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Report No: RES00267

RESTRUCTURING PAPER

ON A

PROPOSED PROJECT RESTRUCTURING

OF

Senegal Cadastre and Land Tenure Improvement Project

APPROVED ON 15-Jun-2021

TO

Republic of Senegal

Urban, Resilience and Land
Western And Central Africa

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ABBREVIATIONS AND ACRONYMS

AMS	Senegal Mayors Association (*Association des Maires du Sénégal*)
ANAT	National Agency for Spatial Planning (*Agence Nationale de l'Aménagement du Territoire*)
CD	Country Director
CERC	Contingent emergency response component
COPIL	Comité de Pilotage de la plateforme nationale sur la gouvernance foncière au Sénégal
CRAFS	Cadre de Réflexion et d'Action sur le Foncier au Sénégal
DDO	Deferred drawdown option
DGID	General Directorate of the Taxes and Domains (*Direction Générale des Impôts et des Domaines*)
E&S	Environmental and social
ESF	Environmental and social framework
GICC	Groupe Interinstitutionnel de Coordination et de Concertation en Géomatique
IDA	International Development Association
LIS	Land Information System
NICAD	Cadastral Identification Number (*Numéro d'Identification Cadastrale*)
ORFAO	Regional Land Observatory for West Africa (*Observatoire Régional du Foncier en Afrique de l'Ouest*)
PDO	Project development objective
PIU	Project implementation unit
POM	Project operations manual
PPA	Project preparation advance
PROCASEF	*Projet Cadastre et Sécurisation Foncière*
SDR	Special drawing rights

BASIC DATA

Product Information

Operation ID	Operation Name
P172422	Senegal Cadastre and Land Tenure Improvement Project
Product/Financing Instrument	**Geographical Identifier**
Investment Project Financing (IPF)	Senegal
Approval Date	**Current Closing Date**
15-Jun-2021	24-Jul-2026

Environmental and Social Risk Classification (ESRC)

Substantial

Organizations

Borrower	Responsible Agency
Republic of Senegal	PROCASEF Project Implementation Unit - Ministry of Finances and Budget

OPERATION STATUS

Project Development Objective (DO)

Original Development Objective

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.

Disbursement Summary (in USD million)

Source of Funds	Net Commitment	Disbursed	Undisbursed	% Disbursed
IBRD	--	--	--	0

IDA	80.00	37.11	37.13	49.98
Grants	--	--	--	0

Policy Waivers

Does this restructuring trigger the need for any policy waiver(s)?	No

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I. PROJECT STATUS AND RATIONALE FOR RESTRUCTURING

A. Project status

1. **The Senegal Cadastre and Land Tenure Improvement Project ("the Project") was approved by the Board of Executive Directors of the International Development Association (IDA) on June 15, 2021, became effective on August 27, 2021, and is expected to close on July 24, 2026.** The Project Development Objective (PDO) is to "strengthening Government capacity for Cadastre implementation and increasing the number of land rights registered in Project areas". The Project has four components: (i) Strengthening land institutions and investing in geospatial infrastructure; (ii) Empowering Project-supported municipalities in carrying out systematic land registration operations; (iii) Sustaining long-term policy dialogue, scaling-up training, and innovation in the land sector; and (iv) Program Coordination, Monitoring, and Knowledge Management (M&E). IDA financing is $80.0 million. "Projet Cadastre et Sécurisation Foncière" (PROCASEF) is the Project Implementation Unit (PIU).

2. **Progress towards the Project Development Objective (PDO) has been downgraded from Satisfactory (S) to Moderately Satisfactory (MS) in the latest Implementation Status and Results Report (ISR).** The rating reflects the still low figures related to the PDO indicators since the field operations to land rights systematic registration operations have just started. Progresses are expected during the next two quarters as these operations will help issuing the first occupancy titles at a significant scale. The Mid-Term Review (MTR) conducted between May 29 and June 7, 2024, nevertheless noted with satisfaction that the conditions for achieving the PDO have been met and that there is sufficient remaining implementation time to meet targets pending a few operational adjustments. Projections in terms of service providers' productivity -regarding the occupancy titles issuance- show that deadlines can be met.

Table 1: Status of PDO indicators as of June 2024

PDO #	PDO Indicators	Unit of measure	Baseline 2021	Status as of June 2024	End target 2026
Objective 1: Strengthening Government Capacity for Cadastre Implementation					
PDO #1	**Average time for the delivery of land tenure related services**	Months	18	18 *Related to the progress in systematic land registration operations. Work in progress.*	6
PDO #2	**Degree of satisfaction of beneficiaries with respect to land tenure services in targeted areas**	Percentage	55.29	76	80
PDO #3	**Degree of satisfaction of women beneficiaries with respect to land tenure services in targeted areas**	Percentage	9.84	75	80
Objective 2: Increasing the number of land rights registered in Project areas					
PDO #4	**Occupancy titles with NICAD recorded in LIS with Project support**	Number	0	2,670 *Related to the progress in systematic land registration operations. Work in progress.*	530,000
PDO #5	**Occupancy titles registered through project support in the name of a woman, or a group including a woman**	Number	0	197 *Related to the progress in systematic land registration operations. Work in progress.*	158,000
PDO #6	**Household members whose land rights are officially validated by an occupancy title**	Number	0	19,981 *Related to the progress in systematic land registration operations. Work in progress.*	1,393,000

PDO #	PDO Indicators	Unit of measure	Baseline 2021	Status as of June 2024	End target 2026
PDO #7	**Households members whose land rights are officially validated by an occupancy title - Female**	Number	0	1,186 *Related to the progress in systematic land registration operations. Work in progress.*	417,900

3. **Implementation Progress (IP) remains Moderately Satisfactory (MS).** The rating reflects the limited progress in the results framework. However, all key contracts representing over 70% of total financing have been signed and launched, resulting in an increase in the disbursement rate from 19% in December 2023 to 41.18% on June 30, 2024. The first intermediate indicators have been achieved or are well advanced.

4. **Component 1, strengthening land institutions and investing in geospatial infrastructure ($34.03 million in the original design) was upgraded from Moderately Satisfactory (MS) to Satisfactory (S).** This component was upgraded due to significant achievements over the last quarter. The project successfully completed the nationwide coverage of satellite and aerial images which will be accessible to any public stakeholders via a platform currently under design. The local companies responsible for building the land offices have taken up their duties and contracts to equip these offices are in progress. Activities related to the development of the Land Information System and the modernization of the geodetic network are also underway.

5. **Component 2, Empowering Project-supported municipalities in carrying out systematic land registration operations ($29.15 million in the original design) remains Moderately Satisfactory (MS).** Results in this component remain below expectation but without jeopardizing the achievement of results. The establishment of 4 land service providers across 138 municipalities in the 5 project areas has been finalized. The first occupancy titles have been issued since June 2024. Prior to these activities, the PIU provided continuous support for occupancy titles issuance through a pilot operation, resulting in the issuance of 2,670 occupancy titles including 197 to woman.

6. **Component 3, Sustaining long-term policy dialogue, scaling-up training, and innovation in the land sector ($10.9 million in the original design) remains Satisfactory (S).** The agreements with stakeholders (CRAFS, COPIL, AMS …) have been signed or are ongoing. A total of 995 people were trained, including 410 land agents and 585 administrative authorities and technical services. Around 20% of beneficiaries are women.

7. **Component 4, Program Coordination, Monitoring, and Knowledge Management ($5.92 million in the original design) was downgraded from Satisfactory (S) to Moderately Satisfactory (MS)** due to a lack of close budget consumption monitoring. Component 4 expenditures are significantly in excess, and the project coordination has to take measures to reduce some operating costs.

B. Rationale for restructuring

8. **The proposed restructuring aims to optimize the budget allocation by component.** These allocations need to be revised to address deviations from the initial planned allocations during early implementation. Reallocation between project components, particularly Components 1, 2, and 3 is proposed to ensure the completion of all activities without impacting the overall budget.

9. **The results framework remains unchanged but needs some minor adaptation.** In Component 2, the creation of a new intermediate indicator related to the number of plots mapped with NICAD recorded in LIS aims at better identifying field operations results and supporting the objective of setting up a national cadaster. In Component 3, the replacement of the intermediate indicator related to a Land Observatory by alternative knowledge production is justified by the establishment of a similar observatory by Civil Society Organizations.

II. DESCRIPTION OF PROPOSED CHANGES

C. Changes in budget allocation by component

10. **The Mid-Term Review (MTR) identified differences between the initially allocated amounts to each component and the actual implementation of activities.** These differences do not affect the overall project budget but require a reallocation by component.

11. **Reduction of budget allocated to Component 1.** Activities were optimizing leading to savings in the amount of $870,000. This reduction was obtained by: (i) limiting support to some stakeholders (ANAT, DGID, AMS, GICC, etc.) and (ii) reducing the number of land bureaus by 6 due to technical and administrative issues.

12. **Reduction of the budget allocated to Component 3.** Activities were optimizing leading to savings in the amount of $3,730,000. This reduction was obtained by: (i) cancelling the creation of a land observatory, (ii) cancelling the creation of a professional license on land tenure and (iii) reducing the amounts allocated to partners (AMS, COPIL).

13. **Increase in the budget allocated to Component 2.** The contracts with service providers for the systematic land rights registration have exceeded the budgeted amount. The budget has therefore been increased by $4,600,000 and is composed of: (i) $0.87 million from the budget surplus in Component 1 and (ii) $3.73 million from the budget surplus in Component 3.

Table 2: Cost reallocation by component (USD)

Component	Description	Current allocation	Changes proposed	Revised Allocation	Reasons for reallocation
1	Strengthening land institutions and investing in geospatial infrastructure	34,030,000	-870,000	33,160,000	*Savings made by limiting planned support to some stakeholders and reducing the number of land office*
2	Empowering Project-supported municipalities in carrying out systematic land registration operations	*29,150,000*	*4,600,000*	*33,750,000*	*Contracts amount with land operators for the systematic registration of land rights was higher than expected*
3	Sustaining long-term policy dialogue, scaling-up training, and innovation in the land sector	*10,900,000*	*-3,730,000*	*7,170,000*	*Savings made by canceling the creation of a land observatory, canceling the creation of a professional license on land tenure and reducing the amounts allocated to partners*
4	Program Coordination, Monitoring, and Knowledge Management	*5,920,000*	*0*	*5,920,000*	*Unchanged*
	Total	**80,000,000**	**0**	**80,000,000**	

D. Changes in the results framework

14. **Addition of a new indicator "Plots mapped with NICAD recorded in LIS with Project support".** The objective of this indicator is to: (i) support the objective of setting up a national cadaster and (ii) better identify the results of field operations, independently of the administrative phases which result in an Occupancy title.

15. **Replacement of the indicator "Annual reports produced by the National Land Observatory" by "Annual reports produced by the Project on specific topics".** The establishment of a Land Observatory has been planned by other organizations such as civil society organizations and ORFAO (Observatoire Régional du Foncier Rural en Afrique de l'Ouest). To prevent redundancy, this indicator has been deleted and replaced by a new indicator relating to the number of thematic studies to be carried out by the project.

Summary of Performance of E&S Risk Compliance

Progress has been observed in the implementation of the environmental and social aspects of the project. Almost all of activities outlined in the previous mission action plan have been completed. Specifically, the project team conducted a workshop to enhance the capacity of the national GRM committee members, established a toll-free number and a mobile line for the collection of complaints, developed operational manual and communication tools for the GRM, and set up local GRM committees. No complaints have been registered since the inception of the project while, the existing mechanism is fully functional. Operationalization of this mechanism is supported by 116 Local GRM Committees known to local populations who inquire about job opportunities and the start of land offices construction works.

The Bank recommends further efforts to promote the GRM. including setingt up inter-village GRM committees to enhance project ownership and grievance handling. No resettlement activity occured, as the project does not involve land acquisitions, for a part from constructing offices within the communes bounderies or immediate surroundings managed by territorial and administrative authorities. Nonetheless, the GRM can address resettlement issues if needed. Regarding women producers' access to secure land, a panel was convened on March 8, 2024, in Saint-Louis with72 participants of whom 48.6% were women. Various socio-professional groups attended, including women producers from Bokhol, producer umbrella organizations, mayors, the Governor of the Saint-Louis region, and other PROCASEF

partners. This event, held in celebration of International Women's Day, focused on: (i) the current status of women's land access, (ii) the achievements and challenges faced by women in acquiring productive land, (iii) the constraints and issues municipalities encounter in facilitating women's land access, and (iv) PROCASEF's approach to the formalizing women's land rights. The success of this initiative prompted the Bank to recommend extending similar activities to other localities where PROCASEF operates.

Regarding the Gender Strategy, discussions centered on the development of PROCASEF' s Gender and Social Support Strategy. This strategic document is currently being prepared, with an expected completion date of July 12, 2024. It is recommended to advance this document in enable the Bank team to review progress during the next mission to support the implementation of the project.

The quarterly environmental and social performance monitoring reports are up to date, and reports related to environmental and social safeguard activities have been regularly shared with the World Bank. Since October 30, 2023, the project's environmental expert has resigned, with the replacement process nearing completion according to the Project Implementation Unit (PIU). Despite this change, environmental project performance remains unaffected, as 5 Environmental and Social (E&S) Specialists have been recruited to support the implementation across the 5 Regional Implementing Units.

As of today, 109 E&S screening (79% as achievement rate) have been approved by the National Environmental Entity. The Project workers have received training in occupational health and safety best practices as well as in identifying and managing professional risks. Technical specifications have been developed for: (1) hiring an occupational physician, (2) selecting a consultant for ergonomics and defensive driving training, (3) supplying and installing fire extinguishers, and (4) procuring personal and Collective protective equipment for PROCASEF.

III. PROPOSED CHANGES

Operation Information	Proposed Changes	Operation Information	Proposed Changes
Results	Yes	Loan Closing Date Extension	No
Components	Yes	Loan Cancellations	No
Development Objective	No	Reallocations	No
Summary Description (Operation Abstract)	No	Financial Management	No
Legal Operational Policies	No	Procurement	No
MFD/PCE	No	Institutional Arrangement	No
Risks	No	Implementation Schedule	No
Legal Covenants	No		

Conditions	No		
Implementation Modalities	No		
Disbursements Estimates	No		
Disbursements Arrangements	No		
DDO	No		
Clients	No		
Appraisal Summary	No		

IV. DETAILED CHANGE(S)

COMPONENTS

Current Component Name	Current Cost (USD)	Action	Proposed Component Name	Proposed Cost (USD)
1- Strengthening land institutions and investing in geospatial infrastructure	34,030,000.00	Revised	1- Strengthening land institutions and investing in geospatial infrastructure	33,160,000.00
2- Empowering Project-supported municipalities in carrying out systematic land registration operations	29,150,000.00	Revised	2- Empowering Project-supported municipalities in carrying out systematic land registration operations	33,750,000.00
3- Sustaining long-term policy dialogue, scaling-up training and innovation in the land sector	10,900,000.00	Revised	3- Sustaining long-term policy dialogue, scaling-up training and innovation in the land sector	7,170,000.00
4- Program Coordination, Monitoring, and Knowledge Management	5,920,000.00	No Change	4- Program Coordination, Monitoring, and Knowledge Management	5,920,000.00
5- Contingent Emergency Response Component	0.00	No Change	5- Contingent Emergency Response Component	0.00
TOTAL	**80,000,000.00**			**80,000,000.00**

COSTS & FINANCING

Private Capital Facilitation

Is this an MFD-Enabling Project (MFD-EP)?

Is this project Private Capital Enabling (PCE)?

LOANS

ENVIRONMENTAL & SOCIAL

Environmental & Social Assessment

According to the E/S Specialist are there changes proposed to the operation's design that would impact the Bank's E&S assessment?"	No

RESULTS

COUNTRY: Senegal

Senegal Cadastre and Land Tenure Improvement Project

PDO Indicators by PDO Outcomes

Objective 1: Strengthening Government Capacity for Cadastre Implementation								
Indicator Name	Baseline		Actual (Previous)		Actual (Current)		Closing Period	
	Result	Month/Year	Result	Date	Result	Date	Result	Month/Year
Average time for the delivery of land tenure related services (Months)	18.00	Oct/2021	18.00	29-May-2024	18.00	29-May-2024	6.00	Sep/2026
	Comments on achieving targets		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 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 (Percentage)	55.29	Oct/2021	76	29-May-2024	76	29-May-2024	80.00	Sep/2026
	Comments on achieving targets		This is a citizen engagement indicator that measures the overall satisfaction of beneficiaries with respect to land tenure and other services in PROCASEF municipalities.					
Degree of satisfaction of women beneficiaries with respect to land tenure services in targeted areas (Percentage)	9.84	Oct/2021	75	29-May-2024	75	29-May-2024	80.00	Sep/2026
	Comments on achieving targets		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.					
Objective 2: Increasing the number of land rights registered in Project areas								
Indicator Name	Baseline		Actual (Previous)		Actual (Current)		Closing Period	
	Result	Month/Year	Result	Date	Result	Date	Result	Month/Year
Occupancy titles with NICAD recorded in LIS with Project support (Number)	0.00	Oct/2021	2,670	29-May-2024	2,670	29-May-2024	530,000.00	Sep/2026
	Comments on achieving targets		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.					

Occupancy titles registered through project support in the name of a woman, or a group including a woman (Number)	0.00	Oct/2021	197	29-May-2024	197	29-May-2024	158,000.00	Sep/2026
	Comments on achieving targets		This is a gender-disaggregated indicator for the number of occupancy titles with NICAD in the name of women recorded in in the LIS. The data will be collected through the LIS through the PROCASEF M&E system.					
Household members whose land rights are officially validated by an occupancy title (Number)	0.00	Oct/2021	19,981	29-May-2024	19,981	29-May-2024	1,393,000.00	Sep/2026
	Comments on achieving targets		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.					
Households members whose land rights are officially validated by an occupancy title - Female (Number)	0.00	Oct/2021	1,186	29-May-2024	1,186	29-May-2024	417,900.00	Sep/2026
	Comments on achieving targets		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 members. This indicator will be measured by Land Bureaus in PROCASEF municipalites each time a NICAD for a property is issued. It will be recorded through the PROCASEF M&E system.					

Intermediate Results Indicators by Components

1- Strengthening land institutions and investing in geospatial infrastructure Revised								
Indicator Name	Baseline		Actual (Previous)		Actual (Current)		Closing Period	
	Result	Month/Year	Result	Date	Result	Date	Result	Month/Year
Municipal Land Bureaus equipped and operational with LIS access (Number)	0.00	Oct/2021	0.00	29-May-2024	0.00	29-May-2024	120.00	Sep/2026
	Comments on achieving targets		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					
Participants trained on land tenure management through project support (Number)	0.00	Oct/2021	2,230	29-May-2024	2,230	29-May-2024	10,900.00	Sep/2026
	Comments on achieving targets		This indicator measures the number of total participants trained on land tenure management with PROCASEF Project support.					
Participants trained on land tenure management through project support - female (Number)	0.00	Oct/2021	481	29-May-2024	481	29-May-2024	3,270.00	Sep/2026
	Comments on achieving targets		This gender-disaggregated indicator measures the total number of female participants trained on land tenure management with PROCASEF Project support.					
	0.00	Oct/2021	557	29-May-2024	557	29-May-2024	136.00	Sep/2026

Municipalities covered by an orthophoto (Number)	Comments on achieving targets		This indicator measures the number of PROCASEF municipalities covered by an orthophoto freely accessible on the Geoportal.					
Municipalities covered by the CORS network (Number)	23.00	Oct/2021	23	29-May-2024	23	29-May-2024	136.00	Sep/2026
	Comments on achieving targets		This indicator measures the number of PROCASEF municipalities covered by a CORS network.					
2- Empowering Project-supported municipalities in carrying out systematic land registration operations Revised								
Indicator Name	Baseline		Actual (Previous)		Actual (Current)		Closing Period	
	Result	Month/Year	Result	Date	Result	Date	Result	Month/Year
New Plots mapped with NICAD recorded in LIS with Project support (Number)	0	Oct/2021			1,933	18-Jul-2024	530,000	Sep/2026
Share of individuals with increased perception of tenure security through project activities (Percentage)	7.54	Oct/2021	40.35	29-May-2024	40.35	29-May-2024	80.00	Sep/2026
	Comments on achieving targets		This indicator measures the percentage of individuals with a satisfactory (or above) perception of tenure security.					
Share of individuals with increased perception of tenure security through project activities - female (Percentage)	0.00	Oct/2021	35.30	29-May-2024	35.30	29-May-2024	80.00	Sep/2026
	Comments on achieving targets		This indicator measures the percentage of women with a satisfactory (or above) perception of tenure security.					
3- Sustaining long-term policy dialogue, scaling-up training and innovation in the land sector Revised								
Indicator Name	Baseline		Actual (Previous)		Actual (Current)		Closing Period	
	Result	Month/Year	Result	Date	Result	Date	Result	Month/Year
Information, consultation, and awareness campaigns (Number)	0.00	Oct/2021	239	29-May-2024	239	29-May-2024	635.00	Sep/2026
	Comments on achieving targets		This indicator measures the number of information, consultation, and awareness campaigns that will take place in PROCASEF municipalities over the life of the Project.					
Information campaigns on women's property rights (Number)	0.00	Oct/2021	0.00	29-May-2024	0.00	29-May-2024	136.00	Sep/2026
	Comments on achieving targets		This indicator measures the number of information campaigns targeting women's property rights.					
Women beneficiaries of information campaigns on women's property rights (Number)	0.00	Oct/2021	384	29-May-2024	384	29-May-2024	12,000.00	Sep/2026
	Comments on achieving targets		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.					

New Annual reports produced by the Project on specific topics (Number)	0	Oct/2021	0	15-Jul-2024	0	15-Jul-2024	4	Sep/2026