

BELIZE
Project Profile (PP)

I. BASIC DATA

Project name:	Land Management Program III		
Project number:	BL-L1008		
Project team:	Juan de Dios Mattos (RND/CGU) and Michele Lemay (INE/RND) co-Team Leaders. Members: Vanessa Lynch (CID/CBL), Bernadete Buchsbaum (LEG/SGO); Mario Castaneda (PDP/CES), Willy Bendix (PDP/CCR), Elizabeth Chavez (INE/RND).		
Borrower:	Belize		
Executing agency:	Ministry of Natural Resources and Environment (MNRE)		
Financing plan:	IDB (OC):	US\$2,000,000	
	Local:	<u>US\$ 400,000</u>	
	Total:	US\$2,400,000	
Safeguards:	Policies triggered:	OP-703 (B.6) and OP-765	
	Classification:	B	

II. GENERAL JUSTIFICATION AND OBJECTIVES

A. Context for land management in Belize

- 2.1 Belize encompasses a total land area of 22,960 km² of which 5% is distributed over more than 1,060 islands. Privately held lands represent 54% (approximately 12,400 km²) of the total national territory with over 10,000 km² distributed in rural parcels greater than 0.4 km² (40 ha). While small private urban parcels represent less than 0.1% of the total national territory they account for most of the land transactions. Public lands account for 46% (approximately 10,560 km²) of the total land surface of Belize. These public lands are further divided into: (i) protected areas and forest reserves which represent over 30% of the total national territory; and (ii) other ‘national lands’ (16% of the total national territory) which are either already allocated under a government lease or un-leased public land. It is estimated that there exists between 90,000 and 105,000 land parcels that can eventually form part of the national cadastre and contribute to a dynamic investment market.

B. The Land Management Program (1322/OC-BL)

- 2.2 Building on the gains made with an earlier Bank-financed project (1017/OC-BL), the Land Management Program (LMP – 1322/OC-BL) was designed to address the main problem of tenuous land security associated with the use of two separate ownership registration systems with only one of them (pursuant to the Land

Registry Act) providing for effective management of land records and more secure property title associated with a unique identifier for all registered parcels. The proposed strategy was to promote the conversion of a significant portion of the country towards a single Land Registry in both rural and urban areas, with pilot activities in the latter. This was to be accompanied by the development of a capacity to resolve more complex land management functions such as land valuation, land use planning and national land policy. A key concept of the strategy was to sequence investments and activities in step with an institutional strengthening process that would ensure that the changes brought about by the LMP were well absorbed by the Ministry of Natural Resources and Environment (MNRE), the executing agency for the Program.

- 2.3 The project achieved its main objectives as rural land holders of over 16,000 parcels in Corozal, Orange Walk and Belize Districts received secure titles for land they occupied. An additional 7,000 rural parcels were surveyed and declared as registration sections (where it is mandatory to register land transactions). Activities in urban areas were somewhat less successful. Claims were received for 380 parcels in Belize City, rather than the original target of 500 parcels mapped and registered for the pilot urban adjudication. Activities for the declaration of registration sections for areas encompassing over 20,800 urban parcels in Belize City, Dangriga, San Ignacio/Santa Elena and Orange Walk were not completed as part of the project. Loan 1322/OC-BL also financed improvements in services for processing land transactions through the deployment of a parcel-based information system (Land Folio) linking data in three of the seven sections of the Department of Lands and Surveys (Land Registry, Mapping and Surveys, Land Information Center). Finally, the project yielded several land-related products such as community land use plans, the delineation of village boundaries, and public consultations on key policy areas (land acquisition, the allocation of national lands and the establishment of a Land Distribution Authority) but, with the exception of two village boundaries that were approved, these products did not proceed with further implementation.
- 2.4 The final evaluation of the Program¹ concluded that the improvements in land administration services resulting from the LMP are noteworthy but geographically restricted and of limited scope. While the framework for a parcel-based information system has been designed and tested, there is a need to extend it to all the sections of the Department of Lands and Surveys and to the six district offices to ensure full coverage of the services. Means are also needed for accelerating the process of first registration in urban areas that have been declared as compulsory registration areas and extending compulsory registration to districts not previously covered by the LMP. These improvements are likely to increase revenues collected by the MNRE and, as such, can allow for continued investment in land administration.

¹ [Final evaluation of the Program](#) IDBDOCS # 1902640

C. Objective and description

- 2.5 The objective of the Land Management Program III (LMP III) (BL-L1008) is to consolidate and expand land management services country-wide, thereby ensuring the sustainability of the results of the Land Management Program financed with the resources of Loan 1322/OC-BL. The LMP III will consist of the three following components:
- a. Institutional Strengthening of the MNRE and Expansion of the Integrated Parcel-Based Information System: includes the expansion of the parcel-based information system (Land Folio) to the three remaining sections of the Department of Lands and Surveys (National Estates, Valuation and Physical Planning) accompanied by the design and installation of a new integrated system to handle land revenue data. This component would also finance the improvement of services in six district offices as part of the expansion of the system within National Estates Section. The expansion of the system would be accompanied by technical assistance, training and the development of manuals to improve the MNRE's capacity to carry out adjudication activities and record handling as well as address strategic issues such as long-term planning for completing national coverage of the Program, capacity of the Land Registry with expanded coverage and financial sustainability. The component would also finance the development of on-line (web-based) public access to land management services.
 - b. Consolidation of Land Information in Urban Areas: includes the improvement of the Registry Index Maps (RIMS) for the four urban areas covered by the LMP (Orange Walk Town, Belize City, San Ignacio/Santa Elena, Dangriga). The aim would be to improve the RIMS and facilitate the first registration of urban parcels (estimated 21,000 parcels) as was done for rural registration sections under the original LMP. This would have the advantage of accelerating the process of bringing within the Land Registry those parcels which account for the majority of transactions in the country, thereby increasing potential revenues. This component would also finance the development of the Digital Terrain Models (DTM) for the four urban areas with a view to applications for physical planning and disaster prevention.
 - c. Expansion of Rural Adjudication: includes surveying and the declaration as compulsory registration areas of large rural estates in various parts of the country which account for the majority of the high value transactions (e.g., in Stann Creek District). The possibility of designing a methodology for surveying and mapping communally held lands and building capacity for its application is also under consideration.
- 2.6 The proposed project supports the Country Strategy in that it contributes to land tenure security and the associated favorable investment climate required for promoting sustainable development of tourism and agriculture, one of the four objectives of the Strategy.

III. TECHNICAL ISSUES AND SECTOR KNOWLEDGE

- 3.1 As was demonstrated during the LMP, the land tenure clarification activities generate additional work for the Land Registry in terms of maintaining records and providing various services to the public. As a consequence, the capacity of the Land Registry to handle the increased work load deriving from the urban adjudication activities under Component 2 will be an issue that will require further analysis during preparation of this operation. The LMP final evaluation indicates that there may be a need to double the personnel at the Land Registry, thereby raising the associated issues of fiscal implications and financial sustainability.
- 3.2 Land revenue data are scattered across various sections of the Department of Land and Surveys and maintained in an outdated system that does not allow linking to the unique identifiers of the parcel-based information system. This situation affects the MNRE's financial management and Government revenues, making it difficult, for example, to administer the efficient collection of arrears. The further deployment of the parcel-based information system must be accompanied by the design of a process permitting the consolidation of land revenue data.
- 3.3 Improvements in land administration services offered by the MNRE should be accompanied by an updated strategy for fees for services and an assessment of the costs and benefits of registration. A study undertaken during the LMP² defined a pricing and fee strategy, proposed several alternatives for fee adjustments (prescribed and non-prescribed), conducted a user needs survey and analyzed the financial impact of the new user fees recommended. The results of this study along with further consultation with potential customers for land administration services should provide the basis for an action plan for implementing an effective and fair strategy. An evaluation of the economic and social benefits of the land adjudication activities could be included to provide evidence of the impact of improved land administration services and to prepare the ground for their continued expansion.
- 3.4 In a recent judgment, the Supreme Court of Belize affirmed the existence of collective rights of two Mayan communities over lands in Southern Belize and recognized that these rights are constitutionally protected. As a first step forward and while a legal framework is being developed to give effect to the Court's ruling, technically-sound methodologies for surveying and mapping communally held lands as a basis for demarcation can be explored and field-tested. This is consistent with current commitment to ensure that all decisions regarding land be governed by transparent and scientifically sound procedures and based on principles of careful stewardship and responsible management.
- 3.5 The final evaluation of the LMP conducted in 2008 highlighted several lessons learned that can be applied to the design of the supplemental loan. In addition, a

² [User Fee Strategy](#) IDBDOCS # 1956992

final report on the first phase of the deployment of the parcel-based information system³ provides guidance on the expansion to other sections of the Department of Land and Surveys.

IV. SAFEGUARD AND FIDUCIARY SCREENING

- 4.1 The operation has been assigned a B classification in accordance with the Environmental and Social Safeguards Compliance Policy (OP-703). The operation is expected to result in positive social benefits in terms of clarification of property rights for urban and rural land owners. If the decision is made to include work on the development of a methodology for surveying and mapping communally-held lands, the loan operation would also be expected to generate positive social benefits for indigenous peoples (Maya and Garifuna), thereby contributing to the objectives of the Indigenous Peoples Policy (OP-765). The Environmental and Social Strategy is presented in Annex III.
- 4.2 In terms of country-level fiduciary issues, public financial management systems, including procurement systems are weak in Belize. A Public Expenditure and Financial Accountability (PEFA) study was completed in 2008 and the Bank is currently financing through BL-T1005 the formulation of an action plan aimed at resolving the main weaknesses identified in the PEFA.

V. OTHER ISSUES

- 5.1 The Government has requested an exception to Bank policy to allow for the contracting of Stewart Global Solutions for the expansion of the Land Folio system to the three remaining sections of the Department of Lands and Surveys. Stewart Global Solutions was the consulting firm hired to design and undertake the first phase of installation of Land Folio, which has been successfully completed. The services required are considered a continuation of the work started under the previous contract.

VI. RESOURCES AND TIMETABLE

- 6.1 The approval of the POD is expected by August 2009 with the negotiations to be held shortly thereafter (see Annex V). The information needed to design the loan can, for the most part, be derived from the final reports and evaluation generated during the LMP. An estimated allocation of US\$17,800 from the 2009 administrative funds is required to complete the preparation and launch execution. The details of the resources needed are presented in Annex V.

³ [Project final report](#) IDBDOCS # 1901982

SAFEGUARD POLICY FILTER REPORT

This Report provides guidance for project teams on safeguard policy triggers and should be attached as an annex to the Project Concept Document (or equivalent) together with the Safeguard Screening Form, and sent to ESR.

1. Save as a Word document. 2. Enter additional information in the spaces provided, where applicable. 3. Save new changes.

PROJECT DETAILS	IDB Sector	Other (Land administration)
	Project Type	Investment Loan
	Additional Operation Details	
	Country	Belize
	Project Status	Second Phase Operation or Repeat Loan
	Investment Checklist	Generic Checklist
	Team Leader	Michele Lemay and Juan de Dios Mattos
	Project Title	Supplemental for the Land Management Program
	Project Number	BL-L1008
	Safeguard Specialist(s)	Michele Lemay
	Assessment Date	2009-03-16
	Assessment Number	2009-03163442-2
	Additional Comments	

SAFEGUARD POLICY FILTER RESULTS	Project Type	Investment Loan	
	Safeguard Policy Items Identified (Yes)	Activities to be financed in the project area are located within a geographical area or sector exposed to natural hazards (Type 1 Disaster Risk Scenario) .	OP-704 A-2
		Consultations will be performed.	(B.06)
		The operation is a repeat or second phase loan.	(B.14)
	Potential Safeguard Policy Items (?)	Potential to affect Indigenous People (also see Indigenous Peoples Policy).	Resettlement and Indigenous People (B.01)
	Recommended Action	Operation has triggered 1 or more Policy Directives; please refer to appropriate Directive(s). Complete Project Classification Tool. Submit Safeguard Policy Filter Report, PCD (or equivalent) and Safeguard Screening Form to ESR. <i>Policy Directives can be accessed from the Resources tab on the Toolkit home page.</i>	
	Additional Comments	An activity that would contribute to the surveying and mapping of communally held lands (Maya and Garifuna) is under consideration and has not been confirmed.	

ASSESSOR DETAILS	Name of person who completed screening:	Michele Lemay
	Title	Senior environmental specialist
	Date	2009-03-16

SAFEGUARD SCREENING FORM

This Report provides a summary of the project classification process and is consistent with Safeguard Screening Form requirements. The printed Report should be attached as an annex to the Project Concept Document (or equivalent) (together with the Safeguard Policy Filter Report) and sent to ESR.

1. Save as a Word document. 2. Enter additional information in the spaces provided, where applicable. 3. Save new changes.

PROJECT DETAILS	IDB Sector	Other
	Project Type	Investment Loan
	Additional Operation Details	
	Country	Belize
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	Safeguard Specialist(s)	Michele Lemay
	Assessment Date	2009-03-16
	Assessment Number	2009-03164937-2
	Additional Comments	

PROJECT CLASSIFICATION SUMMARY	Project Category: C	Override Rating: B	Override Justification: Elevate: other (add details in final report)
	Conditions/Recommendations	<p>Comments: Potential activity for mapping and surveying communally held lands (to be confirmed) will require special consultation arrangements.</p> <ul style="list-style-type: none"> • Category "B" operations normally require an environmental impact analysis (see Environment Policy Guideline: Directive B.5 for Environmental Analysis requirements). • However, these operations should also establish safeguard, or monitoring requirements to address environmental and other risks (social, disaster, cultural, health and safety etc.) where necessary. • The Project Team must send to ESR the PP or PCD (or similar) containing the E&S Strategy (the requirements for an ESS are described in the Environment Policy Guideline: Directive B.3) plus the Safeguard Policy Filter and Screening Form Reports. • These operations will normally require an environmental and/or social impact analysis, according to, and focusing on, the specific issues identified in the screening process, and an environmental and social management plan (ESMP). <p><i>Policy Directives can be accessed from the Resources tab on the Toolkit home page.</i></p>	

SUMMARY OF IMPACTS/RISKS AND POTENTIAL SOLUTIONS	Identified Impacts/Risks	Potential Solutions
	The operation presents potential for positive impacts or opportunities for the indigenous people	<ul style="list-style-type: none"> • Opportunities for Indigenous People: The project team should contact GDI and ESG to further develop the opportunity. Please refer to the Indigenous Toolkit for a more detailed description of the potentiality of the project (available at: http://sds/handbook/security0/template.cfm?page=16)

ASSESSOR DETAILS	Name of person who completed screening: Michele Lemay	Date:
	Comments:	

**Land Management Program III
(BL-L1008)
Annex III
Environmental and Social Strategy (ESS)**

The Land Management Program III (BL-L1008) is an loan operation that will entail: (a) the development and installation of software for a parcel-based information system; (b) adjudication, surveying and mapping activities in urban and rural areas, including the possibility of designing a methodology for the surveying and mapping of communally-held lands of Maya and Garifuna peoples – an activity which is under consideration by the Belizean Government.

The operation is expected to result in significant positive social benefits in terms of clarified property rights including for small farmers and the urban poor. By its nature, the adjudication process involves intensive local consultations that include public campaigns to inform rural and urban residents of procedures, benefits and responsibilities and one-on-one technical assistance to land owners. The adjudication process includes formal conflict resolution procedures which have proven effective to date in settling disputes without decisions having to be appealed to a higher court. The lessons learned gained during the implementation of the Land Management Program (1322/OC-BL) has strengthened the capacity of MNRE to conduct such campaigns and provide the technical assistance. The Program's Operating Regulations will be revised to reflect this experience. In addition, procedures will be adapted to the socio-cultural conditions of the districts to be included in the geographic coverage of the new loan.

The operation does not encompass any investments in infrastructure or the conversion or degradation of critical habitat and, as such, does not present significant potential negative environmental impacts.

Should the Government decide to include the activities related to communal lands of the Maya and Garifuna in Stann Creek and Toledo Districts, the operation will support the objectives of the Bank's Policy on Indigenous Peoples (OP-765) in that it will contribute to the clarification of their collective land rights in accordance with the October 2007 Supreme Court decision.¹ According to a study commissioned by the Bank², the Maya

¹ On 18 October 2007, citing international and Inter-American jurisprudence, the Supreme Court ruled that two Maya villages and their members hold collective and individual rights in the lands and resources they have used and occupied according to Maya customary practices and that these rights constitute 'property' under the Belize Constitution. The Court ordered the government to 'determine, demarcate and provide official documentation of the villages' title and rights in accordance with Maya customary law and practices, without prejudice to the rights of neighboring villages' and to cease and abstain from any acts that may affect the existence, value, use or enjoyment of the property located in the geographic area occupied and used by the Maya people of the two villages, without their informed consent. These acts include issuing leases, grants, or concessions for resource development.

² Policy Note on Indigenous Peoples in Belize, Ellen-Rose Kambel, IDB 2008.

expressed in a series of consultations that the implementation of the Supreme Court judgment was among their highest priority. Progress along those lines, even if modest, would therefore respond to an expressed need of the indigenous peoples of southern Belize. Given the sensitive nature of the issue, the proposed activity will only encompass the development of the methodology for the surveying, mapping and demarcation of communally held lands and creating the capacity for its application. Actual demarcation activities will not be undertaken nor will there be any activities involving lands where unresolved claims on the part of indigenous communities exist.

As part of the Environmental and Social Strategy, the following will be undertaken:

- The terms of reference of the consultancies to be contracted for preparing the Program will incorporate the necessary provisions to ensure compliance with OP-765.
- A specific legal and social-cultural analysis will be conducted of the implications of including this activity in the Program
- The capacity of the MNRE to conduct participatory mapping and surveying activities to demarcate traditional land use will be strengthened.

The project has been classified as a B project in the Bank safeguard screening system (see Annex II Safeguard Screening Form), recognizing that it is an operation likely to cause mostly local and short-term environmental and associated social impacts and for which effective mitigation measures are readily available.

STUDIES COMPLETED AND PROPOSED FOR PROGRAM PREPARATION

BELIZE LAND MANAGEMENT PROGRAM III ANNEX IV (BL-L1008)

ISSUES	DESCRIPTION	EXPECTED DATES	REFERENCES AND HYPER LINKS
Technical options and design	<ul style="list-style-type: none"> Stewart International Final Report on Land Information System Land Management Program Final Report Land Management Program Final Evaluation Study to review requirements for expansion of parcel-based information system and adjudication activities Study to determine scope of communal lands activity 	<ul style="list-style-type: none"> Available Available Available July 2009 July 2009 	<ul style="list-style-type: none"> IDBDOCS#1901982 IDBDOCS#1901994 IDBDOCS#1902640
Analysis of project cost and economic viability	<ul style="list-style-type: none"> Economic analysis on the basis of results presented in LMP Final Report 	<ul style="list-style-type: none"> July 2009 	
Financial management/fiduciary issues and control environment	<ul style="list-style-type: none"> Analysis mission 	<ul style="list-style-type: none"> August 2009 	
Data collection and analysis for reporting on results	<ul style="list-style-type: none"> Data were collected for the LMP Final Report and Final Evaluation. Analysis will be undertaken during Analysis mission 	<ul style="list-style-type: none"> May 2009 	
Institutional analysis/personnel, procedures other aspects of implementation capacity	<ul style="list-style-type: none"> LMP Final Evaluation Analysis mission will examine issue of capacity of the National Registry with expanded coverage 	<ul style="list-style-type: none"> August 2009 	
Stakeholders and political environment	<ul style="list-style-type: none"> Follow-up during LMP closing workshop and Analysis Mission 	<ul style="list-style-type: none"> January 2009 August 2009 	
Social and environmental safeguards	<ul style="list-style-type: none"> Analysis mission 	<ul style="list-style-type: none"> August 2009 	
Other key issues, such as donors, gender, sustainability, country/sector issues	<ul style="list-style-type: none"> Sustainability will be analyzed as part of the economic analysis. 	<ul style="list-style-type: none"> August 2009 	