision making, but also provide new opportunities for the private sector. At the same time, the cost of land administration services remains high, making registration difficult in Senegal. Additionally, Senegal's unique land tenure situation with the National Domain means that many types of use rights or occupancy rights go unrecognized, leaving the underlying land plots and properties in the informal market. Therefore, the World Bank's financing and technical expertise are critical to furthering the land administration services in Senegal, securing land tenure, and developing an inventory of existing assets and related rights, which together should support the Senegalese land sector and wider economy. With these investments, PROCASEF will contribute to the agenda of maximizing finance for development (MFD) or mobilizing private sector capital as investments in data and systems would provide upstream support to investments in the PROCASEF municipalities. For example, clarification of use and occupancy rights and increased security of tenure for the people can be seen as de-risking interventions that promote increased private sector activity. Similarly, geospatial investments can provide more information for private sector decision-making, thus opening new markets in the longer term.

41. **The World Bank has several decades of experience in supporting land administration systems and systematic registration-cadastre projects around the world.** The World Bank also has extensive experience in SSA through notable projects like in Cote d'Ivoire, Ghana, Ethiopia or Madagascar. This demonstrates that the World Bank is uniquely qualified to address the challenges of emerging economies like Senegal. In addition, the World Bank has been involved in the land sector in Senegal since 2014 through the PDIDAS project and understands well the strategic rationale and implementation challenges associated with the land sector in Senegal. The World Bank's value-add is driven by this combination of understanding the local context and bringing regional and international global practices. In partnership with the Food and Agriculture Organization, the World Bank will also bring experience implementing the VGGTs.

F. Lessons Learned and Reflected in the Project Design

42. **The PROCASEF Project design builds on one of the most important lessons of land reform attempts in the region: many African countries have advanced legal and policy frameworks, but implementation remains the real challenge.** A lack of administrative capacities commonly hinders the ability of local people to effectively manage and protect their land tenure rights. The PROCASEF aims to deliver tangible results on the ground through delivery of better services by strengthening central and decentralized land administration, more secure access to land through inclusive land tenure systematic registration operations, and a systematic and transparent land conflict resolution mechanism at the local level. These experiences can drive more realistic policy and legal reforms adapted to the local context and support on-the-ground implementation in the future. The lessons identified below have been reflected in the project design.

43. **Land policies and operations must be flexible enough to adapt to regional land contexts.** Senegal is characterized by both the existence of land tenure systems regulated by a centuries-old local communities' practices, and by the emergence of an undocumented land market along its western side. In the absence of an updated land policy, a land tenure security program aiming at operating in one in five municipalities must have the capacity to adjust methods and tools to the diversity of land tenure systems. The PROCASEF, therefore, plans to: (i) develop the PDIDAS land bureau model and massive registration campaigns where an informal land market exists and the absence of customary authorities calls for written documentation of rights; and (ii) set up land tenure security methods compatible with land tenure systems run by local authorities.

44. **Simple and low-cost methodologies for recognition of land rights within the National Domain will address the lack of existing and traceable land tenure data for agricultural and housing uses.** Vulnerable



groups—such as rural women, youth and pastoralists—are at a particular risk of losing their rights in the face of quickly expanding urban areas and growth of an informal land market. Recognizing and identifying all existing tenure rights and right holders, based on communities' knowledge of the existing land tenure system, whether formally recorded or not is a core concern of the VGGT. The project is the first commitment by the Government to systematically document land tenure rights based on an innovative approach encompassing the diversity of tenure rights. The project will help municipalities to map and formally register individual and collective tenure rights, including those held by the State and public sector, private sector, and customary tenure systems in a unified information system (national cadastre) to improve security of tenure rights for all citizens. A NICAD will be attributed to all registered parcels to ensure the integration of rights that were never officially recorded with reliable georeferenced data.

45. **The political sensitivity surrounding land tenure constitutes a major barrier to effectively implementing land reforms in many African countries.** Land tenure issues often appear intractable given their crosscutting nature and the lack of adequate frameworks for dialogue. They are particularly sensitive because of their close interconnection to fundamental social and human rights, including the right to food. Therefore, it is vital to develop a shared vision among the various stakeholder groups on how to address tenure security. Recent experience on multi-sectoral and multi-stakeholder approaches demonstrate how consultation mechanisms involving the Government, CSOs, the private sector and academia can be a driving force for a coherent policy environment framing the multiple investments in land. PROCASEF is building on good practices across around 30 platforms³⁴ demonstrating their crucial role in transparent and accountable policy-making and broad participation in tenure governance. The project will contribute to the functioning of the national tenure governance platform in Senegal. This will have positive effects on efficient data gathering and knowledge exchange and contribute to trust between government and CSOs and improve alignment of and coordination with technical and financial partners. It can also raise project innovations to the attention of decision-makers and inform wider reform processes.

46. **Engagement of civil society and partnerships with a broad range of stakeholders, both at national and local level, are essential for tangible and long-term outcomes, regarding the impact of weak and insecure tenure on vulnerable people.** The power structures in many developing countries are often biased towards the elite, which can obstruct the implementation of equitable tenure governance policies. To create conditions for inclusiveness in land tenure policies, the project design was informed from inception by a wide network of CSOs, such as the National Rural Consultation and Cooperation Council (*Conseil National de Concertation et de Coopération des Ruraux*, CNCR), and a range of NGOs key to information sharing and delivery of services in the land sector. Senegal's multi-stakeholder platform on land has guaranteed equal participation in the national tenure governance dialogue for the past 6 years. PROCASEF will support the platform, in particular through a strengthened coordination and scientific knowledge base of discussions, ensured by a national land observatory. The principle of citizen engagement will be applied through local institutions, including extended Land Tenure Commissions, promoting the participation of CSOs, local communities, women and youth. The deployment of local paralegals in targeted municipalities, will in addition strengthen dialogue, conflict-resolution and the protection of women's tenure rights at local level.

47. **In addition to the World Bank's global expertise in land administration, PROCASEF brings together the knowledge of international partners that have also developed innovative approaches and solutions to democratize and speed up the access to land and tenure security worldwide.** United Nations Habitat through

³⁴ FAO support of multi-stakeholder platforms on land tenure governance, Innovative practices from the field and building on experience, FAO, forthcoming.



the Global Land Tool Network³⁵ with Social Tenure Domain Model (STDM)³⁶, and Food and Agriculture Organization (FAO) with Solutions for Open Land Administration (SOLA) and Open Tenure³⁷ have developed open source and low-cost land administration tools. Solutions following these principles and standards will be considered in the development of the LIS in Component 1. International Federation of Surveyors (*Federation Internationale des Géomètres*, FIG)³⁸, in collaboration with the World Bank, has developed the Fit-for-purpose³⁹ land administration approach consisting in the following key principles: (i) general boundaries rather than fixed boundaries to delineate land areas are sufficient for most land administration purposes, especially in rural and semi-urban areas; (ii) aerial imageries rather than field surveys are used for most land administration purposes, lowering the costs of surveying; (iii) accuracy relates to the purpose and should be understood in relation to its use. The systematic land registration operations undertaken by the municipalities targeted by the project will be aligned with this approach, successfully applied in other large-scale land registration projects.

48. **PDIDAS demonstrates clear advantages of systematic registration in terms of costs and social inclusiveness where combined with awareness-raising campaigns.** On-demand / sporadic registration approaches have shown their limitations in past registration operations due to the high costs of land document issuance and limited access, mainly by the wealthiest or most influential people in a community. On-demand approaches require high human and financial resources for the registration of a limited number of plots. Land document processing time have turned out lengthy and costly. Systematic registration on the other hand renders field work efficient, contiguous and inclusive through the following steps: (i) awareness raising campaign; (ii) parcels demarcation and land rights recognition / adjudication done locally and transparently with involvement of neighbors and local authorities; and (iii) opportunities for objections and corrections; and (d) issuance of land document. This participatory process has proven to create a high demand for certification, to mitigate the risks of interpretation or manipulation of tenure rights information, and to reduce costs of field operations, including through the exemption from registration fees by public services. A systematic registration approach that includes an extensive awareness-raising campaign usually generates higher rates of demands for certification and helps mitigating the risks of interpretation and manipulation before interventions. When field operations are preceded by an inclusive awareness-raising campaign before the start of surveying activities and when the benefits of certification are clearly detailed, a limited number of farmers miss the opportunity to obtain their land right documents. The production of a large number of occupancy titles using a systematic approach also translates into significantly lower unit costs, because the field operations work (characterized by high fixed costs) is conducted for a larger number of parcels at the same time. Unlike on-demand registration procedures, which costs are generally borne by the applicants, systematic registration operations are conducted under the responsibility of public authorities and therefore will require very low registration fees at the expense of citizens. This principle of almost free, registration allows the most vulnerable to assert their rights over land.

49. **Securing tenure rights in the long-term can only be successful through strong national, regional, and local land administration institutions.** This is highlighted by almost all studies on land tenure projects and instruments in Senegal, such as an evaluation by IIED Afrique, and a regional event organized by the Delta River Valley Development Company (*Société d'aménagement et d'exploitation des terres du delta*, SAED) in January 2020 taking stock of the French Development Agency (*Agence Française de Développement*, AFD) funded projects

³⁵ <https://glt.net>

³⁶ <https://stdm.glt.net>

³⁷ www.fao.org/3/a-i5480e.pdf

³⁸ www.fig.net

³⁹ Fit-for-Purpose Land Administration. FIG Publication No 60. 2014. International Federation of Surveyors.



in the Senegal River basin. Senegal has a clear decentralization policy on land tenure, and rich experience in testing tools to improve tenure security. Nevertheless, their efficiency is often described as limited because of a lack of ownership and capacities required for their systematic application and continuous updating. The project will address the lack of financial and human resources to manage land rights on the National Domain, in particular by identifying capacity needs at municipal level, and implementing a training plan at all levels with a long-term vision. To close the serious capacity gap the project will provide additional assistance through a new regional tenure support service to municipalities and the education and deployment of Land Bureau Officers.

50. **International experience and PDIDAS show the need to procure systematic registration operations from qualified private operators.** Given the scale and complexity of land field operations, and the number of staff to be recruited and supervised, it is more effective to involve private operators, selected on a competitive basis. The role of the implementing agency should be limited to the design and supervision of operations. It is essential that the service provider and the Project Implementation Unit (PIU) are two separate entities to ensure a reliable quality control system of and result-based payments.

3. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

51. **The PROCASEF project will have MFB as the line ministry and the Secretary General's office within the MFB as the implementing agency.** Given the multi-sectoral scope and nature of land activities, various other ministries, government agencies at the local, regional and national levels, mayors, NGOs and CSOs, private sector and notaries and surveyors corporate organizations will also be involved in implementation. This will require the strong coordination of activities and consultations among all the implementers at various levels and will be the responsibility of MFB.

52. **The project's coordination and management structure will be based on three main bodies:** the Project Steering Committee (PSC) (*Comité de Pilotage*), the PIU at the central level (Coordination and Formulation Unit - *Unité de Coordination et de Formulation, UCF PROCASEF*) and five RIUs.

- **The PSC** was established by decree in January 2020 and it will provide strategic oversight to the project. The PSC will be chaired by the SGF of the MFB or his representative, and include representatives of the Ministries of Local Governments and Land Use Planning, of Interior, of Agriculture and Rural Equipment, of Livestock, of Urbanization, of Economy and Planning, of Environment and Sustainable Development; of the AMS, APIX, CoPil, NGOs and CSOs platform, the private sector organizations, notaries and surveyors organizations.
- The PROCASEF PIU will be based within the MFB and it will manage the project's day-to-day activities, including developing and maintaining the procurement plan, procuring goods and services, ensuring timely disbursements, managing the project account, financial reporting, and M&E. The PIU will also support national land policy dialogue in coordination with the newly established Land Observatory, by supporting the Government's land agenda with analytical skills and prospective evaluation capacities, conduct analytical work on the land sector, and on this basis arrange national debates on land policies aiming at decisions to update the land legal framework.
- **The RIUs:** Five RIUs located in the main cities of the project areas (Thiès, Saint Louis, M'Bour, Ziguinchor, Tambacounda) will support the PIU with regional level implementation.
- **A PIM**, which will include **Project Implementation Plan (PIP)** will be developed and adopted by the PIU in



a manner acceptable to the World Bank, no later than one month after project effectiveness, and will include a detailed description of the financial and administrative procedures. The PIM will contain all the key project implementation information. The PIU will also prepare a Field Land Operations Manual (FLOM) for day-to-day operational activities no later than six months after project effectiveness.

B. Results Monitoring and Evaluation Arrangements

53. Project monitoring will include two areas: a) regular output monitoring of project performance and evaluation system (e.g. Kobo Toolbox⁴⁰) to be established in the first few months of project implementation and this system will monitor the PDO and intermediate indicators; and b) biennial customer surveys that will monitor customer satisfaction and provide a platform for citizen engagement and an important feedback loop for the project. In total there will be three surveys conducted during the life of the project. The survey results will influence further capacity building efforts at the municipalities, particularly the Land Bureaus. Survey results and feedback that have been taken on board will be disseminated to the wider public in a user-friendly format. A baseline survey will be conducted during the first year of project implementation. The ToR has already been prepared using the project preparation advance (PPA).

54. PROCASEF will also establish a formal GRM to monitor the feedback received from beneficiaries, including citizens, municipalities, and other levels of Government. The GRM will be supported by an information campaign and training for relevant PROCASEF PIU staff. The PIU will respond to all feedback and the information gathered will also be used to improve services provided and to mitigate any negative social impacts on citizens. The GRM will increase transparency and accountability and with this intends to reduce the risk of project's possible unintended adverse effects on citizens. The GRM will also serve as an important feedback and learning mechanism for improving project impact and mitigating risk.

55. A dedicated PIU expert has been assigned with the M&E function to provide not only statistical reports but also analysis for the quarterly progress reports, which will be provided to the office of the Secretary General of MFB, DGID, the Land Observatory, and the World Bank team.

C. Sustainability

56. **The project will invest in infrastructure and capacity building to help the Government to gradually set up a sustainable land tenure management ecosystem, including the cadastre.** The establishment of a cadastre is a long-term action to be programmed over 10 to 15 years⁴¹ and which initially requires the establishment of various prerequisites: (i) strong land tenure institutions; (ii) qualified human resources; (iii) recent technologies adapted to local contexts; and (iv) a legal framework and related procedures adjusted to large, inclusive and gender-friendly land security program. Investments regarding these four prerequisites will be made taking into account sustainability as a priority consideration:

- i. *Self-financing strong land institutions:* The project will help fill the institutional gap in the management of the National Domain by equipping the municipalities with a new land bureau, by training municipal staff and by developing new capacity within the DGID to provide permanent advisory support to municipal land tenure management. Investments in support of municipalities will be supported under Component 1 and

⁴⁰ Kobo Toolbox is an open source suite of tools for data collection in challenging environments and is being used to support remote supervision and monitoring and evaluation of World Bank-financed projects since the onset of the COVID-19 crisis.

⁴¹ It is important to note that while the cadastre will need to be set up once, it needs ongoing update and maintenance for the data to remain current and useful.



implemented under Component 2, subject to a formal decision by the municipal council: (i) to cover the salary cost of the Land Bureau Officer from the start of the project and the allowances of the *Commissions Domaniales*; and (ii) to enter the gradual operation cost of the land bureau in the budget of the municipality. These two decisions will be included within a Contract Performance which will determine the mutual commitments between the project and the municipality and which achievements will be periodically checked by the PIU. Project support to each municipality will only start after the signing of the Contract Performance. The municipalities will be committed to progressively replace IDA financing with their own budget to ensure that they do not remain dependent on IDA financing. Land bureaus' operating costs will be adapted to the financial capacities of the municipalities. In addition, the RIUs, which will initially be considered as PIU decentralized units responsible for monitoring field activities, will be gradually converted into advisory support services for municipal land tenure management under the authority of the DGID.

- ii. *Qualified and long-term trained human resources*: Under Component 3, the project will strengthen the capacities of existing training institutions with a view to develop higher education and vocational training officially required for the position of Land Bureau Agent in the medium-term. These training programs will allow for initial education, improvement, and the retraining of municipal staff in charge of land tenure management. These trainings initially supported by the project will then be funded by these institutions without project funding according to a memorandum of understanding (MoU) with PROCASEF. They will make it possible to provide the municipalities with a minimum level of capacity on a long-term basis to deliver a quality land tenure management service. This long-term capacity can be expected to support land tenure management across Senegal, going beyond the original PROCASEF municipalities.
- iii. *Recent technologies adapted to local contexts*: Under Component 1, an improved LIS will benefit from the appropriate technology with the aim at reducing processing costs and time and the development of a Continuous Operating Reference Stations (CORS) network will provide accurate and up to date geodetic information of use to multiple sectors. The new geodetic infrastructures will be operated according to a business model which will allow their maintenance by charging a geospatial data supply service to any interested companies. Both systems will be developed in compliance with "fit for purpose" principles. LIS and CORS data will also be backed up offsite to ensure that the data are protected in the event of a natural or human-induced disaster.
- iv. *An updated legal framework and procedures*: Under Components 1 and 3, the project will assist the Government to design and implement adjustments to the current legal and regulatory framework with a view to less complicated and less expensive procedures, taking into account women's land rights and recognition of land transactions whose registration could be an additional source of income for the municipalities.

57. **In addition, the Government of Senegal is committed to develop an Institutional Sustainability Plan, which will cover the costs generated by the innovative land institutional settings.** This Plan will include three guidelines:

- (i) At the municipal level, this plan will confirm the need for an initial public investment, sponsored by the State and the donor community, to carry out the systematic first registration, the cost of providing essential equipment (IT systems/furniture etc.) to municipal land bureaus, and important training of staff. At the end of the project, most of the land registrations in PROCASEF supported municipalities will be completed. The activity of the land bureaus will then be limited to sporadic remaining surveys, the maintenance of the LIS, and the recording of land reallocations and of land transactions if an updated legal framework permits. Operating costs will drop dramatically and will only represent an affordable part of the municipal resources; they can then be supported by the municipal budget and by transaction fees



currently limited to a land deallocation / reallocation process. Land taxation is not being considered by the Government to avoid a potential rejection of land registrations by people who might feel exposed to a new potential tax burden.

- (ii) At the regional level, the necessary technical assistance to municipalities for their land activities will be provided by the DGID, whose decentralized units will be strengthened and will gradually take over PROCASEF RIUs. A feasibility assessment of the financial sustainability based on data drawn from the two first operating years will be completed by the Mid Term Review to channel a transition during the second half of the project duration.
- (iii) At the central level, the National Land Observatory will be established by decree and will benefit from a budgetary provision to cover part of its operating costs.

4. PROJECT APPRAISAL SUMMARY

A. Technical and Economic Analysis

(i) Technical Analysis

58. PROCASEF provides a concrete response to the Government's will to develop a nationwide cadaster and therefore enjoys a high degree of commitment and support from the Government. The PIU has officially been established since January 2019 and key studies are currently underway to support both project preparation and later implementation. Some of the key studies being supported by the PPA are:

- a. Environmental and Social Safeguards studies and instruments;
- b. Design of systematic land registration operational procedures and sustainable model for municipal land administration that will be codified in a FLOM that describes the nature of land rights to be registered, the detailed activities, procedures, responsibilities, budgeting (costs and fees), and sequencing for program implementation in the areas to be supported under Component 2;
- c. Feasibility study and ToRs for the design and sustainable management of the municipal LIS and its interoperability with the DGID's SGF;
- d. Feasibility study and ToRs for the design and sustainable management of a CORS network;
- e. Baseline data collection and design and development of an M&E system;
- f. Development of PROCASEF PIM, which will cover all administrative procedures related to the management of IDA financing, including detailed arrangements and procedures for: (i) institutional coordination and day-to-day execution of the project; (ii) project budgeting, disbursement and FM; (iii) procurement; (iv) M&E, reporting and communication; (v) safeguards monitoring and mitigation; and (vi) such other arrangements and procedures as shall be required for the management of the IDA finance.

59. The project has been consciously designed to support government capacity building to implement a national cadastre. Given the experience of the previous PDIDAS Project and the goals of the PSE 2 agenda, it is imperative that capacity building starts early and is broadly applicable so that PROCASEF can achieve its PDO and so that Senegalese land administration sector, which has previously not dealt with such a large-scale tenure security program, is strengthened and can support similar tenure security program in remaining municipalities in Senegal. Therefore, a Land Training Master Plan is being jointly prepared with German Technical Cooperation (*Gesellschaft für Internationale Zusammenarbeit*, GIZ). In addition, the PPA provides resources to the Government



to arrange a multi-stakeholder study tour in PDIDAS areas for all the 136 municipalities selected by PROCASEF. The purpose of the study tour is a better understanding of the key dimensions of the project concept (land bureaus, systematic land rights registration campaign, municipal LIS) prior to the implementation of the project in the targeted areas.

(ii) Economic Analysis

60. Based on the experience of land projects in SSA and other regions, PROCASEF is expected to have several economic benefits, including increased security of tenure, greater agricultural productivity in rural areas, improvements in residential properties and land values in peri-urban areas, and a reduction in land-related conflicts. However, not all of these benefits can be quantified due to a lack of data or difficulties with measurement and attribution. Therefore, a list of quantitative and qualitative benefits (that cannot be quantified in this case) are presented in Annex 7: Economic Analysis. The net present value (NPV) and internal rate of return (IRR) are calculated based on two quantitative benefits:

- a. Return on investments in the LIS as such investments support digitization, quality improvement and assurance, real-time access to land data, which in turn typically lead to higher transactions related revenues as well as improved security of tenure; and
- b. Higher agricultural productivity in rural areas as the recognition of rights (occupancy rights in this case) has been shown to lead to greater investments in higher-yielding crops or equipment.

61. Additionally, taking into account the fact that the rights issued through PROCASEF are occupancy rights rather than real full rights due to the unique situation with Senegal's legal framework, only 50 percent of the benefits are considered attributable to the project. This assumption is stress-tested through a sensitivity analysis presented in Annex 7.

62. Based on a 10 percent discount rate (as used for other World Bank-financed projects in Senegal), **the project NPV is estimated at US\$13.3 million and the IRR is estimated at 15.2 percent**. Since the NPV is positive (greater than zero) and the IRR is over the discount rate of 10 percent, PROCASEF can be considered a sound investment. The benefit-to-cost ratio of cumulative benefits is 1.90x while the same ratio for discounted benefits is 1.23x.

Figure 2: Summary of Project Benefits

NPV of Project	USD M	13.3
IRR	%	15.2%
Benefits to Cost Ratio (Based on Cumulative Benefits)	x	1.90x
Benefits to Cost Ratio (Based on Discounted Benefits)	x	1.23x

B. Fiduciary

(i) Financial Management

63. An assessment of the FM arrangements under the PIU / UCF PROCASEF was carried out in March 2021. The assessment entailed a review of its capacity and its ability to record, control, and manage all the project resources and produce timely, relevant, and reliable information for the key stakeholders, including the



Government and the World Bank.

64. The objective of the assessment was to determine whether the FM arrangements in place are acceptable. The FM assessment was carried out in accordance with the FM Practices Manual issued by the FM Board on March 1, 2010 and retrofitted on February 4, 2015. These arrangements would ensure that the implementing entity: (i) uses project funds only for the intended purposes in an efficient and economical way; (ii) prepares accurate and reliable accounts as well as timely periodic financial reports; (iii) safeguards assets of the project; and (iv) has acceptable auditing arrangements.

65. The assessment revealed that the PIU is being established. The PIU's FM system in place has the following capacity constraints: (i) lack of FM staff; (ii) weak internal control; and (iii) lack of adequate accounting and reporting system. However, the recruitment of the administrative and FM specialist is being finalized and they will be on board no later than one month after project effectiveness. The project preparation funds have been handled by the Public Financial Management Strengthening Technical Assistance Project (*Projet de Coordination des Réformes Budgétaires et Financières*, PCRBF) within the MFB. It will be necessary for the PCRBF to continue to handle FM aspects until the PIU's FM arrangement becomes fully operational.

66. As a result of the assessment, the MFB will be required to implement the following actions under the PIU that will be established under its responsibility:

- (i) Adopt a PIM, including PIP no later than one month after project effectiveness.
- (ii) Finalize the administrative and FM specialist recruitment no later than one month after project effectiveness:
- (iii) Set up an adequate accounting and reporting system; Recruit a part-time internal auditor and an external auditor and an accountant with qualification and experience satisfactory to the World Bank, no later than four months after project effectiveness

67. **Conclusion of the FM assessment.** The conclusion of the assessment is that the FM arrangements of the PIU are not yet adequate and do not yet satisfy the World Bank's minimum requirements under World Bank Policy and Directive on IPF effective in 2017. The overall risk for the project is rated as Substantial. An FM action plan, including the appropriate mitigation measures, will be put in place. In the meantime, the PCRBF will continue to handle FM aspects until the PIU's FM arrangements will become fully operational.

68. **FM Action Plan.** The following actions need to be taken in order to enhance the FM arrangements:

Table 1: FM Action Plan

	Action	Date due by	Responsible
1	<ul style="list-style-type: none"> • Prepare and agree with the World Bank on the format of the interim financial reports (IFRs); • Draft the ToRs for financial audits of the Project 	Completed	PCRBF/MFB
2	<ul style="list-style-type: none"> • Develop the project administrative and FM manual; • Finalize the recruitment of the financial and administrative officer 	Not later than one month after project effectiveness	PCRBF/MFB
3	<ul style="list-style-type: none"> • Set up an adequate accounting and reporting system; • Selection of the external auditor; 	Not later than four months after project effectiveness	PCRBF/MFB/PIU



	Action	Date due by	Responsible
	<ul style="list-style-type: none"> Recruit part time internal auditor with qualification satisfactory to the World Bank; Recruit an accountant with qualification satisfactory to the World Bank 		

(ii) Procurement

69. The Borrower will carry out procurement under the proposed project in accordance with the World Bank 'Procurement Regulations for IPF Borrowers' (Procurement Regulations) dated November 2020, and the 'Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants', dated October 15, 2006, and revised in January 2011, and on July 1, 2016, and other provisions stipulated in the Financing Agreement.

70. The procuring entity as well as bidders, and service providers, i.e. suppliers, contractors and consultants shall observe the highest standard of ethics during the procurement and execution of contracts financed under the project in accordance with paragraph 3.32 and Annex IV of the Procurement Regulations.

71. **Procurement capacity and risk assessment.** An ongoing assessment has been performed by the procurement specialist. The MFB has implemented several development projects over 10 years with adequate fiduciary arrangements within PCRBF (*Projet de Coordination des Réformes Budgétaires et Financières*). The PIU which has experience with World Bank procurement rules and procedures and ongoing PPA project, is implementing under the new Procurement Regulations with one procurement specialist and related assistants. The assessment of the PIU capacity to implement World Bank procurement determined that the MFB has the experience and qualifications to carry out procurement under this project. The staff has acceptable knowledge of the World Bank procedures and experience in using the World Bank Standard Bidding Documents. However, the temporary PIU needs additional training in important topics like Contract Management and registering Procurement documents into Systematic Tracking of Exchanges in Procurement (STEP).

72. The procurement risk is estimated at residual substantial level and should be moderate once the dedicated procurement staff is on board and the PIM accepted and approved by the World Bank.

73. A detailed procurement description and institutional arrangements can be found in Annex 3 Procurement.

C. Legal Operational Policies

	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

D. Environmental and Social

74. The **environmental risk classification**, at appraisal stage, for the project is considered to be **Moderate** as potential risks and impacts on the environment are not expected to be irreversible. The expected environmental impacts of the project will be generally positive. However, some activities such as infrastructure



construction/rehabilitation of municipal land bureaus and the establishment and maintenance of CORS around the country are likely to induce potential environmental adverse impacts. The main risks and impacts in the Environmental and Social Management Framework (ESMF) are related to pollution (due to dust, noise, and poor waste management) and occupational health and safety issues (accidents, injuries, snakebites) during civil works. There are not expected to be significant due to the small-scale construction activities. These will be managed through the application of the general measures of the ESMF and any other specific measures that will be recommended by the Environmental and Social Impact Assessments (ESIAs)/ Environmental and Social Management Plans (ESMPs).

75. The **social risk** of this project is rated as **Substantial** by considering the potential social impacts under Component 2: Supporting land rights registration operations could lead to a loss of access to land or resources and the delimitation of land and municipalities could impact some communities and populations in the targeted project areas. There is the possibility of exclusion of vulnerable groups who might not have access to relevant information regarding their occupancy rights to register land occupancies. Thus, the systematic land rights registration approach promoted by the project as well as public awareness campaigns and close working relationship with local CSOs / NGOs will be key mitigation measures as they will help disseminate information about the opportunity for an almost free of charge land document issuance to any applicant. The specific location of project activities is being determined. Therefore, the Borrower has prepared a Resettlement Policy Framework (RPF) and an ESMF to provide guidance on the appropriate site-specific instruments, such as ESIAs/ESMPs and resettlement action plans (RAPs) to be prepared. The RPF and the ESMF have been consulted upon, reviewed by the World Bank, and finalized by the Borrower and disclosed on both Borrower and World Bank websites before appraisal (April 29, 2021).

76. Responsibility and oversight of the project's overall compliance with national and World Bank Environmental and Social Standards (ESS) will rest with the environmental and social development safeguards specialists, already recruited by the PIU, as the main staff in charge of project implementation and monitoring of safeguard aspects within PROCASEF. The two safeguards specialists, and in particular the environmental safeguards specialist, will work in close collaboration with the Environment and Classified Establishment Department (*Direction de l'Environnement et des Etablissements Classés, DEEC*). DEEC leads safeguards compliance for all projects in the country and in accordance with its governmental mission, it will periodically monitor the project's compliance with the national regulations.

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

78. PROCASEF has prepared and disclosed the Environmental and Social Commitment Plan (ESCP) and Stakeholder Engagement Plan (SEP) on April 29, 2021.

79. A summary of the ESS that apply and why is presented below. For details on each ESS and its application/non-application, please see Annex 6.

- **Environmental Social Standard (ESS1): Assessment and Management of Environmental and Social Risks and Impacts.** ESS1 is applied due to the potential environmental risks associated with project activities



more specifically the planned infrastructure construction (e.g. Component 1 support to CORS network and municipal land bureaus). Applicable Social Risks associated with - Land Acquisition, Restrictions on Land Use and Involuntary Resettlement – could be realized within the Component 2 in the case of: (i) land rights of vulnerable population groups (e.g. ethnic groups, women) have been weakened leading to a loss of access to and holding rights of land resources or associated livelihood and income-generation opportunities; and (ii) public land could not be allocated for the municipal land bureaus to be built. Mitigation measures include public awareness and information campaign using documentation and other communication channels in different local languages, the involvement of local coordinators speaking different local languages, and the preparation and implementation of a Social Assessment Plan and a gender action plan. Relevant safeguards instruments have also been prepared. The specific location of project activities is being determined. The Borrower has prepared an ESMF to examine the risks and impacts of the project, and to provide guidance on the appropriate site-specific instruments, such as the ESIAs/ESMPs to be prepared prior to the implementation of the project activities, particularly the associated civil works, as required, in a manner acceptable to the World Bank. The main risks and impacts identified in the ESMF are related to pollution (due to dust, noise and poor waste management) and occupational health and safety issues (accidents, injuries, snakebites) during civil works. To manage these anticipated risks and impacts, the ESMF includes general measures to avoid/minimize pollution and waste generation (dust suppression, noise control, waste management at construction sites). Further risks and impacts will be assessed by the site-specific ESIAs/ESMPs. The ESMF has been consulted upon, reviewed by the World Bank, finalized by the Borrower, and was disclosed on both the Borrower's and World Bank's websites on April 29, 2021.

- **ESS2 Labor and Working Conditions.** In general, the project footprint could be relatively discrete and will not entail a significant amount of labor. Labor camps are not required, and no labor influx is expected. The Borrower will set up a PIU that will be comprised of civil servants and full and part-time consultants directly hired in accordance with national law and the requirements of ESS2 regarding “direct workers”. Labor Management Procedures (LMP) have been developed and reviewed by the World Bank, finalized by the Borrower and disclosed on both Borrower's and World Bank's websites on April 29, 2021. The LMPs set out the requirements of national law and ESS2 regarding child labor and the minimum age of workers and forbid the use of forced labor on the project. The LMPs also include a Grievance Mechanism (GM) for labor-related complaints. In addition, the PIU will hire local building companies for the construction of extensions to municipalities' buildings or of the construction of municipal premises to host the new land bureaus in the project areas. Furthermore, the PIU will recruit qualified service providers for the field surveys activities on a competitive basis. In both cases, the PIU will comply with the ESS2 terms and conditions of employment and requirements on non-discrimination, workers' organizations, and child labor and forced labor related to “contracted workers”. The PIU will also implement the worker's GM easily accessible to all direct workers, contracted workers, and primary supply workers for labor grievances.
- **ESS3 Resource Efficiency and Pollution Prevention and Management.** Given the fact that project activities associated with small-scale construction and renovations, the project will not be significant user of water or material resources. Anticipated risks related to pollutions will not be significant and will be managed by the application of measures such as dust suppression, noise control, waste management (including painting materials) at construction sites as recommended by the ESMF. Further risks related to hazardous substances such as asbestos will be assessed by the site-specific ESIAs/ESMPs and adequate mitigation measures will be recommended.
- **ESS4 Community Health and Safety.** During construction, the Borrower will implement mitigation plans developed to manage the risks associated with construction activities to direct beneficiaries and the



community. Potential threats to people and communities may be posed by uncovered or barricaded or not signage spots such as excavated sites (e.g. trenches, open holes etc.). The project will ensure safety of communities and other visitors during the rehabilitation works by identifying general measures in the ESMF and by adopting adequate Occupational Health and Safety protocols following World Bank Environmental Health and Safety guidelines. These will be supplemented by measures recommended by site-specific environmental due diligence documents. Other measures will include a robust management plan in the ESMP, site-specific environmental due diligence documents and securing construction sites with fences to make them safer and less noisy.

- **ESS5 Land Acquisition, Restrictions on Land Use, and Involuntary Resettlement.** The activities related to the construction and/or rehabilitation of the land bureaus could lead to potential social impacts related to future land acquisition. The implementation of certain PROCASEF investments, in particular those concerning the construction or rehabilitation of land offices or regional offices and land tenure security operations, could lead to (i) property boundaries between third parties; (ii) reveal an overlap of rights and generate claims; (iii) boundary problems between community lands or neighboring communes; and (iv) encroachments on the boundaries between uses and vocations (housing areas, agricultural areas, pastoral areas, etc.), with the result that there is a risk of losing land that will generate economic or physical displacement of the people affected. The result is the risk of land loss, which will lead to economic or physical displacement of the people affected. At this appraisal stage of the project targeted areas are still being determined, a Resettlement Framework has been prepared, approved, and disclosed. The RPF clearly indicates the procedural framework to be followed for land acquisitions, should this be necessary. These documents guide the investments that will enable the project to be implemented in a socially sustainable manner. The RPF considers national laws and relevant World Bank ESSs.
- **ESS6 Biodiversity Conservation and Sustainable Management of Living Natural Resources.** The project does not involve biodiversity conservation and the sustainable management of living natural resources. The ESMF developed by the Borrower contains mitigation measures to help manage biodiversity issues for the different types of activities funded. The systematic land registration and demarcation exercise should not take place within protected areas and wildlife corridors due to possible negative impact on biodiversity and protected species resulting from subsequent private land use. The screening process under the ESMF will avoid the registration of land rights in existing protected areas and wildlife corridors. Once the final project area selection is done, the Ministry of Environment and Sustainable Development will be contacted to get access to the most up-to-date data on protected areas and wildlife corridors to exclude them from the scope of operation.
- **ESS8 Cultural Heritage.** Though there is a priori no cultural site in the project areas, attention will be paid to ensure that land registration takes into consideration the boundaries and ownership of sites and places recognized as cultural heritage by local communities. The proposed operation will have limited infrastructure works including excavations. These types of activities may lead to the discovery of known and unknown physical and cultural resources. The Borrower will avoid impacts on both tangible and intangible cultural heritage and where such avoidance is not possible, will identify and implement measures to address these impacts in accordance with the mitigation hierarchy. The treatment of Cultural Heritage will follow Chance Finds Procedures that will be developed in the Environmental and Social Management PlanESMP as recommended in the ESMF. These procedures will also be included as a requirement in the civil works bidding documents.
- **ESS10 Stakeholder Engagement and Information Disclosure.** The Borrower - in collaboration with the World Bank – has prepared and disclosed a SEP which aims at ensuring that the views and interests of all stakeholders, including the local communities, are taken into consideration throughout the project. The SEP includes consultations and differentiated measures to allow the effective participation of, and



communication with, disadvantaged or vulnerable groups, including women. The Borrower seeks stakeholder feedback and opportunities for proposed future engagement, ensuring that all consultations are accessible, inclusive, and made through suitable channels in the local context. The project includes the appropriate institutional arrangements needed to carry out the stakeholder engagement process. It also includes a GM to handle complaints by project-affected persons regarding adverse temporary or permanent project impacts. The GM shall be established and operational no later than three (3) months after the project effectiveness and be maintained throughout the implementation of the project. At the local level, the GRM will be entrusted to the Local Complaints Management Committee (CLGP) which will be responsible for mediation at first instance. The CLGPs will periodically inform the Sub-Prefect of the status of complaints. Regional and Departmental Complaints Management Committees (CRDGP) will intervene if the complainant is not satisfied with the resolution proposed at the local level or if his/her request is inadmissible. Finally, a National Complaints Management Committee (CNGP) is planned at the central level to directly examine certain complaints that cannot be resolved at the local, regional or departmental levels (e.g. delimitation between municipalities, conflicts related to the attachment of certain villages to municipalities, etc.). The national committee can also examine any sensitive complaint. Ultimately, if complainants are still not satisfied with the outcome of their complaint through the amicable resolution mechanism, they can turn to the courts. Communication tools via different channels (media, community relays, local conflict management frameworks, etc.) will be deployed to inform all stakeholders of the GRM. PROCASEF will exercise rigorous control of the GRM with the service providers and partners involved in the implementation of the project. All complaints received will be registered into official registers and categorized. An annual report will be produced, which will include statistics and proposals for improvement. In addition, the complaints received, and the follow-up given to them will be presented in the annual environmental and social monitoring report of PROCASEF. In addition to the GM, the project has also considered existing conflict resolution mechanisms to ensure sustainability in the long run. The GM is responsive to the risk of sexual exploitation and abuse (SEA)/sexual harassment (SH), if any, and the need to be accessible to a wide diversity of stakeholder groups. The SEA/SH action Plan will be prepared, disclosed, and adopted prior to commencing construction/rehabilitation activities and implemented throughout project implementation thereafter. It also serves as a platform for continuous feedback from project-affected communities, other interested stakeholders, and implementing structures. There are existing bodies in charge of land grievances at the municipal level (commissions domaniales, which will be strengthened by the project). The new land offices and strengthened land commissions will have a sustainable GM at the municipal level.

5. GRIEVANCE REDRESS SERVICES

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



6. KEY RISKS

80. The project overall risk is rated as **Substantial**. Below is an explanation of the most relevant risks and mitigation measures.

81. **Sector Strategies and Policies:** There is so far in Senegal neither an officially validated land policy document nor a sectoral program document that could provide guidelines on which to align international support. However, the Government is keen to implement new tools and approaches to improve the land tenure management within the legal framework and in the PSE 2, the Government shows a clear commitment to improving security of tenure and recognizing user and occupancy rights. Despite this commitment, there is a risk that the plans in the PSE 2 will not be implemented fully or in the timeline indicated in PSE 2. In order to mitigate the risk, a land ASA was carried out by a World Bank team prior to the project preparation and was an opportunity to discuss innovative land policy guidelines and to reach out to consensus on critical policy changes at the technical level. The project has also been designed in close partnership with the Government and key stakeholders involved in the land sector and has significant investments planned around sector dialogue (Component 3). Therefore, the residual risk is rated as **Moderate**.

82. **Institutional Capacity for Implementation and Sustainability:** The project has planned significant investments around capacity building (Component 3). However, the results of this component will be realized over the course of the project, putting additional pressure on institutional capacity for implementation in the early years of the project. Hiring and retaining qualified staff with international experience will be critical for ensuring sufficient institutional capacity and smooth project implementation. Given these measures, the residual risk is rated as **High**.

83. **Stakeholders:** The project enjoys a high degree of Government support and has been designed in close consultations with CSO and other donor partners, including KfW, GIZ, and AFD. Component 3 dedicates sufficient resources to maintain the necessary multi-stakeholder sector dialogue over the course of the Project. At the same time, given the multitude of stakeholders with varying interests, there is a risk that stakeholder priorities or approaches may change during project implementation. As a result, the residual risk is rated as **Moderate**.

84. **Fiduciary:** As the FM arrangements of the PIU are not yet adequate and do not satisfy the World Bank's minimum requirements under World Bank Policy and Directive on IPF effective in 2017, the Fiduciary risk is rated as **Substantial**. For mitigation, a FM action plan will be put in place. In meantime the PCBRF will continue to handle FM aspects until the PIU's FM arrangement will become fully operational.

85. **Environmental and Social:** The Environmental risk rating is rated as moderate. The Social risk rating is rated as substantial due to the high incidence of land-related social conflicts, which at times has turned violent in Senegal. Reducing land-related social conflicts and facilitating greater social cohesion emanating from greater tenure security is a major expected project benefit. The social risk will be mitigated by adopting a participatory approach and citizen engagement under Component 2 and wide-reaching stakeholder consultations under Component 3. Additionally, the project will set up a GM to ensure that any complaints related to project related activities are immediately captured and responded to. While these measures will be taken, the social risk should be considered high given the current social circumstances and the delicate nature of land issues in Senegal. As a result, the combined residual Environmental and Social risk is rated as **Substantial**.



86. **Technical Design of Project:** The technical design of the project has been developed in consultation with key stakeholders and independent experts and builds on lessons learned from previous World Bank support to the sector through the PDIDAS project. The project design benefits from the overall strategic vision of the Government. However, the lack of strong policy direction may affect some aspects of the project design. Continued consultations and preparatory studies supported by Component 3 and hands-on implementation support will support any necessary revisions to the project design throughout project implementation. Therefore, the residual risk is rated as **Substantial**.

87. **Political and Governance:** The project enjoys a high degree of Government commitment, including the personal commitment of the President of Senegal to develop a nationwide cadastre. The project benefits could be higher with improved policy and if certain actions are taken e.g. greater adoption of PSE 2 and the signing of appropriate decrees to create the right enabling environment conditions to support the PDO. However, given Government commitments and the efforts of the project to support the ongoing policy dialogue, the residual risk can be considered **Low**.



7. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY: Senegal

Senegal Cadastre and Land Tenure Improvement Project

Project Development Objectives(s)

The proposed Project Development Objective is to strengthen the Recipient's capacity for the implementation of its cadastre at a national level; and to increase the number of land rights registered in selected areas.

Project Development Objective Indicators

Indicator Name	PBC	Baseline	Intermediate Targets	End Target
			1	
Objective 1: Strengthening Government Capacity for Cadastre Implementation				
Average time for the delivery of land tenure related services (Months)		18.00		6.00
Degree of satisfaction of beneficiaries with respect to land tenure services in targeted areas (Percentage)		0.00	40.00	80.00
Degree of satisfaction of women beneficiaries with respect to land tenure services in targeted areas (Percentage)		0.00	40.00	80.00
Objective 2: Increasing the number of land rights registered in Project areas				
Occupancy titles with NICAD recorded in LIS with Project support (Number)		0.00	110,000.00	530,000.00
Occupancy titles registered through project support in the name of a woman, or a group		0.00		158,000.00



Indicator Name	PBC	Baseline	Intermediate Targets	End Target
			1	
including a woman (Number)				
Household members whose land rights are officially validated by an occupancy title (Number)		0.00	250,000.00	1,393,000.00
Households members whose land rights are officially validated by an occupancy title - Female (Number)		0.00		417,900.00

Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	Intermediate Targets	End Target
			1	
Component 1: Strengthening land institutions and investing in geospatial infrastructure				
Municipal Land Bureaus equipped and operational with LIS access (Number)		0.00		120.00
Participants trained on land tenure management through project support (Number)		0.00	2,000.00	10,900.00
Participants trained on land tenure management through project support - female (Number)		0.00		3,270.00
Municipalities covered by an orthophoto (Number)		0.00	30.00	136.00
Municipalities covered by the CORS network (Number)		0.00	30.00	136.00
Component 2: Empowering PROCASEF municipalities in carrying out systematic land registration				
Share of individuals with increased perception of tenure security through project activities (Percentage)		0.00		80.00



Indicator Name	PBC	Baseline	Intermediate Targets	End Target
			1	
Share of individuals with increased perception of tenure security through project activities - female (Percentage)		0.00		80.00
Component 3: Training and land tenure governance innovation				
Information, consultation, and awareness campaigns (Number)		0.00	321.00	635.00
Information campaigns on women's property rights (Number)		0.00		136.00
Women beneficiaries of information campaigns on women's property rights (Number)		0.00	2,000.00	12,000.00
Annual reports produced by the National Land Observatory (Number)		0.00	2.00	4.00

Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Average time for the delivery of land tenure related services	This indicator measures the average time it takes to deliver land services from the request to the delivery of the final occupancy title. It will be measured using (i) the data on the current average processing time assessed by the baseline	Semi-annual	Land Information System used by the Land Bureaus	Average processing time using data from the Land Information System, collected by PROCASEF M&E System	PROCASEF PIU



	study and (ii) the data on average transaction time provided by the Land Bureaus to the PROCASEF M&E system.				
Degree of satisfaction of beneficiaries with respect to land tenure services in targeted areas	This is a citizen engagement indicator that measures the overall satisfaction of beneficiaries with respect to land tenure and other services in PROCASEF municipalities.	Annual	Data will be collected using a special customer satisfaction survey.	Customer satisfaction survey under PROCASEF M&E SYSTEM	PROCASEF PIU
Degree of satisfaction of women beneficiaries with respect to land tenure services in targeted areas	This is a gender-disaggregated citizen engagement indicator that measures the overall satisfaction of women beneficiaries with respect to land tenure and other services in PROCASEF municipalities.	CustoAnnual	Customer satisfaction survey	Data will be collected using a special customer satisfaction survey.	PROCASEF PIU
Occupancy titles with NICAD recorded in LIS with Project support	This is an indicator on the number of occupancy titles with NICAD in LIS. The data will be collected through the Land Information System through the PROCASEF M&E system.	Semi-annual	Municipal Land Bureaus information system.	Data will be collected and integrated to the Municipal land information system with the support of the service providers hired by PROCASEF and in charge of the technical assistance to the Municipalities for the	PROCASEF PIU



				land tenure field operations.	
Occupancy titles registered through project support in the name of a woman, or a group including a woman	This is a gender-disaggregated indicator for the number of occupancy titles with NICAD in the name of women recorded in the LIS. The data will be collected through the LIS through the PROCASEF M&E system.	Semi-annual	PROCASEF M&E System	PROCASEF M&E System	PROCASEF PIU
Household members whose land rights are officially validated by an occupancy title	This is an indicator to measure the number of household members with recognized occupancy titles. This indicator will be measured by Land Bureaus in PROCASEF municipalities each time a NICAD for a property is issued. It will be recorded through the PROCASEF M&E system.	Semi-annual	Municipal Land Information System	Data will be collected and integrated to the Municipal land information system with the support of the service providers hired by PROCASEF and in charge of the technical assistance to the Municipalities for the land tenure field operations.	PROCASEF PIU
Households members whose land rights are officially validated by an occupancy title - Female	This is an indicator to measure the percentage of women among the number of household members with recognized occupancy titles. The target is 417,900 or 30 percent of total household	Semi-Annual	PROCASEF M&E System	PROCASEF M&E System	PROCASEF M&E PIU



	members. This indicator will be measured by Land Bureaus in PROCASEF municipalities each time a NICAD for a property is issued. It will be recorded through the PROCASEF M&E system.				
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Monitoring & Evaluation Plan: Intermediate Results Indicators

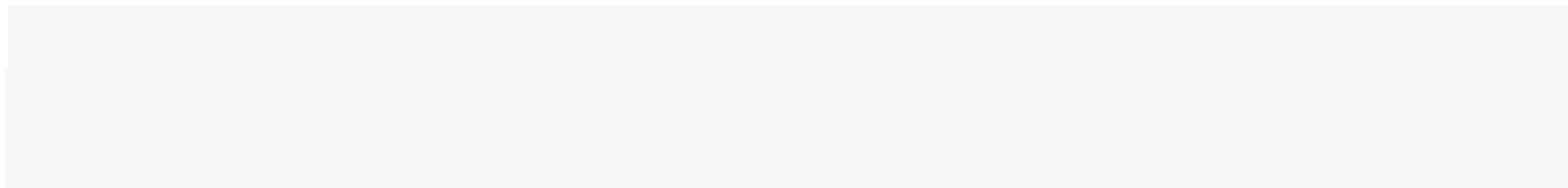
Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Municipal Land Bureaus equipped and operational with LIS access	This is an indicator that measures the number of Land Bureaus in PROCASEF municipalities equipped and operational with LIS access. The indicator will be measured by PROCASEF PIU with input from Land Bureaus	Semi-Annual	PROCASEF M&E System	PROCASEF Regional Implementation Units will provide updated data to the PROCASEF M&E System.	PROCASEF M&E PIU
Participants trained on land tenure management through project support	This indicator measures the number of total participants trained on land tenure management with PROCASEF Project support.	Semi-Annual	PROCASEF M&E System	The data will be collected by the PROCASEF PIU at each training and aggregated in the M&E system.	PROCASEF PIU
Participants trained on land tenure management through project support - female	This gender-disaggregated indicator measures the total number of female	Semi-Annual	PROCASEF M&E System	The data will be collected by the PROCASEF PIU at each	PROCASEF PIU



	participants trained on land tenure management with PROCASEF Project support.			training and aggregated in the M&E system.	
Municipalities covered by an orthophoto	This indicator measures the number of PROCASEF municipalities covered by an orthophoto freely accessible on the Geoportal.	Semi-annual	Supervision and quality control of the services by PROCASEF	The data will be collected by the PROCASEF PIU using the Geoportal and aggregated in the M&E system.	PROCASEF PIU
Municipalities covered by the CORS network	This indicator measures the number of PROCASEF municipalities covered by a CORS network.	Semi-annual	Supervision and quality control of the services by PROCASEF	The data will be collected by the PROCASEF PIU with input from the Regional Implementation Units and aggregated in the M&E system.	PROCASEF PIU
Share of individuals with increased perception of tenure security through project activities	This indicator measures the percentage of individuals with a satisfactory (or above) perception of tenure security.	3 customer satisfaction surveys over the life of the Project.	Customer satisfaction surveys	This data will be collected through the customer satisfaction surveys over the life of the Project.	PROCASEF PIU
Share of individuals with increased perception of tenure security through project activities - female	This indicator measures the percentage of women with a satisfactory (or above) perception of tenure security.	3 customer satisfaction surveys over the life of the Project.	Customer satisfaction surveys.	This data will be collected through the customer satisfaction surveys.	PROCASEF PIU



Information, consultation, and awareness campaigns	This indicator measures the number of information, consultation, and awareness campaigns that will take place in PROCASEF municipalities over the life of the Project.	Semi-annual	Supervision of field activities by the Regional Implementation Units.	The data will be collected by the PROCASEF PIU with input from the Regional Implementation Units and aggregated in the M&E system.	PROCASEF PIU
Information campaigns on women's property rights	This indicator measures the number of information campaigns targeting women's property rights.	Semi-Annual	Supervision of field activities by the Regional Implementation Units.	The data will be collected by the PROCASEF PIU with input from Land Bureaus and aggregated in the M&E system.	PROCASEF PIU
Women beneficiaries of information campaigns on women's property rights	This indicator measures the number of women participating in the information, consultation, and awareness campaigns that will take place in PROCASEF municipalities over the life of the Project.	Semi-annual	Supervision of field activities by the Regional Implementation Units.	The data will be collected by the PROCASEF PIU with input from the Regional Implementation Units aggregated in the M&E system.	PROCASEF PIU
Annual reports produced by the National Land Observatory	This indicator measures the number of annual reports produced by the Observatoire National du Foncier (land Observatory) over from its inception to Project close.	Annual	Disclosure of Land Observatory reports.	The data will be collected by the PROCASEF PIU with input from the Observatory and aggregated in the M&E system.	PROCASEF PIU





ANNEX 1: Implementation Arrangements and Support Plan

1. As PROCASEF is expected to implement the largest land operation ever in Senegal, implementation arrangements are based on four principles that underlie the selection of the project's institutional and implementation arrangements: (i) strengthen institutional capacities for the administration of the National Domain by providing the MFB with new capacities to support municipal land tenure management and to facilitate land information recordation and exchange; (ii) develop an operational task force able to implement and supervise field operations to carry out the first land registrations on a massive scale across the country; (iii) establish a permanent advisory support service for municipal land administration to avoid the creation of *ad hoc* arrangements that could dissolve after project closure; and (iv) ensure maximum ownership and involvement by stakeholders in project implementation.

2. Overall responsibility for project implementation will lie with the MFB at Secretary General level as determined by the January 2020 arrêté signed by the Minister of Finance and Budget for the creation of the PIU. Given the multi-sectoral scope and nature of land activities, various other ministries, government agencies at the local, regional and national levels, mayors, NGOs and CSOs, private sector and notaries and surveyors corporate organizations will also be involved in implementation. This will require the strong coordination of activities and consultations among all the implementers at various levels and will be the responsibility of MFB as the lead ministry.

Overall Coordination and Project Management

3. The project's coordination and management structure will be based on three main bodies: the PSC, the PIU at the central level UCF PROCASEF and five PROCASEF RIU.

4. The **PSC** has been established by decree since January 2020 and it will provide strategic oversight to the project. The Committee will be chaired by the Secretary General of MFB or his representative, and include representatives of the Ministries of Local Governments and Land Use Planning, of Interior, of Agriculture and Rural Equipment, of Livestock, of Urbanization, of Economy and Planning, of Environment and Sustainable Development; of the AMS, APIX, CoPil, NGOs and CSOs platform, the private sector organizations, notaries and surveyors organizations. The PSC will meet at least twice a year and will be responsible for approving the annual work plans and related budgets, project progress reports and providing policy direction. The PSC may participate in annual field visits as needed. The project will provide resources to CSOs platform and to the CoPil to follow and assess progress made by various project activities. The PIU will act as the Secretariat of the PSC and will be responsible for preparing the meetings, preparing the needed documents and reports, and recording the minutes of the meeting.

5. The **PIU/UCF PROCASEF** based within the MFB will manage the project's day-to-day activities, M&E, and land related policy dialogue. As UCF PROCASEF is a new institution whose effective establishment currently depends on the IDA finance, the operational and procedural manuals, as well as the safeguards norms, will be aligned with IDA requirements. Thus, UCF PROCASEF will be considered as the PIU of the IDA financing. UCF PROCASEF will be responsible for procuring all goods and services under this project for all implementing partners and for providing overall monitoring and management of the use of the IDA finance. The UCF PROCASEF staff will be responsible for all procurement, disbursement,



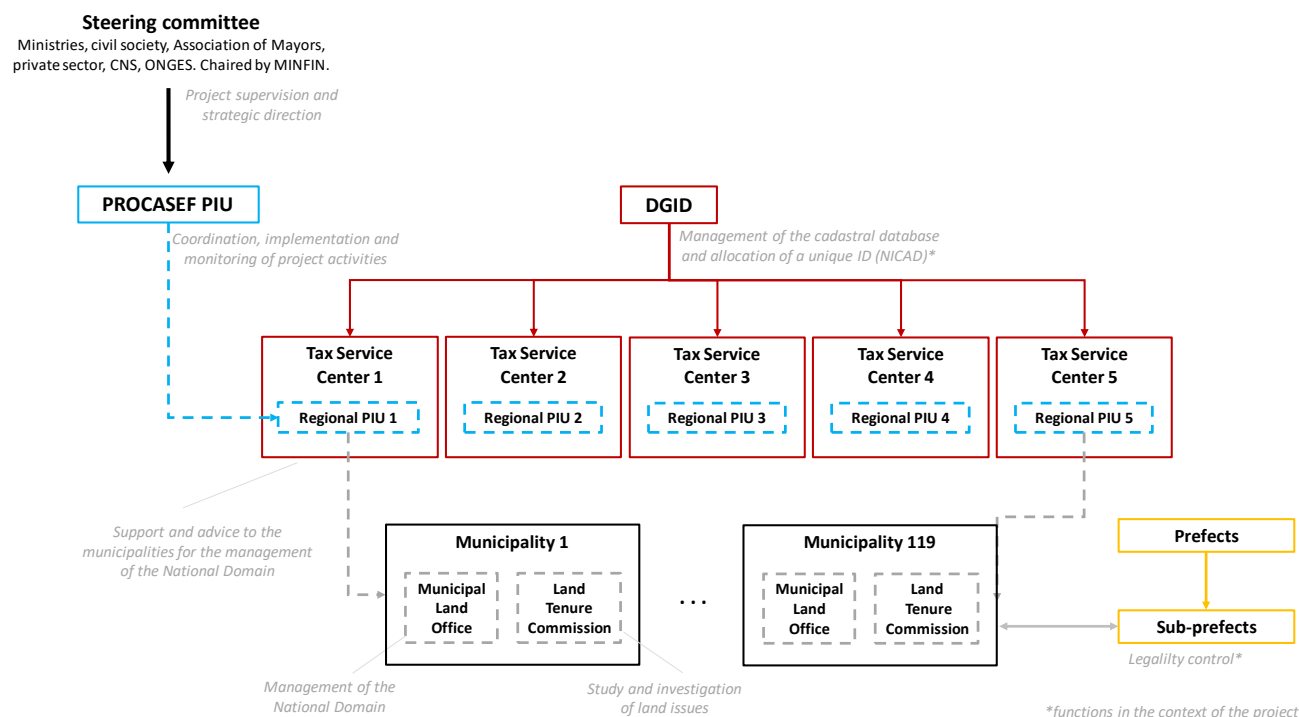
accounting, financial and technical reporting, M&E of the project, including the environmental and social safeguards aspects, policy dialogue on commercial agriculture, and ensuring the auditing of the Project accounts. At the central level, the UCF PROCASEF will be led by a national coordinator nominated and paid by the MFB. The central PIU will be composed at least of the following staff (i) a technical coordinator; (ii) a procurement specialist; (iii) an FM specialist; (iv) an accountant; (v) an M&E specialist; (vi) three land technical experts (land operations, LIS, training and communication); (vii) an environmental specialist; (viii) a gender and social safeguards specialist; (ix) a communication and training specialist; (x) an internal auditor; and (xi) three assistants. Additional staff with specific expertise may also be recruited as and when needed. The UCF PROCASEF will prepare bi-annual reports recording project progress and participate at least in bi-annual joint support missions with the World Bank. In coordination with the newly established Land Observatory, it will provide the Government with analytical skills and prospective evaluation capacities, conduct analytical work on the land sector, and on this basis arrange national debates on land policies aiming at decisions to update the land legal framework.

6. **Five RIUs** located in the main cities of the project areas (Thies, Saint Louis, M'Bour, Ziguinchor, Tambacounda) will oversee the project implementation at the regional level. They will be responsible for supervising project activities in the targeted areas and facilitation of ongoing dialogue with regional authorities. Each of these Units will include: (i) a Regional Coordinator; (ii) an accountant; (iii) land and land information experts and (iv) related assistants. The RIUs will report to the central PIU and to a **Regional Monitoring Committee** (*Comité Régional de Suivi*). The Regional Committee will meet twice a year to ensure consistency of project activities with regional development policies, and monitor project progress. The Regional Committee will be chaired by the Head of Region or his representative, and will include representatives of sectoral technical services, NGOs/CSO representatives, farmers' organizations and private sectors platforms.

7. A PIM aligned with IDA requirements including a PIP will be prepared by the PIU and finalized no later than one month after the project effectiveness. The PIP will include project coordination, management, implementation, M&E, all periodic reporting arrangements and related procedures. In addition, a single comprehensive **FLOM** will be developed and adopted no later than six months after project effectiveness. It will describe the detailed activities, responsibilities, budgeting (costs and fees), and sequencing (temporal and spatial) for the implementation of land registration operational procedures.



Figure 1.1: Organizational Chart



Implementation Support

8. A detailed implementation support plan (ISP) will be prepared to ensure timely and effective project implementation. The goal is to ensure that implementation support activities provide effective mitigating measures against the Project's key risks and increase the likelihood of achieving the expected results. The ISP will focus on the key implementation risks identified in the risk assessment and describes actions to mitigate them. It will also include a detailed schedule summarizing the planned implementation support missions, collaboration with other partners, including development partners, and the required human and financial resource commitment by the IDA needed to ensure effective and successful implementation of the Project.

9. Table below summarizes the proposed skill mix and number of staff weeks by year during project implementation. It is anticipated that this will change over time as demand increases

**Table 1.1: Team Skills Mix and Time**

Skills Needed	Number of Staff Weeks by year	Number of Trips
Land Administration Specialist, TTL	10	3
Economist, TTL	10	2
ICT Specialist	10	2
M&E and IE Specialist	6	1
Environmental and Social Safeguards Specialists	12	0
Financial Management Specialist	6	0
Procurement Specialist	6	0
Operations Specialist	8	1
Project Administrative Support	10	0



ANNEX 2: Detailed Project Description

1. **Component 1: Strengthening land institutions and investing in geospatial infrastructures (US\$34.03 million equivalent).** This component will be comprised of three sub-components described below.
2. **Sub-component 1.1: Strengthening public sector capacity for improved land administration service delivery.** This sub-component will finance capacity building for municipalities, territorial administration, DGID and the relevant services of the Ministry of Territorial Collectivities, Development and Land Use Planning to provide the target population with enhanced land administration services and improve customer satisfaction. Investments will include the renovation or construction of municipal land bureaus to improve the work environment and provide dedicated areas for customer service. To provide municipalities with a land bureau that is adapted to their size and needs, three distinct formats are envisaged. The first format will correspond to the rehabilitation of a land bureau intended to accommodate an employee in municipalities with limited land activity. The second, which will aim to satisfy moderate land activity, will include an extension of an existing municipal building with a reception area and filing furniture. The third format will be designed to meet high demand and will include the construction or renovation of a dedicated building with a reception area, an office for archives and a room to accommodate a team of two or more employees. These offices will be set up in compliance with health measures to limit the risks of contagion from COVID-19 or any other pandemic. An agent will be recruited in each Land Bureau and his or her salary will be paid by the municipalities. This will be notified in a performance contract with each municipality and will be guaranteed by an entry in the municipal budget. Municipalities with limited land activity and resources will have the option of pooling this expense with neighboring municipalities, hiring a part-time agent or including the agent's duties in the scope of work of a municipal employee.
3. The working environment of central and decentralized land institutions will be upgraded and secured through investments in furniture and IT equipment, the installation of an internet connection and electrification where necessary. Regional offices of DGID buildings will also be upgraded as needed and secured to accommodate regional PIUs that will gradually be incorporated into the DGID to sustain the assistance provided to municipalities. Capacity building and on-the-job training of staff in charge of land administration (Land Bureau Agent, local land commission members, mayors, sub-prefects) will be achieved under activities of Component 3.
4. **Sub-component 1.2: Facilitating digital transformation of land administration.** Activities of this sub-component will facilitate the digital transformation of working on and delivering land administration services. Investments will finance the design, development and deployment of a web-based LIS to support municipal Land Bureaus and other professional users in the land service delivery value chain. As a first step, the reengineering and digitalization of land administration processes will help improve consistency and robustness of produced data, eliminate redundant steps and gradually eliminate circulation of paper documents within the institutions. This will allow to progressively migrate towards paperless office and will drastically reduce required archival space. Internationally recognized records and identity protection tools such as the use of digital photographs of the landholders, digital signature, unique barcode generated for any document uploaded into the municipal LIS and the use of fingerprints will be considered to achieve better land tenure security and data safety. The LIS will provide municipalities with all necessary



functionalities to fulfill their land management responsibilities as it is currently defined by law. As such, it will allow Land Bureau Agents to demarcate the boundaries and register individual and collective land use rights of parcels within the National Land Domain (*Domaine national*) of their municipality and process subsequent operations such as the issuance of occupancy titles (*Titre d'Affectation*). The LIS will also enable municipalities to manage their Land Use and Allocation Plan (*Plan d'Occupation et d'Affectation des Sols*) to identify the spaces within which they can issue land occupancy titles. An ad hoc module will also be developed for sub-prefects, prefects and governors to facilitate the validation of land tenure documents through a seamless digitalized procedure.

5. All processed information will be recorded in a central database that will be hosted in a regional office of DGID and administered by one of the regional PIUs until DGID regional units are strengthened. Regional PIUs will also provide training and IT support to Land Bureau Agents to ensure that they have taken ownership of the platform (see Component 3). The municipal LIS will be designed to interact with the NSDI and the LIS used by DGID (*Système de Gestion Foncière*) for the administration of the State Land Domain. The interconnection with the NSDI will allow users of the municipal LIS to gain access to orthoimage, land use and cadastral data. The interoperability and integration with the SGF will preclude eventual double allocations of the same plots by the municipalities and DGID offices and improve data quality and consistency. In addition, the provisional municipal boundary dataset shared from the NSDI will be used as a reference in the LIS to prevent two municipalities from assigning rights to the same parcel.

6. **Sub-component 1.3: Strengthening the NSDI.** This sub-component will finance the upgrading of the geospatial infrastructure required for enhanced land management in collaboration with the GICC (*Groupe Inter-institutionnel de Concertation et de Coordination en Géomatique*), which includes main government agencies producing and managing geospatial information. The activities of this sub-component will facilitate the acquisition, management and dissemination of land data.

- The acquisition of satellite or aerial imagery covering all municipalities of the project will facilitate the georeferencing of existing land data as well as systematic registration operations in the field. These images will also make the visualization of parcel data more intelligible to the population, thanks to spatial markers that will facilitate their interpretation without having to go to the site, thus limiting contact. The National Agency for Spatial Development (*Agence Nationale pour l'Aménagement du Territoire, ANAT*) will be responsible for storing, managing and disseminating these images.
- The modernization and densification of the geodetic network will enable accurate land surveying. This will help strengthen the current network attached to the ITRF 2014 and which is composed of two CORS stations, 20 first order points and 137 second order points. The following options will be the subject of a technical and financial feasibility study oriented towards the implementation of a sustainable infrastructure: (i) a predominantly CORS network composed of 50 stations distributed according to geostrategic criteria and covering the entire territory; (ii) a mixed network composed of conventional geodetic monuments and a few complementary CORS stations positioned in the center of the zones selected for the project; (iii) subscription services for satellite positioning corrections during the project period; and (iv) Private-Public Partnership (PPP) options for investment, management and maintenance.
- Upgrading the NSDI administered by ANAT will allow to disseminate land data, aerial imagery and other geographic datasets that will be created through project activities. Project investments will support the standardization of these datasets, which will be made accessible to the users



according to different access modalities through the NSDI. The existing platform will be upgraded through investments in IT equipment and technical assistance. These activities are expected to increase consistency, efficiency and transparency of the land management process in Senegal. The NSDI will be further strengthened through complementary activities financed by KGGTF aimed at updating the existing strategy and building capacities. Those updated tools will facilitate the delimitation of municipal boundaries supporting the implementation of a methodology developed by ANAT, and using high-resolution satellite imagery and the legal texts establishing the communes, to record existing agreements between municipalities and map municipal boundaries in order to avoid territorial conflicts. In the event of a dispute, the mapping of municipal boundaries is complemented by field interventions involving local elected officials in order to clarify disputed boundaries. The project will use these provisional municipal boundaries in its operations and will provide occasional support to ANAT to facilitate in situ mediation in case of dispute between municipalities involved in the project operations. In return, the parcels of land delimited under the project will facilitate the delineation of municipal boundaries.

7. **Component 2: Empowering project-supported municipalities in carrying out systematic land registration operations (US\$29.15 million equivalent).** The specific objectives of this component are (i) to provide the municipalities and the administrations concerned with georeferenced information on the various statuses and land boundaries within the National Domain; (ii) to formalize individual or collective use rights, as they exist; (iii) to contribute to the establishment of the national cadastre; and (iv) to improve land governance in the selected municipalities. Documentation of land rights is essential to reduce vulnerability in the case of climate disasters by protecting property rights and supporting the temporary relocation of people without the fear of losing their land during the displacement.

- **Geographical Coverage.** In a pre-selection report of municipalities for the geographical coverage of PROCASEF, the MFB pre-selected 136 municipalities in the 14 regions of the country in consultation with AMS for PROCASEF intervention in all regions. They are concentrated in priority in the eco-geographic zones of Niayes, the large periphery of Dakar, the Groundnut Basin and the Petite-Côte. The regions of Kaolack and Kaffrine are covered by the with the Modernization of Land Management Program (PROMOGEF, KfW) and by the GIZ project under preparation. Interventions in the municipalities of the Senegal River Valley depend on consultation with SAED and the AFD, which also develop land projects. Municipalities from other regions will be added at the request of the Government to take account of regional diversities. PROCASEF will intervene in support of 100 municipalities out of the 553 in Senegal. The final selection of municipalities will depend on a Contract Performance to be signed between the MFB and the selected municipalities in order to establish the commitments of the parties and the modalities of intervention.
- **Activities and deliverables.** This component consists of carrying out a systematic land registration operation. It includes: (i) collecting and preparing geospatial and land tenure data and pastoral movements; (ii) an update and a new Land Use and Allocation Plan (POAS) including the mapping of existing rights and restrictions⁴² and the systematic inventory of land use rights, including pastoral activities and tracing of pastoral movements, grazing points and related environmental, social and livelihood challenges; (iii) the registration of land use rights and the issuance of land occupancy titles; and (iv) the strengthening of local formal and alternative land conflict resolution mechanisms by establishing systematic and transparent procedures, systems and workflows for

⁴² Area where land use rights cannot be granted: state land, protected area, etc.



addressing land conflict resolution.

8. Throughout the realization of these activities, information, awareness and training events are planned in order to promote a common understanding and to get the support of all stakeholders (general population, rights' holders, elected officials, members of the extended land commission and technical committees, etc.) involved in the project. The activities of this component are the following:

(i) Collection and preparation of geospatial and land tenure related data. This involves collecting information and data relating to:

- Municipal boundaries;
- Existing or pending titled land parcels from DGID;
- boundaries of protected areas, classified forests, and other territories with special status;
- Tenure disputes and conflicts;
- Location of pastoral rights movements, grazing points, activities and conflicts;
- Other rights over collective resources;
- The spatial planning contained either in the POAS or in the detailed urban planning (*Plan d'urbanisme de detail, PUD*). The project will support the updating of the POAS and PUD according to the agreed terms in the Contract Performance between the MFB and the selected municipality; and
- The past deliberations approved by the municipalities.

This collection of data is needed in order to avoid the overlap of incompatible rights or the allocation of use rights in territories with special statuses where allocation of such rights is prohibited. It will allow to identify overlapping of tenure rights with pastoral corridors and grazing points to inform conflict resolution mechanisms. This data will be restored, digitized, archived, georeferenced and then integrated into an electronic document management module (EDM) which will be developed into the municipal LIS. The data that already exist in digital form will be georeferenced and converted into the projection system and the common data model adopted in the national LIS (SGF) of DGID and the municipal LIS.

(ii) Mapping and display of existing land rights and constraints and of the systematic inventory of parcels and rights holders. This activity consists first of compiling on a georeferenced satellite image (orthophoto) the data collected during the previous activity and then of carrying out a systematic inventory of the occupied land parcels and the identification of their rights' holders, pastoral movements over time, grazing points and related environmental, social and livelihood challenges. This activity is carried out under the authority of the municipality using a community-based approach by consulting the occupants of the land parcels and their neighbors and considering any supporting documents, in particular past deliberations. The municipalities will also lead the dialogue with pastoralist representatives through focal points. A NICAD, as provided by the Cadastre Division of the DGID, is assigned to each land parcel. This land parcels and their rights' holders inventory map is then submitted for public display to the municipality, in the village concerned and via the Internet, in order to ensure the best possible dissemination to the people concerned. In the context of a pandemic, posting the land parcels and their rights' holders inventory map via the Internet, especially in peri-urban municipalities, makes it possible to limit contact while allowing those concerned to assert their rights. During the public display period, the municipality receives any objections and disputes relating to the geometry or location



of the land parcels, or to the identity of their rights' holders. The Municipality will also systematically monitor pastoral movements and communicate conflict related information in line with Component 2. During this period, the private land operator analyzes all information, objections and disputes that are given or sent to him/her and proposes an appropriate treatment with justifications (correction or status quo). A map is then prepared for a group deliberation for a set of land parcels in a given area. This approach incorporates the safeguard tools required by the World Bank, including GM.

(iii) Regularization of rights, registration and issuance of occupancy rights. Following the deliberation, a land use title with NICAD number is given to the rights' holder. At the end of the intervention, the municipality is equipped with a municipal land bureau (implemented in Component 1) and a LIS (developed in Component 1) showing all the land parcels with their geometries, their locations and their rights' holders. The municipal bureau is ensuring land registration and information services and information exchanges with the competent services thanks to the interconnection with the SGF of the DGID.

9. **Strengthen municipal formal and alternative conflict resolution mechanisms by establishing systematic and transparent procedures, systems and workflows.** The systems will be based on the principle of subsidiarity, and information sharing between relevant administrative levels. Preparatory studies can inform the FLOM on how to guide the support to land conflict resolution. The project's safeguards specialist will support the conceptualization, development, and set-up of strengthened and accessible conflict resolution mechanisms. The CDE and involved local government will be able to address conflicts systematically and transparently, within determined, reasonable delays. Where applicable, alternative conflict resolution mechanisms will be strengthened and operate in communication with the concerned administrative levels. Conflict claims will be registered with help of the land bureau, georeferenced and their processing electronically traceable and accessible to claimants. Relevant data will be shared with the Ministry of Interior and the Land Observatory to assess conflict occurrence, nature, and efficiency of resolution over time. Conflicts related to community boundaries can be transferred to the ANAT if solutions cannot be found at municipal level. Activities will be closely planned and implemented with the GIZ, also intervening at community level, and the KfW, supporting regional and national level formal conflict resolution.

Principles of intervention and operation mode.

10. Within the framework of the project, the interventions are carried out according to the following principles:

- **Principle of a systematic approach.** All land parcels in each sector, of any type or status, are covered. This allows:
 - an economy of scale because the land parcels are adjacent and processed simultaneously;
 - greater efficiency because the operation, initiated by the Government in collaboration with the local authorities, is not dependent on the requests of the occupants;
 - greater reliability in the land surveys of the land parcels' boundaries, all the neighbors of the intervention zone being consulted and mobilized in this operation of clarification and recognition of their rights carried out in the greatest transparency (public display period,



information and awareness activities, control of the land parcels boundaries with all neighbors, immediate appeal mechanisms, etc.).

- **Principle of virtually no cost land occupancy titles.** As part of a state-initiated land registration project, the application of fees represents a barrier for many rights' holders, especially the poorest and most vulnerable. In addition, the demarcation fees (*frais de bornage*) usually collected by the municipalities for individual requests are largely compensated by the investments made by the project: (i) land parcels and land rights mapping covering the municipality, land parcels identified with official cadastral numbers (NICAD); (ii) establishment of a fully functional land bureau; and (iii) implementation of a reliable municipal LIS interoperable with the national LIS (SGF) of the DGID. This is why, under the project, the issuance of occupancy titles is performed, if not at no cost to the rights' holders, at most according to a virtually no cost principle, all the related costs being borne by PROCASEF.
- **Principle of contractualization.** The interventions are entrusted to qualified private land operators, recruited on a competitive basis. Each operator is entrusted with a certain number of municipalities, grouped together geographically in order to facilitate the work and limit costs. Interventions by private operators are carried out in accordance with the FLOM which includes instructions approved by DGID after consultation with the National Order of Land Surveyors. With a view to harmonizing methods and tools, this Manual drawn up by PROCASEF and validated by the Government will serve as a national reference for all land tenure operations, namely in PROMOGEF carried out with the support of German cooperation. The quality controls of operations are performed by regional branches of PROCASEF, housed in the CSF.
- **Principle of commitment.** Land tenure operations are carried out in the selected municipalities grouped together geographically and formally committed following the signing of a Contract Performance, validated by the Municipal Council. This Contract Performance includes: modalities for issuing occupancy titles within the framework of the project; fees to be charged for land de-allocation and reallocation; on the sustainability of the land bureau, the project establishing a land bureau model with operation and maintenance costs accessible to the municipal budgets, the municipality committing in the previously mentioned Contract Performance, to gradually assume its operation, including: (i) maintenance of the building and equipment delivered by PROCASEF and (ii) office operating costs, in particular the salary of the land bureau agent.
- **Principle of legality control by local authorities.** The deliberations and the allocation of occupancy titles are carried out by the municipality under legal control of the prefectural body, in accordance with the legal framework in force⁴³.
- **Principle of supervision of the work performed by private operators.** The work performed by private land operators are supervised and controlled by PROCASEF RIUs deployed in five regions (North, Niayes, Petite-Côte, Casamance and Fatick). These branches are housed in the existing CSF for the duration of the project. At the end of the project, these branches will be integrated into the DGID according to a sustainability plan to be developed and a MoU.
- **Principle of citizen participation and control.** Information, awareness-raising and concerted programming activities are organized in each municipality in order to collect the needs in terms

⁴³ Décret n°2020-1773 du 16 septembre 2020 relatif aux conditions d'affectation et de désaffectation des terres du Domaine National. (Decree n°2020-1773 of September 16, 2020 relating to the conditions of allocation and disallocation of lands of the National Domain.)



of securing land rights and to encourage a broad citizen participation, in particular women and vulnerable populations. All of these information, awareness and communication activities are detailed in the project's Communication Plan. Citizen controls are carried out through an extended land commission (CDE), put in place by the municipal council and supported by a CTASF, as well as in the framework of the public display. At the end of the systematic land registration operations, an event for the distribution of occupancy titles is organized by the municipality.

Figure 2.1: Implementation summary of Component 2

Phase	Step	National and regional PIUs	Service provider	Municipality/ CDE*/CTASF	Sub-Prefect	DGID	ANAT
(I) Collection and preparation of geospatial and land tenure data	1 Obtaining municipal boundaries	①					○
	2 Collection of data on state properties, land with specific status and existing land titles	②				○	○
	3 Obtaining existing land use data (POAS and PUD)	③		○			
	4 Obtaining and compiling previous municipal land use allocation	④		○			
(II) Mapping and display of existing land rights and constraints and of the systematic inventory of parcels and rights holders	5 Mapping of existing state properties, land with specific status and land titles	○	⑤	○			
	6 Systematic land registration	○	○	⑥		○	
	7 Interconnection with SGF and allocation of NICAD	○	○	⑦		○	
	8 Public display of the inventory (on-site, online)	○	○	⑧			
	9 Disputes and corrections	○	○	⑨		○	
	10 Preparation of plans and documents for the collective land regularization		○	⑩			
(III) Regularization of rights, registration and issuance of occupancy rights	11 Collective land use allocation, signed by the mayor	○	○	⑪			
	12 Data entry in the municipal LIS	○	○	⑫			
	13 Notification of rights to interested parties				⑬		
	14 Time limit for appeal to the sub-prefect of 1 month and decision of the sub-prefect				⑭		
	15 Issuance and remittance of occupancy rights to claimants (approved by the sub-prefect by decree) and entry in the LIS	○	○	⑮	○		
	16 Synchronization between municipal LIS, SGF and NSDI	○		⑯		○	○

*CDE: Commission domaniale élargie (Land Tenure Commission)

Legend: ① Activity# leader

○ Participation in the activity

11. **Component 3: Sustaining long-term policy dialogue, scaling-up training and innovation in land (US\$10.90 million equivalent).** This component will foster innovation in the education sector, research and policy dialogue to prepare for the modernization and expansion of the land administration services at central and decentralized levels (ministries, CSFR, municipalities). The specific objectives of this component are: (1) strengthening the national VGGT multi-stakeholder platform driving policy dialogue since 2014 creation guided by international standards (e.g. VGGT) and best practices, in particular through support to the establishment of an independent ONF to measure the progress and socio-economic impact of national land tenure governance; The ANSD and ONF could support data collection to prepare the ex-post analysis and (2) vocational training at the level of municipalities, long-term capacity building at universities to build a workforce qualified to manage land rights on the national domain. Targeted municipalities will have the capacities to implement land administration procedures, set up transparent and systematic information systems, and benefit from para-legals, and new professionals versed in the application of technologies, legal frameworks and social sciences.

12. **Sub-component 3.1: Promoting research and dialogue on tenure governance innovations.** This



sub-component aims to provide the Government with support for research and dialogue on innovations aimed at improving the efficiency and equity of land policy. It will (i) support the creation of a ONF, responsible for generating knowledge on land tenure, evaluating the performance of the land tenure security program, and measuring its socio-economic impacts. Research results will be shared by the Observatory to feed the multi-stakeholder discussions led by the National Platform on the Voluntary Guidelines and Land Tenure Governance (DV/ GF) and to draw lessons for improving the normative and regulatory frameworks governing the land tenure sector; and (ii) provide support to existing institutions, including potentially the ANSD, to strengthen dialogue, research and knowledge on land tenure security issues in rural and urban areas, through a financial contribution to the functioning of the multi-stakeholder platform on land, and its annual meetings, and calls for research proposals or through expertise selected on a competitive basis. Support will also be given to the Senegal Mayors Association to set up a technical unit responsible for facilitating dialogue with the municipalities and monitoring project activities. The sub-component is based on two areas of intervention:

- (i) **Support for the creation of a Land Observatory.** To strengthen knowledge on land tenure, the component will facilitate the creation of a multi-stakeholder ONF based on the experience of the observatory piloted by civil society (CNCR), a feasibility study conducted by the COPIL⁴⁴ and consultations between the MFB and the COPIL. The Observatory will be responsible for (i) knowledge production on land tenure and information dissemination; (ii) take stock of conflicts and ways to address them in support of the Government and local authorities; (iii) M&E of projects, programs and public policies with land tenure implications, in line with the Voluntary Guidelines, measure the socio-economic impact, including at household level; (iv) capitalization of good tenure practices; and (v) formulate recommendations to improve tenure regulatory frameworks. The knowledge can also contribute the continuous improvement of the FLOM. The Observatory's analytical reports and studies will be regularly made available, or upon request, to inform discussions on land tenure governance, in particular through existing platforms.⁴⁵ The Observatory will be responsible for drafting the terms of reference (ToR), procurement of expertise, quality control and dissemination of studies. The project will assist the functioning of the Observatory through financial support to its secretariat. PROCASEF will finance (i) discussion meetings and expertise to contribute to the creation of the ONF; (ii) personnel for the strategic orientation and coordination; and (iii) communication and dissemination of the ONF's reports studies. The detailed costs will be determined through a resource plan through a shared arrangement between the Government and technical and financial partners' contributions.
- (ii) **Strengthening of multi-stakeholder dialogue on land governance and promoting tenure governance innovations.** The activity aims to support the National Platform DV/GF, which ensures a national and participatory dialogue to build consensus and identify strategies to improve land governance. The annual discussions of the platform will be informed by studies published by the ONF to propose innovations to public decision-makers in charge of the land sector. Project support will be framed by a MoU and consist of financial and logistical support to: (i) ensure the coordination and functioning of the Platform; (ii) hold an annual meeting, the National Land Tenure Forum; (iii) consultations and working groups at the local and regional level in partnership with regional platforms and Steering Committees supported by PROCASEF, CRAFS and the

⁴⁴ Basserie, V. et Ka, I. *Étude de préféabilité de la création de l'observatoire national du foncier au Sénégal*, February 2018.

⁴⁵ The Steering Committee of the multi-stakeholder platform DV/GF (COPIL), and the CRAFS, a national platform of farmer's organizations.



national VGGT COPIL, (iv) field missions by CSOs to observe the situation and progress of land governance, and alert prior to or transmit relevant information on land conflicts to the Land Observatory and other relevant institutions; and (v) the production of multimedia communication material.

13. **Sub-component 3.2: Supporting the development of land tenure training.** This sub-component aims to respond to the substantial need for human resources arising (i) to conduct and supervise land tenure security operations during project implementation (Component 2); and (ii) to strengthen the capacities of the municipalities and the land administration in the management of land rights on the national domain.

14. Institutions responsible for land tenure management (ministries, municipalities, private operators and CSOs) require an increase in human resources for conducting the land tenure security operations in the around 100 targeted municipalities. As a rough estimation, the project will enable education institutions to train 600 land experts, deployable at different administrative levels, available on the job market in the next 10 years, which accounts for 60 professionals per year.

15. At the level of the municipalities, a new territorial profession, the Land Bureau Officer is created, based on the model tested by PDIDAS, to ensure sustainability of Land Bureaus, provide support to the Land Tenure Commissions, the CTASF and the prefectural body to process the requests for land occupancy titles until deliberations and to manage related updates. The cost of these operators is to be covered by the State and accessible through a competitive process after obtaining a standard diploma, attesting multidisciplinary capacities in law, land information technologies, social sciences and gender. The competency profile, possibly at the level of an Advanced Technician Diploma level⁴⁶, remains to be specified, aligned with recruitment procedures by the State and assignments at the level of prefectures and municipal Land Bureaus. The territorial profession will be created with assistance of the project and based on a land tenure training plan developed with GIZ and PROCASEF.

16. The activities of the sub-component consist of (i) in the short term, from project beginning, municipalities and young technicians will be trained prior to field operations of project Component 3. This training will cover the fundamentals of land rights registration operations; (ii) in the medium term, 12 months after project effectiveness, staff of the DGID, Fiscal Service Centers, RIUs, the relevant services of the Ministry of Territorial Collectivities, Development and Land Use Planning and local institutions will be trained, more specifically personnel of the municipality, prefectural body, members of the Land Tenure Commissions, agents of the Land Bureaus, and the CTASF; and (iii) in the longer-term, 24 months after project effectiveness, the project will provide university education, with the possibility for students to obtain multi-disciplinary diplomas in the area of land tenure.

- (i) **In the short term, from project beginning, municipal staff responsible for management of land tenure rights and young technicians will be trained prior to field operations.** This training will cover the fundamentals of land rights registration operations, providing capacities to field agents in the following areas: (i) dialogue and communication on the objectives and approach of the land rights formalization process; (ii) awareness raising on land tenure rights and responsibilities; (iii)

⁴⁶ The Diploma of Advanced Technician, named “Brevet de technicien supérieur” (BTS) in French, is a two-year post-secondary national professional degree.



methods for plot surveys and identification of rights holders through technology (GPS tablets, satellite images, LIS, digital transmission of georeferenced data); (iv) awareness-raising to strengthen the rights of women, young people and pastoralists; (v) GMs and conflicts resolution; and (vi) support for the issuance of land occupancy titles. The profiles of the technicians would correspond to "paralegals" a profession already established in other African countries during major land operations⁴⁷, and for which Senegalese organizations have training experiences. Paralegals can also be mobilized through national and locally active OSC and support the effectiveness and efficiency of citizen engagement mechanisms. Their intervention will be organized in synergy with the training of municipalities, and closely articulated with the land regularization operations in support of municipalities and Land Tenure Commissions. These initial trainings will be ensured by relevant institutions or service providers contracted by PROCASEF, with possible support of CSOs, starting from the project preparation phase. They will be responsible for the development and production of training modules and materials, and the implementation of the first training. At a later stage, from the second year of the project, the paralegals can be recruited by the operators, who will subsequently ensure their continuous training.

- (ii) **In the medium term, 12 months after project effectiveness, staff of local institutions will be trained, more specifically personnel of the municipality, prefectural body, members of the Land Tenure Commissions, the Land Bureau Officers, and the CTASF.** The training aims at improving their competencies to implement administrative procedures, their capacity for mediation and conflict management, use of land tenure management tools, and their ability to use digital land tenure documentation tools, including to exchange digital land information with the DGID and its CSFR. PROCASEF is collaborating with the Ministry in charge of decentralization (*Ministère des Collectivités territoriales et de l'Aménagement du Territoire*) to support the creation of a National Education Centre with the design of standardized tenure specific training courses/education which could be integrated in the institution's long-term mission, as an important factor providing continuous support to municipalities. In the medium term, and while the project of the Education Centre is under development, the training can be provided by the operators, in charge of implementing land tenure security activities in the targeted municipalities. A support targeted strategy for local elected officials will be developed with the AMS. The principle of citizen engagement will be applied through the Land Tenure Commissions by including local and regional CSOs, women, young people, and where relevant pastoralists and fishers, with special attention to vulnerable groups (*Commission Domaniales Élargies*). PROCASEF will (i) finance training preparation missions to assess training needs and capacities at municipal level; (ii) develop a capacity development strategy, in collaboration with potential partners such as the Ministry of Local Governments, Development and Land Use Planning (*Ministère des Collectivités Territoriales, du Développement et de l'Aménagement des Territoires*, MCTDAT); and (iii) implement the strategy throughout project implementation, articulated with all project components. The project will finance training to the DGID, and in particular at regional level the CSF and the PROCASEF's RIUs to help them build a sustainable support service to municipalities' land tenure management.
- (iii) **In the longer-term, 24 months after project effectiveness, the project will provide university education, with the possibility for students to obtain multi-disciplinary diplomas.** Existing

⁴⁷ Rwanda and Mozambique.



university degrees will be complemented and expanded to strengthen programs that provide technicians and engineers multi-disciplinary training in information technologies, social sciences, conflict resolution, mediation, and law. These specialized experts can be employed by the concerned administrations, by service providers in charge of field operations and by municipalities to meet the human resources needs in the land sector beyond project duration. These training courses will be enriched by opportunities for more in-depth training of researchers and teachers. The list of potential partner institutions is to be completed (Gaston Berger University of Saint-Louis if not supported by GIZ (tbc), Economy High School of Dakar Cheikh Anta Diop University (*École Supérieure d'Économie Appliquée, ESEA*), and synergies will be identified with the GIZ's training activities, in particular the Network of Excellence for Land Governance in West Africa (NELGA), which has developed a professional master's degree in Saint Louis starting at the end of 2020. A standard degree for the Land Bureau Officer could be developed and promoted in the frame of the National Education Centre project, which may then be offered by diverse institutions, based on the results of the training plan.

17. International partnerships will be established to strengthen learning exchange and improve skills, including the participation of Senegalese government or CSOs from different administrative levels, in study trips and South to South learning events. The development of a shared training plan between technical and financial partners (GIZ, KfW, World Bank) will be based on a detailed study of the human resource needs for the implementation of a national land tenure security program, in relation to the offer on the labor market. The training plan will allow to (i) identify the number of specialists and the qualification profiles sought; and (ii) develop training modules within academic institutions. The training plan, developed during the project preparation phase, will offer different training types and formats (university, professional, continuous, in situ, online) at different levels: researcher, engineer, technician and Land Bureau Officer. Training design and implementation will be adapted to COVID-19 prevention, mitigation and management measures. Access to training will be facilitated so as to allow balanced participation of women and men.

18. **Component 4: Program Coordination, Monitoring, and Knowledge Management (US\$5.92 million equivalent).** This component will finance PROCASEF's investment and recurrent costs for the management of the IDA finance, including (i) all aspects of project preparation, management and audit, including fiduciary management, procurement, and monitoring and the development of safeguards instruments; (ii) communication, and coordination across project partners; and (iii) M&E for PROCASEF activities. Specifically, the following activities are included: (i) operating costs for the project, including preparatory studies, field supervision, transport and IT support; (ii) FM, including external audits and accounting; (iii) safeguards compliance, including the completion of the ESF related safeguard tools and follow-up actions; (iv) communications and knowledge management, including technical workshops, national and international study tours to learn from relevant experiences; and (v) M&E, including the baseline survey, recurrent data collection, midterm review, and final evaluation, as described in Implementation Arrangements Annex. Building on the results of the safeguard studies, this sub-component will support the development of a communications strategy to guide awareness-raising campaigns implemented by private service providers as part of the land registration activities on the field. As PROCASEF is a new project that is still in the process of defining its procedural and implementation



manuals and hiring its staff, early support from IDA to PROCASEF will ensure its systems are fully aligned with the World Bank's policies and requirements and that staff with prior experience with World Bank procedures can be recruited as appropriate.

19. **Component 5: Contingent Emergency Response Component (CERC) (US\$0.0 million).** A CERC, initially without a budget allocation, will allow for the rapid reallocation of project funds in the event of natural or man-made crisis and major disease outbreaks of public health importance during the implementation of the project, in accordance with the World Bank IPF Policy, paragraph 12 (Projects in Situations of Urgent Need of Assistance or Capacity Constraints). Activation of the CERC is triggered by (a) a declaration of a state of emergency by the Government and (b) Government request to the World Bank for activation of the CERC. Implementation modality and eligible activities to be financed under the CERC will be described in the PIM.



ANNEX 3: Procurement

1. The Borrower will carry out procurement under the proposed project in accordance with the World Bank 'Procurement Regulations for IPF Borrowers' (Procurement Regulations), dated November 2020; the 'Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants', dated October 15, 2006, and revised in January 2011 and on July 1, 2016; and other provisions stipulated in the Financing Agreement.
2. The procuring entity, the bidders, and service providers (that is, suppliers, contractors, and consultants) shall observe the highest standard of ethics during the procurement and execution of contracts financed under the project in accordance with paragraph 3.32 and Annex IV of the Procurement Regulations.
3. The Borrower shall prepare and submit to the World Bank a General Procurement Notice (GPN) and the World Bank will arrange for publication of the GPN in UNDB online and on the World Bank's external website. The Borrower may also publish it in at least one national newspaper.
4. The Borrower shall publish the Specific Procurement Notice (SPN)s for all goods, non-consulting services, and the Requests for Expressions of Interest on their free-access websites, if available, and in at least one newspaper of national circulation in the Borrower's country and in the official gazette. For open international procurement selection of consultants using an international short list, the Borrower shall also publish the SPN in UNDB online and, if possible, in an international newspaper of wide circulation. The World Bank arranges for the simultaneous publication of the SPN on its external website.

Institutional Arrangements for Procurement

5. **Procurement risk assessment.** The ongoing IDA PPA is being implemented with adequate fiduciary arrangements by the Senegal Public FM Strengthening Technical Assistance project (P146859) PIU under the MFB which has implemented several development projects since over 10 years. A new PIU dedicated to the project management and implementation has been officially established by the MFB and will benefit from its experience with World Bank procurement rules and procedures. The new PIU has also hired fiduciary staff who were part of World Bank funded operation.
6. The assessment of the MFB's capacity to implement World Bank procurement determined that PCRBF has the experience and qualifications to carry out procurement under this project. The staff has acceptable knowledge of the World Bank procedures and experience in using the World Bank Standard Bidding Documents. But it was identified so far for Senegal Public FM Strengthening Technical Assistance project weaknesses as: Interference in selection of consultants undermining fair and transparent procurement processes with risks related to transparency in selection of consultants and potentials for poor selection and hence poor outputs remain; contract management capacity is weak; risks related to fraud in the management of large contracts can reduce the expected results from contract deliveries and undermine project outcomes"; and contract management and delay on registering procurement documents into STEP. In addition, due to COVID-19 situation, there are risk of market volatility. Thus, the overall procurement risk without mitigation measures has been assessed to be Substantial.



7. **Mitigation measures.** The following measures are proposed to mitigate these risks and reduce their classification from substantial to moderate: (a) have a strong contract management system for the most important contract as identified in the Project Procurement Strategy for Development (PPSD); (b) update the existing PIM no later than one month after project effectiveness; (c) establish an acceptable procurement filing system (physical and in STEP); and (d) work closely with technical stakeholders to ensure better coordination of the procurement process.

8. The World Bank procurement staff will be involved from the beginning and meticulous review of procurement processes and actions undertaken. A procurement plan will be drawn and cleared by the World Bank, identifying among other things, the procurement methods to be adopted, and limiting the potentials for sole sourcing. The World Bank will regularly review procurement actions and related contract management practices to reduce the potential for corrupt practices.

Table 3.1: Procurement Mitigation Measures

Implementing agency	Procurement mitigation measure	By when
PCU/World Bank	• Develop a contract management system to ensure that all the contract as identify in the PSD are managed effectively	Throughout project implementation
PCU	• Ensure timely archiving of all procurement documents and complaints in STEP	Throughout project implementation
PCU/World Bank	• Reinforce the procurement organization and functioning through the recruitment of one procurement specialist based on open contracting.	No later than one month after project effectiveness
PCU/World Bank	• Adopt World Bank provisions related to environmental, social (including SEA and GBV), health and safety (ESHS) risks and impacts, including codes of conduct that include prohibitions against SH and sexual abuse to all works procurements that apply SPDs.	Throughout project implementation
PCU/World Bank	• Train staff on the new framework (online and/or in person) and the STEP which will be used to manage all contract transactions and related documents.	Throughout project implementation

9. **Procurement manual.** Procurement arrangements, roles and responsibilities, methods and requirements for carrying out procurement shall be elaborated in detail in the Procurement Manual which is a section of the PIM. The PIM shall be prepared by the Borrower and agreed with the World Bank not later than one month from the project effectiveness.

10. **Procurement methods.** The Borrower will use the procurement methods and market approach in accordance with the Procurement Regulations and as described in the PSD.

11. **Procurement documents.** In case of international competitive procurement of goods, works, and non-consulting and consulting services, the Borrower shall use the applicable World Bank standard procurement documents with minimum changes, acceptable to the World Bank, as necessary to address any project-specific conditions.



12. If agreed, the Open National Market Approach is a competitive bidding procedure normally used for public procurement in the country of the Borrower and may be used to procure goods, works, or non-consultant services, provided it meets the requirements of paragraphs 5.3 to 5.6 of the Procurement Regulations.

13. Operational costs financed by the project, if any, would be incremental expenses, including office supplies, communication costs, rental expenses, utilities expenses, consumables, transport and accommodation, per diem, supervision costs, and salaries of locally contracted support staff. Such service needs will be procured using the procurement procedures specified in the PIM accepted and approved by the World Bank.

14. **PPSD.** As part of project preparation, the Borrower has prepared the PSPD, which describes how fit-for-purpose procurement activities will support project operations for the achievement of the PDO and deliver value for money. The PSPD is linked to project implementation. It considers institutional arrangements for procurement; roles and responsibilities; thresholds, procurement methods, and prior review; and the requirements for carrying out procurement. It also includes a detailed assessment and description of the state government's capacity for carrying out procurement and managing contract implementation, within an acceptable governance structure and accountability framework. Other issues considered will include the behaviors, trends and capabilities of the market (i.e. Market Analysis) to inform the Procurement Plan.

15. **Procurement Plan.** The Procurement Plan covering the first 18 months of project implementation was prepared, discussed and approved by the World Bank. The Procurement Plan will be updated by the procuring entity on an annual or as-needed basis to reflect actual project implementation needs. Updates of the Procurement Plan will be submitted to the World Bank for 'no objection' and the PSPD will be updated accordingly.

16. The scope of procurement activities is the following: the construction and / or rehabilitation of the offices services; the acquisition of equipment and supplies including computer hardware, office equipment and furniture; the acquisition of satellite images; the acquisition of various equipment to strengthen Senegal's geospatial data infrastructure; the acquisition of equipment for the modernization and densification of the geodetic network; technical assistance to municipal LIS; technical assistance for the collection, inventory, registration and formalization of land rights.

17. The thresholds for market approaches and procurement methods are indicated in the below table. The thresholds for the World Bank's prior review requirements are also provided in the table below:



Table 3.2: Procurement Methods Thresholds

Category	Procurement Methods Thresholds (US\$ millions)					
	Prior Review Threshold (US\$ millions)	Open International	Open National	RFQ	Consulting Services	Short List of National Consultants Engineering and Construction Supervision
Works	≥10	≥5	<5	≤0.2	n.a.	n.a.
Goods, IT, and non-consulting services	≥2	≥0.5	<0.5	≤0.1	n.a.	n.a.
Consultants (Firms)	≥1	n.a.	n.a.	n.a.	≤0.3	≤0.3
Individual Consultants	≥0.3	n.a.	n.a.	n.a.	n.a.	n.a.

Table 3.3: Procurement for Key Contracts for the Project First 18 Months

Nº	Contract Title Description and Category	Estimated R and risk rating (US\$)	World Bank Oversight (Prior/Post)	Procurement Approach	Category	Selection Method	Evaluation Method
1.	Construction and / or rehabilitation of the office's services	17,680,000	Post	Open National	Works	RFB	Lowest evaluated cost
2.	Acquisition of satellite images	5,000,000	Prior	Open International	Non-Consulting services	RFB	Lowest evaluated cost
3.	Acquisition of equipment for the modernization and densification of the geodetic network.	2,900,000	Prior	Open International	Goods	RFB	Lowest evaluated cost
4.	Purchasing of various equipment to strengthen Senegal's geospatial data infrastructures	1,175,000	Post	Open International	Goods	RFB	Lowest evaluated Cost
5.	Purchasing of various equipment in support of the territorial administration	2,000,000	Prior	Open International	Goods	RFB	Lowest evaluated cost
6.	Acquisition of office furniture	40,000	Post	Open National	Goods	RFQ	Lowest evaluated cost
7.	Purchasing of computer equipment	10,000	Post	Open National	Goods	RFQ	Lowest evaluated cost
8.	Purchasing of office supplies and consumables	10,000	Post	Open National	Goods	RFQ	Lowest evaluated cost
9.	Purchasing of fuel	6,000	Post	Limited National	Goods	RFQ	Lowest evaluated cost
10.	Acquisition of vehicles for the project	1,100,000	Post	Open National	Goods	RFB	Lowest evaluated cost



Nº	Contract Title Description and Category	Estimated R and risk rating (US\$)	World Bank Oversight (Prior/Post)	Procurement Approach	Category	Selection Method	Evaluation Method
11.	Technical assistance to municipal LIS interoperable with SGF or SGF module	3,500,000	Prior	Open International	Consulting Services	QCBS	Rated criteria
12.	Recruitment of consultant for the collection, inventory, registration and formalization of land rights (Grand Dakar)	5,830,000	Prior	Open International	Consulting Services	QCBS	Rated criteria
13.	Recruitment of consultant for the collection, inventory, registration and formalization of land rights (Bassin Arachidier)	5,830,000	Prior	Open International	Consulting Services	QCBS	Rated criteria
14.	Recruitment of consultant for the collection, inventory, registration and formalization of land rights (Casamance)	5,830,000	Prior	Open International	Consulting Services	QCBS	Rated criteria
15.	Recruitment of consultant for the collection, inventory, registration and formalization of land rights (Boundou)	5,830,000	Prior	Open International	Consulting Services	QCBS	Rated criteria
16.	Recruitment of consultant for the collection, inventory, registration and formalization of land rights (Vallee du fleuve Ferlo)	5,830,000	Prior	Open International	Consulting Services	QCBS	Rated criteria
17.	Selection of firm for the training of land stakeholders	500,000	Prior	Open National	Consulting Services	QCBS	Rated criteria

18. **Frequency of procurement supervision.** In addition to the prior review supervision which will be carried out by the World Bank, semi-annual supervision missions are recommended. Annual World Bank procurement post review will be conducted by the World Bank procurement specialist. The sample size will be based on the procurement risk rating. The prior review procurements will be reviewed and cleared in STEP by the World Bank procurement specialist.

19. **Contract management and administration.** For all prior review contracts, contract management plans (in line with the provisions of Regulations Annex XI) will be developed during contract creation and completed at the time contracts are signed.

20. **Training, workshops, study tours, and conferences.** Training (including training materials and support), workshops, and conference attendance (based on individual needs as well as group requirements), and on-the-job training will be carried out based on an approved annual training and workshop/conference plan that will identify the general framework of training activities for the year. A detailed plan and ToR providing the nature of training/workshop, number of trainees/participants,



duration, staff months, timing, and estimated cost will be submitted to IDA for review and approval before initiating the process. The appropriate methods of selection will be derived from the detailed schedule. After the training, each beneficiary will be requested to submit a brief report indicating what skills have been acquired and how these skills will contribute to enhance his/her performance and contribute to the attainment of the PDO. Reports by the trainees, including completion certificate/diploma upon completion of training, shall be provided to the Project Coordinator, will be kept as parts of the records, and will be shared with the World Bank if required.



ANNEX 4: Financial Management

The following are the FM arrangements for the project.

1. Internal Control and Internal Auditing arrangements

a) Internal Control Arrangements

The Administrative and Accounting Procedures Manual will be set up to provide a division of roles and responsibilities between implementing entities, a clear description of the approval and authorization processes in respect of the rule of segregation of duties.

b) Internal auditing arrangements

An internal auditor with relevant qualifications and experience satisfactory to the World Bank will be recruited no later than four months after project effectiveness.

2. Accounting arrangements

The SYSCOHADA current accounting standards in use for ongoing World Bank-financed projects will be applicable. Annual financial statements will be prepared by the PIU in compliance with SYSCOHADA standards. A multi-project accounting software will be set up and customized for project's accounts no later than four months after project effectiveness.

3. Budgeting arrangements

The budget monitoring will be clearly defined in the Administrative and Accounting Manual of Procedures to be set up no later than one month after project effectiveness. By no later than one (1) month after the project effective date, the project will prepare a first draft Work Plan and Budget. The project will also prepare an annual work plan and budget based on the agreed annual work program. The budget should be adopted before the beginning of the year and its execution should be monitored on a quarterly basis and reports of budget monitoring and variance analysis will be prepared and included in the IFR. Annual draft budgets are to be submitted to the steering committee and then be submitted to the World Bank for non-objection no later than November 30, every year.

4. Financial Reporting arrangements

Each quarter, the PIU will prepare an IFR for the project in a form and with content satisfactory to the World Bank. These IFRs will be submitted to the World Bank within 45 days after the end of the quarter to which they relate. The PIU's FM team will prepare the Project's Financial Statements in compliance with SYSCOHADA and World Bank requirements.

5. External Auditing arrangements

The Disbursement and Financial Information Letter (DFIL) will require the submission of Audited Financial Statements for the project to IDA within six months after the end of each fiscal year end. The audit report should reflect all the activities of the project. The audit report should reflect all the activities of the project. An external auditor with qualifications satisfactory to the World Bank will be appointed, no later than four months after project effectiveness, to conduct annual audits of the project financial statements in accordance with audit ToR agreed with the IDA. In accordance with World Bank policy on access to information, the Borrower is required to make its audited financial statements publicly available in a



manner acceptable to the IDA. Following the World Bank's formal receipt of these statements from the Borrower, the World Bank also makes them available to the public.

6. Flow of funds and disbursement and Banking arrangements

a) Banking Arrangements

A designated accounts (DA) for the project will be opened in commercial banks acceptable to IDA, managed by the public expenditures directorate (DODP) the entity assigned with the overall responsibility of payments. Arrangements for the management of the DA will be described in the updated manual, and in the disbursement letter.

b) Disbursement arrangements

Disbursements would be transactions-based whereby withdrawal applications will be supported with Statement of Expenditures (SOE). The following disbursement methods may be used under the project: reimbursement, advance, direct payment and special commitment as specified in the DFIL and in accordance with the Disbursement Guidelines for IPF, dated February 2017. Documentation will be retained at the PIU for review by World Bank staff and auditors. The DFIL will provide details of the disbursement methods, required documentation, DAs ceiling and minimum application size. These have been discussed and agreed during negotiations of the Financing Agreement.

Figure 4.1: Funds Flow Chart

Flow of Funds Arrangements: Flow of funds arrangements for the project is as follows:

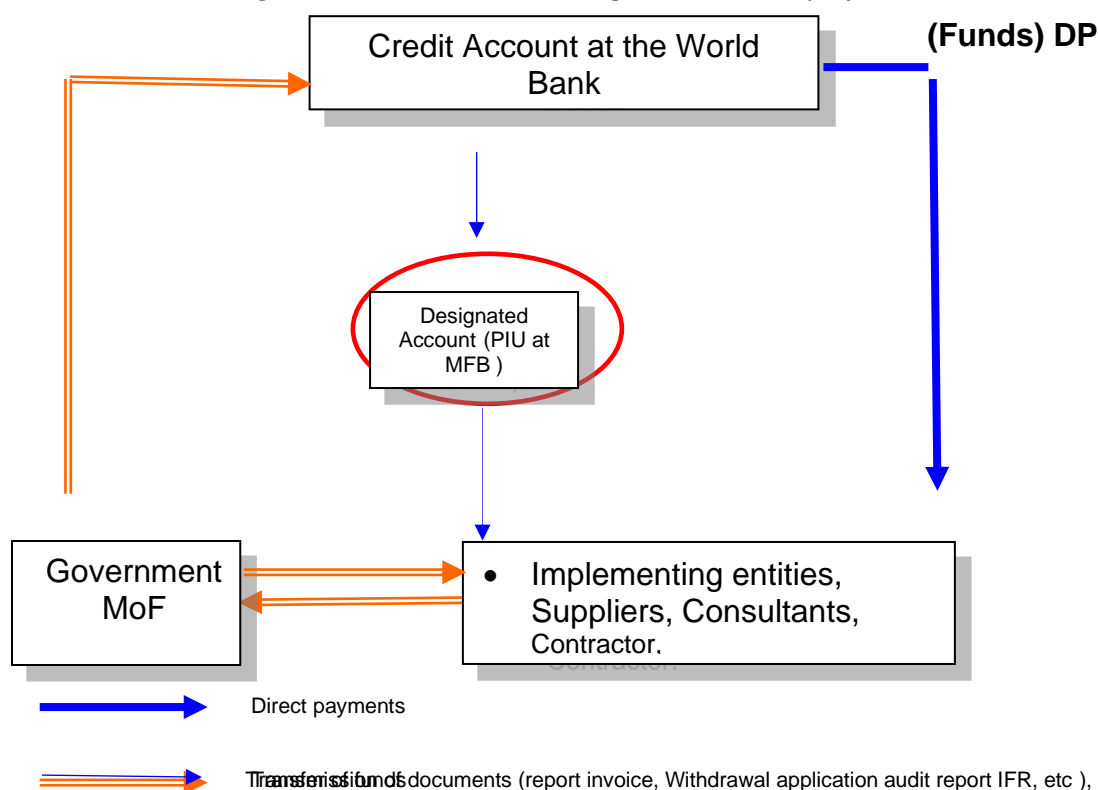




Table 4.2: Eligible Expenditure per Category

Category	Amount of the Credit Allocated (expressed in EUR)	Amount of the Grant Allocated (expressed in SDR)	Percentage of Expenditures to be Financed (inclusive of Taxes)
(1) Goods, works, non-consulting services, consulting services, Operating Costs and Training for the Project	31,000,000	27,900,000	Up to 100%
(2) Refund of Preparation Advance	2,200,000		Amount payable pursuant to Section 2.07 (a) of the General Conditions
(3) Emergency Expenditures under Part 5 of the Project	0	0	Up to 100%
TOTAL AMOUNT	33,200,000	27,900,000	

Table 4.1: Implementation Support Plan

Based on the outcome of the FM risk assessment, the following implementation support plan is proposed. The objective of the implementation support plan is to ensure PIU at the MFB maintains a satisfactory FM system throughout the project's life.

FM Activity

Desk reviews

	Frequency
Interim financial reports review	Quarterly
Audit report review of the project	Annually
Review of other relevant information such as interim internal control systems reports.	Continuous, as they become available

On site visits

Review of overall operation of the FM system	Annually for Implementation Support Missions
Monitoring of actions taken on issues highlighted in audit reports, auditors' management letters, internal audit and other reports	As needed
Transaction reviews (if needed)	As needed

Capacity building support

FM training sessions	During implementation and as and when needed.
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ANNEX 5: Gender

1. **There are several gender gaps around the issue of land tenure security.** While some of these impediments to land access fall under traditional and religious customs, there are some broad categories of gender gaps in access to land titles, to decision-making over land but also glaring gaps in knowledge over rights. Only 9.1 percent of agricultural land owned by women⁴⁸, and although this does not necessarily reflect their perception of tenure security, it does highlight low ownership, low demand, low agricultural productivity and practical non-use of titles for accessing productive resources or financing. Specifically, some challenges for women to access land in Senegal:

- Women do not know/understand their land rights and do not feel empowered to request land.
- Even where women have land access, the plots are usually small, and the land is of low-quality.
- Women seldom have documentation, nor are they aware of the process.
- When women access land as a collective there are issues around collective governance and management of the land that require tools and training.
- Patrilineal inheritance practices combined with the modes of succession instituted by the law (choice of succession under Muslim law or civil law) mean that women inherit little land.
- According to the 1964 land law, in order to receive a land use right, you should be able to economically exploit the land – this is sometimes a hurdle for women who may not have access to other agricultural supports, finance, etc.
- Also, according to the Decree 72-1288 of October 27, 1972, the use right can be in the name of one person only (making joint certification impossible). This also complicates the certification of family land.
- Little is known about the challenges women face in accessing urban land, particularly for the poor.
- Women's access to the largely informal land market is not known.

2. Most women gain access to land through their husbands. While the legal text recognizes gender equality and parity under the law, the customs and norms do not always reflect this in terms of access to land tenure and rights. The law allows for equal access, but in practice both access to land and inheritance of land is underlined by discrimination against women and girls. Women overwhelmingly do not know their rights or the law regarding land, and texts and gender-sensitive interpretation may be furthermore hard to come by. Traditional customs give preference to male heirs so women rarely inherit land, and women may be culturally sensitized to not seek out land. The need to demonstrate usage and productivity of the land further discriminates against women who may not be able to use the land for agricultural purposes up-front, and whose access to productive resources in agriculture may be weak. Women, when they do use land, are often given marginal plots and have poor bargaining techniques or lobbying power to support their requests. As well, approximately 70 percent of women in Senegal are not formally educated and have “limited if any knowledge of formal law and judicial procedure”⁴⁹. The lack of knowledge over rights, usage, inputs and management techniques is a significant contributor to women not seeking out land for productive purposes in rural Senegal.

3. Access to and control of land remains too restrictive for women who are dependent on male

⁴⁸ <http://www.fao.org/gender-landrights-database/data-map/statistics/en/>

⁴⁹ USAID Country Profile: Senegal, p.10



heads of families or clans, despite the law on parity passed in 2011 and Article 15 of the Senegalese constitution which states: "The right to property is guaranteed by this Constitution. It can only be infringed upon in the case of public necessity legally established, subject to fair and prior compensation. Men and women also have the right to have access to possession and ownership of land under the conditions determined by the law". As women's predominant form of accessing land and land use is through husbands (though also through communities and other male family members), the potential to joint-title would allow for a women to be more efficiently included on formal documentation which in turn could provide her with the ability to leverage this for productive and legal purposes. GIZ commissioned a report in 2020 on the status of joint titling (for spouses, family members, or communities) and its findings vis-à-vis gender-specific constraints point to this amendment as an entry point to formalize more women's land rights: "Women's poor access to land and land tenure information [...] leads to the perpetuation of discriminatory land tenure practices against certain categories of the population [...] [Women] although very representative in the demographic consultations, still continues to suffer from the shortcomings of a system."

4. The case for reform to allow for joint-titling (which would not involve a law change, but could be done by presidential decree) is quite strong and bases itself in the examples of other countries and projects that have successfully pioneered joint-titles (in Madagascar but also in Latin America). Joint-land titles would allow for a spouse (but also other family members) to be inserted onto a land title, and then potentially be able to leverage this legal document. The issue of polygamy which is prevalent still in Senegal will be a factor to consider as detrimental impacts on second or third wives who may not be on titles may further marginalize them. There are, however, successful examples of polygamous societies with joint land-titling, and these models will be explored in formulating and rolling out potential regulatory changes to land titling.

5. Land titles and joint titling is demonstrated to not be a cure-all measure for women's equality over land resources nor the ultimate tenure security guarantee. Women's associations and groups have had some success in gaining use of land, but this is still limited. One of the reasons is the make-up of the rural committees and councils which are predominantly male. While the law on Gender parity and discrimination covers land ownership, it does not cover representation in local committees that make communal decisions over land. And while women's positions on councils have increased (the number of women on councils was 10 percent before the parity law and rose to 39 percent in 2013⁵⁰), land allocation favors men and when women do apply and are successful, their plots are of lesser quality. While neither national law, nor in fact customary law prohibit women's ownership of land, acquisition and usage are markedly low (even for the region). The conservatism in application itself is a significant challenge as women mostly do not apply, request nor reject land allocations that are poor. This marginalization of women by decision-making bodies is often laid at the door of tradition and societal pressure. Therefore, one of the key starting points for improving women's land access is to ensure gender equitable land governance at the community level and information about their right to access.

6. More recent work⁵¹ on women's perceptions over their tenure security point to land titling being just one element of this. While there is much evidence of the positive effects of certifying land to women, and joint "naming of male and female spouses is essential if titling is to have any positive impact on

⁵⁰ Gerti Hesselting, Land reform in Senegal.

⁵¹ Gender Perceptions of Tenure Security.



women's empowerment (see, for example, Walker, 2002; World Bank, 2012; Ali et al., 2011) [...] tenure formalization has also been criticized for aggravating gender inequality (Varley, 2007; Peters, 2009).” When land rights become marketable, women and other more vulnerable groups may become more disadvantaged. Without joint title holding especially, registration may have negative impacts for those depending on “social entitlements”. Furthermore, access may not “translate to equal control” given that even when formal rules are changed, the application or uptake still depends on respect and recognition which is a different process. *“Recognition by the community itself and by the neighborhood is often therefore considered more important than recognition by public authorities for ensuring secure tenure (Durand-Lasserve, 2005)”*⁵². It is therefore critical for the project, and others, to ensure that land registration procedure and changes to the administration of land titles, include targeted communications and sensitization to ensure absorption, and reflection in norms. “Providing a title to a female member of a household – whether joint or individual – may not guarantee tenure security among women (Varley, 2007). Legislation will fail without affecting the day-to-day denial of such rights, ruled more by enduring social customs and cultural norms than by legislation.” This analysis suggests that titling itself as a goal could best be accompanied by interventions that aim to **normalize women's access, application, participation in decisions over land and those that engage with whole communities on the benefits of women access to land**.⁵³ Information, training and representation are crucial elements of successful interventions of formalization that may change the reality of land right allocation.

7. Without female representation, women may be constrained in applying but also in terms of voicing opinions over the distribution over community land resources. Training women as part of the cohort of land specialists, as well as reaching out and educating key female focal points in communities can act as powerful incentive and enabling avenue for women to seek out formalization of land tenure.

PROJECT COMPONENTS:

8. The project will address gender gaps through the following activities in its components:

9. **Component 1: Strengthening land institutions and investing in infrastructures.** The institutional capacity building and set up-up of administration and a National Land administration program will also ensure that not only is tenure security for women (and other more vulnerable groups) a key element of planning, but also in terms of concerted staffing. Capacity strengthening will include training on gender-sensitive issues and inclusion. At the local level (in Sub-component 1.2), the support to land bureaus and land commissions will include quotas for women participation in decision-making committees, and will further support new participants (especially women) with training on land tenure documentation, standardization and their connections to national land databases.

10. **Component 2: Empowering Project-supported municipalities to carry out systematic land registration operations.** Under this component, the support to local municipalities in registering existing land use rights will be complemented by the addition of participation targets for women; the entities responsible for issuing certificates of occupancy through individual or collective land use rights will be supported by the inclusion of at least one woman from the community. Any training or outreach for members will include deliberate inclusion of a female representative. This bias is to ensure that when

⁵² Ibid

⁵³ The ASA on Gender and Land in Senegal will be a key partner in implementing these in the project.



women apply for user rights or titles do not face all-male decision-making groups, and also so as to guarantee women's participation in decisions over community resources such as land.

11. The bulk of activities designed for women will take place under this component, including studies, information campaigns and outreach events that will take place under the accompanying ASA "Women and Land Rights in Senegal". As discussed, while formally registering women's land titles (individual or jointly) may give recognition and access to other productive resources, there remains an important impediment in terms of demand and ability/knowledge to request these. These will be addressed in this component under the following manner: all information material will include specific sections on women's equal right to own land under Senegal Constitution, all rural land committees being supported by the project will seek to include women as part of the deliberation process. Measures to enable the active and required engagement of women in the rural land committees will be incorporated throughout the land registration process.

12. The project will also support targeted awareness-raising as part of clarification to ensure that all stakeholders understand their rights under the law and to promote women's land rights. Additional activities to promote women's land rights, such as gender norms discussions with family members and/or community leaders, will be implemented in at least a subset of project villages. In accompaniment with the ASA, the project will prepare and raise awareness of the registration process using gender-sensitive communications methods (for example, organizing separate consultations with women and women's groups at times convenient for women and with child care available) that are tailored to the local socio-cultural and political economy context; (ii) identify local issues that may affect land registration; (iii) ensure that all landholders – including women and migrants – are aware of their rights and can participate in the subsequent steps in the land registration process on an informed basis.

13. **Component 3: Sustaining long-term policy dialogue, scaling up Training and innovation in the land sector.** The component will focus on creating a body of qualified human resources and promote vocational training that will include a dedicated avenue for including women. The proposed Land Observatory and CSO monitoring group will also include attention to women's land issues and formal recognition for women's participation. The training track for engineers, field officer (including Land Bureau officers) will be encouraged for women applicants. The institution-building parts of this component will also include a focus on women's tenure security as part of their evaluation and monitoring mandate. The track focusing on inclusion (for women, youth, vulnerable populations) will be reflected in communication campaigns and inclusion in the Civil Society participating platforms.



Table 5.1: Gender Tag Results Chain

Gender Gap	Actions	Measurement in Results Framework	World Bank Pillar
Women have less access to land	<ul style="list-style-type: none"> Decree permitting joint titling Assistance to women for land registration 	<p>Occupancy titles with NICAD recorded in LIS through project support in the name of a woman or a group including a woman, with target of 158,000 female (PDO level)</p> <p>Female individuals whose land rights are officially validated by an occupancy title, with a target of 30 percent (PDO level)</p>	#3 Access to productive Resources
Women have less information/knowledge on land rights, access and use	<ul style="list-style-type: none"> Capacity, information and strategic communication campaigns developed and rolled out to reach men and women about existing property rights and how to access formal and secured land rights 	<p>Information campaigns on women's property rights, with target of 136,000 female</p> <p>Women participating in information campaigns on women's prosperity rights, with target of 12,000 female.</p>	#3 Access to productive resources
Women's Land tenure security is a hidden issue	<ul style="list-style-type: none"> Gender Track in Land Observatory Integration of Women and Land components into training manual Topic to be introduced in Civil Society Group mandate Women systematically included in land governance bodies 	<p>Female participants trained on land tenure management, with target of 3,270 female</p> <p>Women with increased perception of tenure security through project activities (Percentage), with target of 80 percent</p>	#4 Voice and Agency



ANNEX 6: Detailed Safeguards Descriptions

1. The **environmental risk classification**, at appraisal stage, for the project is considered to be **Moderate** as potential risks and impacts on the environment are not expected to be irreversible. The expected environmental impacts of the project will be generally positive. However, some activities such as infrastructure construction/rehabilitation to support the establishment and maintenance of municipal land bureaus and CORS around the country are likely to induce potential environmental adverse impacts. The main risks and impacts in the ESMF are related to pollution (due to dust, noise, and poor waste management) and occupational health and safety issues (accidents, injuries, snakebites) during civil works.
2. The **social risk** of this project is rated as **Substantial** by considering the potential social impacts under Component 2: Supporting land rights registration operations could lead to a loss of access to land or resources and the delimitation of land and municipalities could impact some communities and populations in the targeted project areas. There is the possibility of exclusion of vulnerable groups who might not have access to relevant information regarding their occupancy rights to register land occupancies. Thus, the systematic land rights registration approach promoted by the project as well as public awareness campaigns and close working relationship with local CSOs / NGOs will be key mitigation measures as they will help disseminate information about the opportunity for an almost free of charge land document issuance to any applicant. The risk of elite capture tends to be the most pronounced when there is a lack of clarity and transparency in the system. PROCASEF has built in technical quality and public awareness measures to combat this risk. In order to provide clarity, the RIUs will be working with the land bureaus ensure accurate information is available on cartography and delimitation alongside the occupancy titleholders' names. In order to provide transparency, PROCASEF will ensure communication at the local level ahead of any field operation. The communication plan envisages a 15-30 day period of awareness raising through local announcements (e.g. radio) before any field operations to ensure high participation. The process itself will then be deploying 'citizen surveyors' to support the systematic registration process. This element of citizen engagement will be critical in minimizing elite capture risk. The GM will also be ready to capture any complaints as they may arise.
3. The specific location of project activities is being determined. Therefore, the Borrower has prepared a RPF and an ESMF to provide guidance on the appropriate site-specific instruments, such as ESIAs/ESMPs and RAPs to be prepared. The RPF and the ESMF have been consulted upon, reviewed by the World Bank, and finalized by the Borrower and disclosed on both Borrower and World Bank websites before appraisal (April 29, 2021).
4. Responsibility and oversight of the project's overall compliance with national and World Bank ESSs will rest with the environmental and social development safeguards specialists, already recruited by the PIU, as the main staff in charge of project implementation and monitoring of safeguard aspects within PROCASEF. The two safeguards specialists, and in particular the environmental safeguards specialist, will work in close collaboration with the DEEC. DEEC leads safeguards compliance for all projects in the country and in accordance with its governmental mission, it will periodically monitor the project's compliance with the national regulations.
5. Further, all activities under the project will be contingent on broad-based and sustained



consultation with local communities and CSOs in the project's intervention area. Mitigation measures for identified environmental and social impacts, including avoiding or sparing cultural and historical resources and other environmental clauses, will be properly implemented by PROCASEF, as it will be specified in the safeguard instruments and bidding documents.

6. PROCASEF has prepared and disclosed the ESCP and SEP on April 29, 2021.

7. **Environmental Social Standard (ESS1): Assessment and Management of Environmental and Social Risks and Impacts.** ESS1 is relevant to the project due to the potential environmental risks associated with project activities more specifically the planned infrastructures construction, rehabilitation to support the establishment and maintenance of a national geodetic network by setting up CORS around the country under Component 1: Strengthening land institutions and investing in infrastructures. The specific location of project activities is being determined. Therefore, the Borrower has prepared an ESMF to provide guidance on the appropriate site-specific instruments, such as ESIA/ESMPs to be prepared prior to the implementation of the project activities, particularly the associated civil works, as required, in a manner acceptable to the World Bank. The main risks and impacts identified in the ESMF are related to pollution (due to dust, noise and poor waste management) and occupational health and safety issues (accidents, injuries, snakebites) during civil works. To manage these anticipated risks and impacts, the ESMF includes general measures to avoid/minimize pollution and waste generation (dust suppression, noise control, waste management at construction sites). Further risks and impacts will be assessed by the site-specific ESIA/ESMPs. The ESMF has been consulted upon, reviewed by the World Bank, finalized by the Borrower, and has been disclosed on both the Borrower's and World Bank's websites before the appraisal.

8. Applicable Social Risks associated with Land Acquisition, Restrictions on Land Use and Involuntary Resettlement could be realized within Component 2 in the case of (i) land rights of vulnerable population groups (such as ethnic groups and women) have been weakened, leading to a loss of access to and holding rights of land resources or associated livelihood and income-generation opportunities; and (ii) public land could not be allocated for the municipal land offices to be built. Mitigation measures such as public awareness and information campaigns using documentation and other communication channels in different local languages, the involvement of local coordinators speaking different local languages, and the preparation and implementation of the Social Assessment (SA) and the SEA/SH. The social assessment provides the following recommendations: (i) assign more staff and technical resources to cadastre services; (ii) work closely with local actors; administrative authorities, local elected officials, youth and women's umbrella structures, religious and customary notabilities; (iii) put in place an observatory to assess shortcomings in the security program and propose corrective measures. The SEA/SH action plan recommends among any other: (i) support authorized structures, such as the Senegalese Jurist Association (AJS), to set up legal clinics in some PROCASEF sites in order to provide consultation, listening, information, and support centers for GBV survivors and encourage dialogue and communication with influential people, parents, women, and youth; (ii) set up SEA/SH monitoring and alert committees in the areas where we work, with the undisputed involvement of community members. In terms of composition, half of the members of these committees in charge of monitoring and alerting about SEA/SH cases should be women; (iii) involve all the organizations concerned in community involvement for active listening sessions and associative exchanges in order to allow communities to build their own social construction of the GBV phenomenon for a better knowledge of their rights and sustainable and optimal equity.



Impacts related to the land acquisition will be controlled, because there is sufficient space within municipal compounds or nearby areas in the residential areas of rural communes. Initial screening has been conducted to ensure that the land used for the land offices does not cause physical or economic displacement. In the unlikely event that some economic or physical displacement occurs, such impacts will be addressed through the RPF.

9. **ESS2 Labor and Working Conditions.** In general, the project footprint could be relatively discrete and will not entail a significant amount of labor. Labor camps are not required, and no labor influx expected. The Borrower will set up a PIU that will be comprised of civil servants and full and part-time consultants directly hired in accordance with national law and the requirements of ESS2 regarding “direct workers”. LMP have been developed and reviewed by the World Bank, finalized by the Borrower and disclosed on both Borrower’s and World Bank’s websites by April 29. The LMPs set out the requirements of national law and ESS2 regarding child labor and the minimum age of workers and forbid the use of forced labor on the project. The LMPs also include a GM for labor-related complaints. In addition, the PIU will hire local building companies for the construction of extensions to municipalities’ buildings or of the construction of municipal premises to host the new land bureaus in the project areas. Furthermore, the PIU will recruit qualified service providers for the field surveys activities on a competitive basis. In both cases, the PIU will comply with the ESS2 terms and conditions of employment and requirements on non-discrimination, workers’ organizations, and child labor and forced labor related to “contracted workers”. The PIU will also implement the worker’s GM easily accessible to all direct workers, contracted workers, and primary supply workers for labor grievances.

10. **ESS3 Resource Efficiency and Pollution Prevention and Management.** ESS3 is relevant to the project. Given the fact that project activities associated with small-scale construction and renovation, the project will not be significant user of water or material resources. Anticipated risks related to pollutions will not be significant and will be managed by the application of measures such as dust suppression, noise control, waste management (including painting materials) at construction sites as recommended by the ESMF. Further risks related to hazardous substances such as asbestos will be assessed by the site-specific ESIs/ESMPs and adequate mitigation measures will be recommended.

11. **ESS4 Community Health and Safety.** ESS4 is relevant to the project. During construction, the Borrower will implement mitigation plans developed to manage the risks associated with construction activities to direct beneficiaries and the community. Potential threats to people and communities may be posed by uncovered or barricaded or not signage spots such as excavated sites, trenches, open holes, open electric cables, etc. The project will ensure safety of communities and other visitors during the rehabilitation works by identifying general measures in the ESMF and by adopting adequate Occupational Health and Safety protocols following World Bank Environmental Health and Safety guidelines. These will be supplemented by measures recommended by the site specific environmental due diligence documents. Construction area will be secured by putting in place fences, signaling, mitigation measures to control excessive noise and dust levels, and public use will be ensured through a robust mitigation and management plan in the ESMPs.

12. The proposed project will support the Government of Senegal in designing and implementing an innovative and nationwide cadastre based on the establishment of local land offices. Likely SEA risks associated with the land sector and in the Senegalese context are: (i) women’s right to land according to



the tradition in some parts of the project site; and (ii) the lack of legal advice to women seeking to claim land. A social assessment including SEA/SH risks assessment⁵⁴ has been prepared, approved and disclosed on April 29, 2021 before the project's negotiation. The necessary mitigation measures to address such risks will be implemented. As there will be some construction activities within the municipalities, there is the possibility of the influx of some workers, which can lead to adverse social impacts (gender-based violence, sexual exploitation) on local communities. The LMP requested under ESS2 will include measures to ensure that the health and safety of workers are given adequate attention. In addition, for each construction site, the specific environmental and social assessment will recommend the necessary measures to restrict community access to the construction site during the entire work period.

13. ESS5 Land Acquisition, Restrictions on Land Use, and Involuntary Resettlement. The activities related to the construction and/or rehabilitation of the land bureaus could lead to potential social impacts related to future land acquisition. The implementation of certain PROCASEF investments, in particular those concerning the construction or rehabilitation of land offices or regional offices and land tenure security operations, could lead to (i) property boundaries between third parties; (ii) reveal an overlap of rights and generate claims; (iii) boundary problems between community lands or neighboring communes; and (iv) encroachments on the boundaries between uses and vocations (housing areas, agricultural areas, pastoral areas, etc.), with the result that there is a risk of losing land that will generate economic or physical displacement of the people affected. The result is the risk of land loss, which will lead to economic or physical displacement of the people affected. At this appraisal stage of the project targeted areas are still being determined, a Resettlement Framework has been prepared, and approved and disclosed on April 29, 2021 before the project's negotiation. The RPF clearly indicates the procedural framework to be followed for land acquisitions, should this be necessary. These documents guide the investments that will enable the project to be implemented in a socially sustainable manner. The RPF considers national laws and relevant World Bank ESSs.

14. ESS6 Biodiversity Conservation and Sustainable Management of Living Natural Resources. The project does not involve biodiversity conservation and the sustainable management of living natural resources. The ESMF developed by the Borrower contains mitigation measures to help manage biodiversity issues for the different types of activities funded. The systematic land registration and demarcation exercise should not take place within protected areas and wildlife corridors due to a possible negative impact on biodiversity and protected species resulting from subsequent private land use. PROCASEF has not planned any activities in protected areas. However, it is possible that during implementation as lands are undergoing delimitation, there may be parcels in PROCASEF municipalities (rural or peri-urban) that may border what is considered a protected area, even though due to the lack of a cadastre its boundaries were not previously known. In this case, there may be a possibility that some individuals, unknowingly (due to the lack of previous boundaries) may be occupying or using parcels in this protected area. In such cases, the individuals will not have their 'occupancy rights' confirmed through the Project. Where large numbers of people are affected such negotiations may need to include other organizations who control these lands to determine the best approach to land use planning and management to minimize further encroachment. As per the ESMF screening will be undertaken to avoid undertaking land regularization in such areas. Once the final project areas selection is done, the Ministry of Environment and Sustainable Development will be contacted to get access to the most up-to-date data on protected areas and wildlife corridors to exclude them from the scope of operations.

⁵⁴ <http://www.finances.gouv.sn/wp-content/uploads/2021/04/PROCASEF-Rapport-Evaluation-Sociale-27042021-clean.pdf>



15. **ESS8 Cultural Heritage.** Though there is a priori no cultural site in the project areas, attention will be paid to ensure that land registration takes into consideration the boundaries and ownership of sites and places recognized as cultural heritage by local communities. The proposed operation will have limited infrastructure works including excavations. These types of activities may lead to the discovery of known and unknown physical and cultural resources. The Borrower will avoid impacts on both tangible and intangible cultural heritage and where such avoidance is not possible, will identify and implement measures to address these impacts in accordance with the mitigation hierarchy. The treatment of Cultural Heritage will follow Chance Finds Procedures that will be developed in the ESMP as recommended in the ESMF. These procedures will also be included as a requirement in the civil works bidding documents.

16. **ESS10 Stakeholder Engagement and Information Disclosure.** The Borrower - in collaboration with the World Bank – has prepared and disclosed an SEP which aims at ensuring that the views and interests of all stakeholders, including the local communities, are taken into consideration throughout the project. The SEP includes consultations and differentiated measures to allow the effective participation of, and communication with, disadvantaged or vulnerable groups, including women. The Borrower seeks stakeholder feedback and opportunities for proposed future engagement, ensuring that all consultations are accessible, inclusive, and made through suitable channels in the local context. The project includes the appropriate institutional arrangements needed to carry out the stakeholder engagement process. It also includes a GM to handle complaints by project-affected people regarding adverse temporary or permanent project impacts. The GM shall be established and operational no later than three (3) months after the project effectiveness and be maintained throughout the implementation of the project. At the local level, the GM will be entrusted to the Local Complaints Management Committee (CLGP) which will be responsible for mediation at first instance. The CLGPs will periodically inform the Sub-Prefect of the status of complaints. Regional and Departmental Complaints Management Committees (CRDGP) will intervene if the complainant is not satisfied with the resolution proposed at the local level or if his/her request is inadmissible. Finally, a National Complaints Management Committee (CNGP) is planned at the central level to directly examine certain complaints that cannot be resolved at the local, regional or departmental levels (e.g. delimitation between municipalities, conflicts related to the attachment of certain villages to municipalities, etc.). The national committee can also examine any sensitive complaint. Ultimately, if complainants are still not satisfied with the outcome of their complaint through the amicable resolution mechanism, they can turn to the courts. Communication tools via different channels (media, community relays, local conflict management frameworks, etc.) will be deployed to inform all stakeholders of the GRM. PROCASEF will exercise rigorous control of the GRM with the service providers and partners involved in the implementation of the project. All complaints received will be registered into official registers and categorized. An annual report will be produced, which will include statistics and proposals for improvement. In addition, the complaints received, and the follow-up given to them will be presented in the annual environmental and social monitoring report of PROCASEF. In addition to the GM, the project has also considered existing conflict resolution mechanisms to ensure sustainability in the long run. The GM is responsive to the risk of SEA/SH and the need to be accessible to a wide diversity of stakeholder groups. A SEA/SH action Plan will be prepared, disclosed, and adopted prior to commencing construction/rehabilitation activities and implemented throughout project implementation thereafter. The GM also serves as a platform for continuous feedback from project-affected communities, other interested stakeholders, and implementing structures. There are existing bodies in charge of land grievances at the municipal level (commissions domaniales, which will be strengthened by the project).



The new land offices and strengthened land commissions will have a sustainable GM at the municipal level.



ANNEX 7: Economic Analysis

1. This annex presents the economic analysis undertaken to detail the PROCASEF investment's expected quantitative benefits—those that will be quantified in the analysis—and qualitative benefits—those that will not be quantified due to a lack of data or difficulties with measurement and attribution.
2. PROCASEF has five components and their expected benefits are presented in the table below.

Table 7.1: Summary of PROCASEF Quantitative and Qualitative Benefits

PROCASEF Components	Quantitative Benefits	Qualitative Benefits
Component 1: Strengthening land institutions and investing in geospatial infrastructure	<ul style="list-style-type: none"> Investments in LIS 	<ul style="list-style-type: none"> Benefits from real-time data available through NSDI to that can increase security of tenure, data sharing, and decision making Improved land administrations service delivery Higher customer satisfaction
Component 2: Empowering PROCASEF supported municipalities in carrying out systematic land registration operations	<ul style="list-style-type: none"> Increase in agricultural productivity 	<ul style="list-style-type: none"> Increased security of tenure for 2.64 million target population equivalent to 322,000 households Reduction in land conflict; as of 2020, the Ministry of Interior estimates at least 305 serious land conflicts across the country⁵⁵ Increase in agricultural sector employment through increase private sector presence (as in the case of PDIDAS)⁵⁶ Improvements in residential properties and land values, particularly in peri-urban areas
Component 3: Sustaining long-term policy dialogue, scaling-up training and innovation in the land sector		<ul style="list-style-type: none"> Increased capacity in Senegal's land administration
Component 4: Program Coordination, Monitoring, and Knowledge Management		<ul style="list-style-type: none"> Smooth project implementation and appropriate fund management
Component 5: CERC		<ul style="list-style-type: none"> Availability of funds for emergency response

3. PROCASEF will be supporting the recognition of use/occupancy rights. As similar land projects show, the recognition and validation of land rights is linked to higher security of tenure, lower risk of conflict, higher agricultural productivity, and greater improvements in residential properties among

⁵⁵ Ministry of Interior, 'Repertoire de litiges fonciers et conflits communautaires', 2021.

⁵⁶ PDIDAS evaluation report.



others. Some examples include:

- a. Benin: the mapping of customary land ownership (the first step towards land registration) made beneficiary households 39 to 43 percent more likely to grow perennial cash crops and trees on their parcels⁵⁷
- b. Ethiopia: following a land certification program, a plot was 5 percent more likely to receive new investment and the amount of new investment was 4.4 percent higher than without the certification⁵⁸. The program also reduced border and inheritance-related land conflicts
- c. Nicaragua: having a formal title not only made owners more likely to invest but increased land values by 30 percent⁵⁹ (applicable to peri-urban areas within PROCASEF municipalities)

4. PROCASEF investments in the LIS and digitization of data are also expected to have benefits. For example, the recent development of a LIS in Uganda resulted in a 269 percent return on the investment of US\$72 million through land related transactions and related revenues.⁶⁰

5. The quantitative benefits of PROCASEF will be driven by Component 1 through the investments in LIS and Component 2 through expected gains in agricultural productivity as a result of the issuance of occupancy titles, which will increase security of tenure and hence occupants' willingness and likelihood to invest in higher yielding crops or equipment that improves productivity.

6. While bringing in SSA and other examples, it is also important to keep in mind the unique situation in Senegal where a land market over Domain National land is not currently considered legal given the legal and policy framework, making it difficult to realize the full benefits of land registration and regularization. At the same time, PROCASEF's investments will be instrumental in the advancement of land rights in Senegal along the continuum of land rights as the current state where no rights are recognized through documentation changes with the written validation of use and occupancy rights, confirming the situation on the ground. While these occupancy rights are not real full rights, they still represent a significant advancement in the security of tenure. For the purpose of the economic analysis, full benefits, as expected from other similar programs, will be scaled back to 50 percent to account for this unique situation in Senegal. A sensitivity analysis is presented in paragraph 9 to show how the NPV might change if the benefits are higher or lower than the baseline assumption of 50 percent.

PROCASEF Economic Analysis Model Key Assumptions

7. The NPV and IRR for PROCASEF are driven by expected benefits from LIS investments and estimated increase in agricultural productivity as a result the recognition of occupancy rights. The following general assumptions apply.

⁵⁷ 'Formalizing Rural Land Rights in West Africa: Early Evidence from a Randomized Impact Evaluation in Benin', Goldstein M. et al, World Bank, 2015.

⁵⁸ 'Rural Land Certification in Ethiopia: Process, Initial Impact, and Implications for Other African Countries', Deininger K. et al, World Bank, 2008.

⁵⁹ Deininger and Chamorro, 2002.

⁶⁰ Source: <https://www.busiweek.com/ign-fi-completes-ugandas-land-information-system/> (Accessed March 20, 2021).



Table 7.2: PROCASEF Economic Analysis Assumptions

General Categories	Assumptions
Years	<ul style="list-style-type: none"> PROCASEF model calculates NPV and IRR over 10 years: 5 years of implementation and 5 years post-implementation. This is in line with assumptions for similar land administration projects since the benefits of such projects often accrue over a long period of time, going beyond the original 5 years of implementation.
Costs	<ul style="list-style-type: none"> US\$80 million total costs assumed, same as value of project investments Distribution of cost over the 5-year implementation period follows the following disbursement profile: 5 percent in Year 1, 15 percent in Year 2, 30 percent in Year 3, 30 percent in Year 4, and 20 percent in Year 5
Percentage of benefits attributable to PROCASEF	<ul style="list-style-type: none"> 50 percent of calculated benefits based on the granting of occupancy rights. For details, please see paragraph 6 of this annex. A sensitivity analysis is presented in paragraph 9 to show how the NPV might change if the benefits are higher or lower than the baseline assumption of 50 percent.
Discount rate	<ul style="list-style-type: none"> A standard 10 percent discount rate is assumed for PROCASEF in line with other projects in Senegal. A sensitivity analysis is presented in paragraph 9 to show how the NPV might change if the discount rate is higher or lower than the baseline assumption of 10 percent.
Component 1: LIS Benefits	Assumptions
ROI of investments in LIS	<ul style="list-style-type: none"> US\$3.5 million of US\$80 million will be invested in the development of the LIS based on the procurement plan and Project costing 269 percent return on investment (as in the case of the Uganda LIS investments) Benefits accrue over 6 years between Years 6 and 10 One-sixth of total benefits accrues each year i.e. equal benefits for each of the 6 years
Attributable benefits estimate	<ul style="list-style-type: none"> Based on the granting of occupancy rights, only 50 percent of the total benefits is attributed to PROCASEF activities due to the peculiarities of land rights in Senegal
Component 2: Increases to Agriculture Productivity	Assumptions
Land area	<ul style="list-style-type: none"> 80 percent of PROCASEF communes are rural (based on calculations) 1.21 million hectares of rural land area (80 percent of total Project area of 1.52 million hectares) to benefit from gains in agricultural productivity Cumulative rural based on progression of Component 2 activities in rural communes
Increase in agriculture productivity	<ul style="list-style-type: none"> US\$7.50 per hectare in Year 3 (US\$7.50 figure based on ex-ante economic analysis done for Cote d'Ivoire Land Policy Improvement and Implementation Project (P157206)) Increase of US\$7.50 per hectare per year between Years 4 and 10 Benefits for any given year (year n) appear in the following year (year n+1) to account for the likely lag in getting occupancy rights and changing investment decisions
Attributable benefits estimate	<ul style="list-style-type: none"> Based on the granting of occupancy rights, only 50 percent of the total benefits is attributed to PROCASEF activities due to the peculiarities of land rights in Senegal



PROCASEF Economic Analysis: NPV and IRR Estimates

8. Based on the assumptions presented above, the **Project NPV is estimated at US\$13.3 million** and the **IRR is estimated at 15.2 percent**. Since the NPV is positive (greater than zero) and the IRR is over the discount rate of 10 percent, PROCASEF can be considered a sound investment. The benefit-to-cost ratio of cumulative benefits is 1.90x while the same ratio for discounted benefits is 1.23x.

Table 7.3: Summary of NPV, IRR, and Benefits to Cost Ratio

NPV of Project	USD M	13.3
IRR	%	15.2%
Benefits to Cost Ratio (Based on Cumulative Benefits)	x	1.90x
Benefits to Cost Ratio (Based on Discounted Benefits)	x	1.23x

9. The table below presents the project NPV's sensitivity to changes in assumptions on percentage of benefits attributable to PROCASEF and the discount rate. The baseline assumption of percentage of benefits attributable is 50 percent and the sensitivity analysis runs from 20 percent to 80 percent. The baseline assumption of discount rate is 10 percent and the sensitivity analysis runs from 5 percent to 15 percent. The areas shaded in green show the combinations under which the NPV will remain positive.

Table 7.4: Sensitivity Analysis

Senegal PROCASEF: NPV Sensitivity Analysis							
NPV (USD M)		Percentage of benefits attributable to PROCASEF					
		20%	30.0%	40.0%	50.0%	60.0%	70.0%
Discount Rate	5.0%	-26.7	-6.1	14.4	34.9	55.4	76.0
	7.5%	-28.5	-11.4	5.6	22.7	39.7	56.8
	10.0%	-29.4	-15.2	-1.0	13.3	27.5	41.7
	12.5%	-29.8	-17.9	-5.9	6.0	18.0	29.9
	15.0%	-29.8	-19.7	-9.6	0.5	10.5	20.6



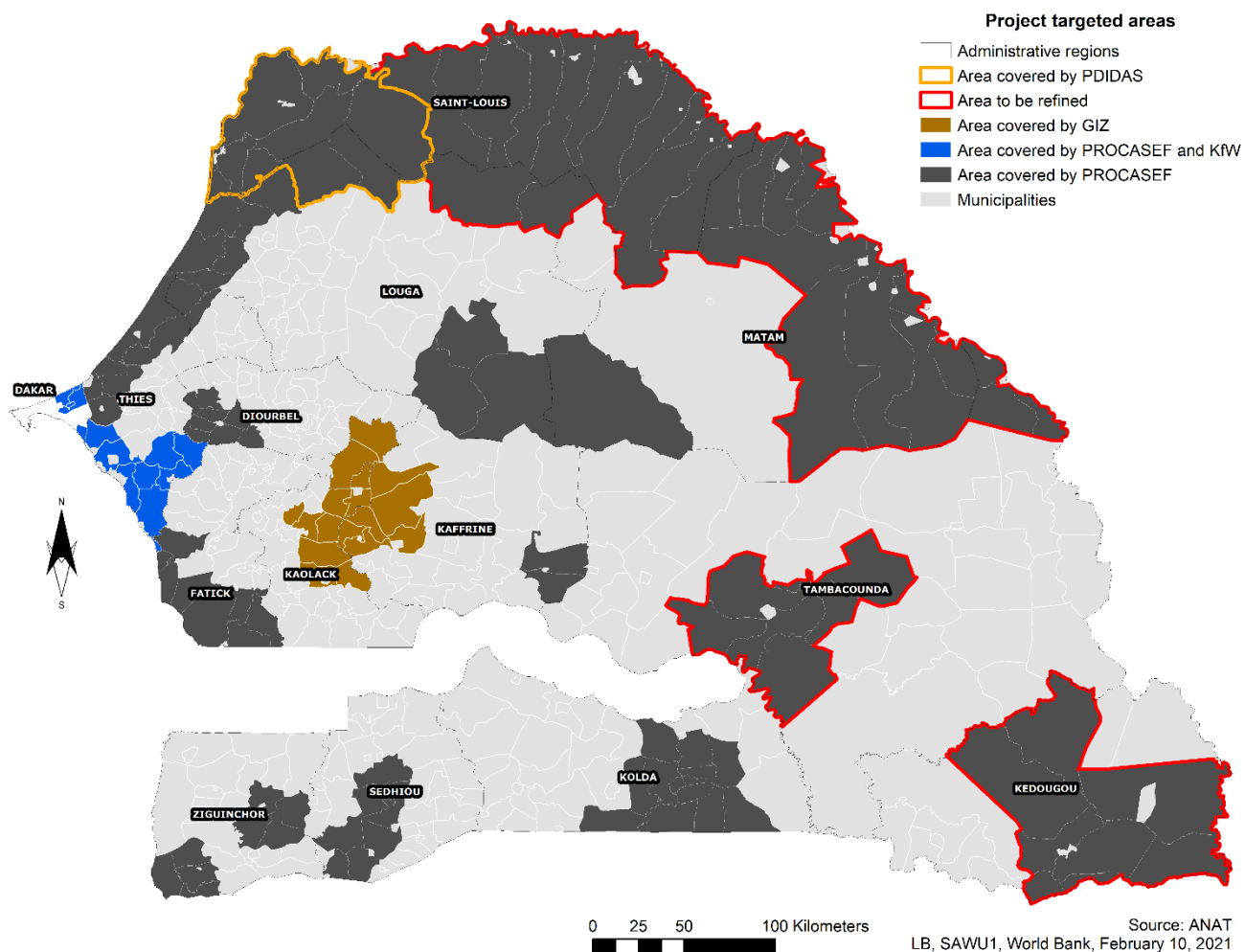
Table 7.5: Senegal PROCASEF Economic Analysis: NPV and IRR Calculations

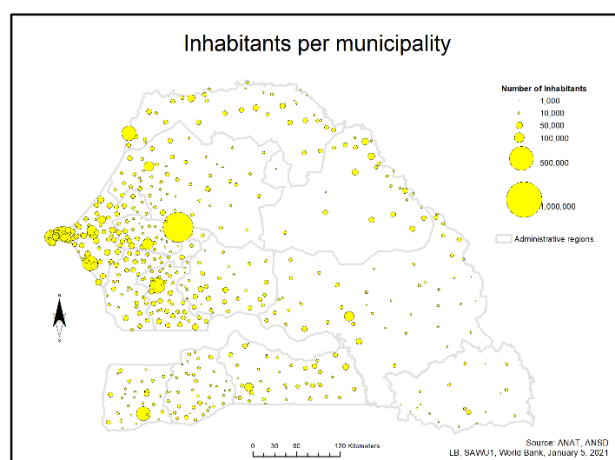
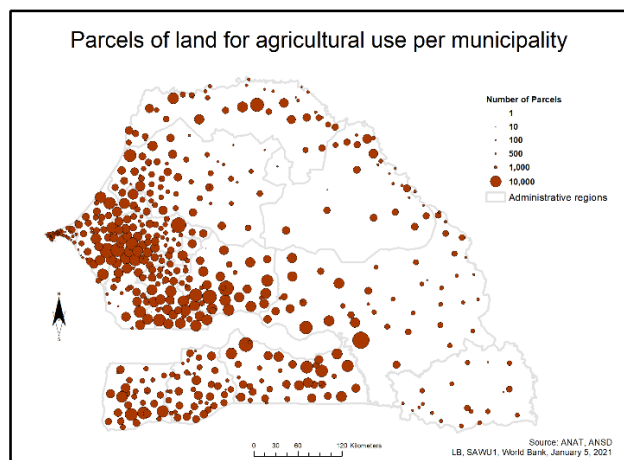
		Year 1 2022	Year 2 2023	Year 3 2024	Year 4 2025	Year 5 2026	Year 6 2027	Year 7 2028	Year 8 2029	Year 9 2030	Year 10 2031	Cumulative
	Units											
Comp 1: LIS investments	USD M	0.0	0.0	0.0	0.0	1.6	1.6	1.6	1.6	1.6	1.6	9.4
Comp 2: Agricultural Productivity	USD M	0.0	0.0	0.7	4.0	16.1	36.4	45.5	54.6	63.7	72.8	293.8
Total Benefits	USD M	0.0	0.0	0.7	4.0	17.6	38.0	47.1	56.2	65.3	74.4	303.2
% of benefits attributable to Project given occupancy rights	%	50%	50%	50%	50%	50%	50%	50%	50%	50%	50%	
Total Attributable Benefits	USD M	0.0	0.0	0.3	2.0	8.8	19.0	23.5	28.1	32.6	37.2	151.6
Costs	USD M	4.0	12.0	24.0	24.0	16.0	0.0	0.0	0.0	0.0	0.0	80.0
Disbursement Projection	%	5%	15%	30%	30%	20%						
Net Cash Flow	USD M	-4.0	-12.0	-23.7	-22.0	-7.2	19.0	23.5	28.1	32.6	37.2	71.6
Discount Rate	%	10.0%										
NPV of Benefits	USD M	71.2										
NPV of Costs	USD M	57.9										
NPV of Project	USD M	13.3										
IRR	%	15.2%										
Benefits to Cost Ratio (Based on Cumulative Benfits)	x	1.90x										
Benefits to Cost Ratio (Based on Discounted Benefits)	x	1.23x										



ANNEX 8: Maps

PROCASEF: targeted project areas (tbc)







ANNEX 9: World Bank Group Program Adjustment in Response to COVID-19 in Senegal

May 2021

I. IMPACT OF THE COVID-19 PANDEMIC ON SENEGAL AND GOVERNMENT RESPONSE

1. The COVID-19 pandemic has resulted in significant economic, fiscal and social repercussions for Senegal, which are threatening to reverse half of the last decade's poverty reduction. The COVID-19 outbreak halted years of strong economic performance, with growth slowing from 4.4 percent in 2019 to an estimated 0.9 percent in 2020. Private consumption and investment were severely cut in the wake of the pandemic. Fiscal pressures have been aggravated, while services and export growth have slowed. The estimated fiscal deficit of 6.4 percent of GDP in 2020 reflects the attempt to accommodate the shock. International supply chain disruptions and weak global demand have weakened exports. Lower remittances and labor income losses have subdued private consumption. The current account deficit is estimated to have widened to around 11 percent of GDP in 2020. Public debt is estimated to have increased from 64.8 percent of GDP in 2019 to 68.9 percent in 2020.⁶¹ However, Senegal's participation in the Debt Service Suspension Initiative (DSSI) provided short-term liquidity of 0.2 percent of GDP in 2020. Extension of DSSI through June 2021 could provide an additional 0.4 percent of GDP in debt service savings and up to 0.8 percent of GDP if extended to end 2021.

2. COVID-19 impacts household welfare significantly. A second stronger wave of COVID-19 cases is underway since late November 2020. As of April 29, 2021, there is a continued surge with the cumulative number of confirmed cases at 40,295 with 39,021 recoveries and 1,105 deaths. Senegal is ranked second in the highest number of cases and has recorded the highest number of deaths due to COVID-19 in West Africa. All health districts have registered at least one case of COVID-19. COVID-19 vaccinations began on February 23, 2021, in Senegal and as of April 29, 2021, 406,981 doses have been administered. For 2020, GDP per capita is expected to have contracted by 3.3 percent. Instead of falling by an additional 1.4 percentage points (pre-COVID-19 estimate), poverty incidence is likely to have increased to circa 39 percent in 2020, *reversing half of the progress in poverty reduction since 2011*. Similarly, extreme poverty is expected to have increased to 7.3 percent, up from 6.8 percent, equal to an additional 75,000 extreme poor. Food insecurity is also an issue. According to the September/October 2020 phone survey, seven out of ten households worry about not having enough to eat due to lack of resources or money. In addition, 19,525 children aged 4-11 and 9,293 youth aged 12-17 are likely to drop out of school in Senegal as a result of COVID-19.

3. The GoS has taken decisive measures to mitigate the socio-economic impact of the pandemic. On top of temporary, stringent containment measures, the Government is implementing a comprehensive support and recovery plan, the Economic and Social Resilience Program (PRES). The main vehicle is a dedicated solidarity fund at Central Bank of Western African States (BCEAO), FORCE-COVID19. The objectives are to upgrade the health system and contain the economic fallout while providing targeted support to vulnerable households and firms.

4. In addition, in response to the COVID crisis, the GoS issued a new version of the Priority Action Plan 2 - Adjusted and Accelerated (PAP2-AA) in September 2020. This 2021-23 action plan aims to implement the Senegal

⁶¹ According to the January 2020 IMF Debt Sustainability Analysis, Senegal's risk of debt distress has shifted from low to moderate. In July 2020, the Fund noted that this risk remained moderate "albeit with little space to absorb further short-term shocks".



Emergent Plan (“*Plan Senegal Emergent* – PSE”) initiated in 2012. This program aims to improve infrastructure, achieve economic reforms, increase investment in strategic sectors, and strengthen the competitiveness of the private sector.

II. WBG SUPPORT FOR RESPONDING TO THE CRISIS

5. The WBG responded swiftly to support Senegal’s response to COVID-19, reflecting continued relevance of the program agreed in 2020, with the Government under the CPF.⁶² The Government’s strategy remains intact, but with keen interest to accelerate progress and address weaknesses highlighted by COVID-19, particularly inclusion, resilience and support for sectors with high economic potential. Operationally, WBG support has aligned well with the pillars of the COVID-19 Approach Paper:

- **Saving Lives:** An immediate health response combining a US\$20-million operation (Senegal COVID-19 Response Project) as well as the on-going regional project (*Renforcement des Systèmes de Surveillance des Maladies en Afrique de l’Ouest* « REDISSE »). A request for Additional Financing for the Senegal COVID-19 Response Project (US\$134 million) to ensure safe and equitable access to COVID-19 vaccines and to strengthen vaccine deployment is in preparation and expected to be approved by the Board in May 2021.
- **Protecting Livelihoods:** The pipeline under discussion includes a possible additional financing to the social protection program. The existing portfolio has also been used to provide cash transfers and support to the education sector. The restructuring of several operations has helped provide: (i) emergency support to 7,000 workshops, (ii) exceptional food support to *daaras* (Quranic schools), (iii) water and sanitation services in peri-urban areas (restructuring under way), and (iv) support to start-ups.
- **Ensuring private sector growth and job creation:** The pipeline under discussion includes operations that aim to stimulate private sector-led growth through (i) Jobs, Economic Transformation & Recovery Project, and (ii) an affordable housing program.
- **Building back better:** An emergency supplemental financing to the US\$100-million Third Multi-Sectoral Structural Reforms Development Policy Operation, approved by the Board in June 2020, supports the Economic and Social Resilience Program (PRES) and helps finance the immediate financing gap. In addition, the pipeline envisions an expansion of the successful Stormwater Management and Climate Change Adaptation program to boost resilience to the increased frequency of intense rain events.

III. SELECTIVITY, COMPLEMENTARITY, PARTNERSHIPS

6. The WBG has worked closely with development partners to support Senegal’s response to COVID-19. Financing needs have largely been met by external (concessional) financing including 1.9 percent of GDP through the IMF Rapid Credit Facility, 0.3 percent through the World Bank Supplemental Financing DPF (P173918) approved by the Board in June 2020, 1.8 percent of GDP through other donor support, 0.2 percent of GDP via the DSSI, and 1.4 percent from WAEMU bonds. Senegal is benefiting from a three-year IMF Policy Coordination Instrument (2020-2022), for which performance has been solid. The World Bank and IMF teams are coordinating closely.

⁶² The CPF FY20–FY24 for Senegal was presented to the Board of Executive Directors on March 5, 2020.