

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

**PANAMA**

**PANAMA LAND POLICY PROGRAM**

**(PN-T1055)**

**PLAN OF OPERATIONS**

This document was prepared by the project team consisting of: Paul Trapido Project Team Leader; Miguel Coronado (LEG/SGO); Viviana Alva Hart (RND/CPN), and Rosario Gaggero (INE/RND).

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## INFORMATION AVAILABLE IN THE FILES OF INE/RND

**Appendix 1:** Technical Cooperation Profile

<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1514118>

**Appendix 2:** Letter of Request from Panama Government

<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1616264>

**Appendix 3:** Procurement Plan

<http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1834768>

## BASIC SOCIOECONOMIC DATA

For basic socioeconomic data, including public debt information, please refer to the following address:

<http://www.iadb.org/RES/index.cfm?fuseaction=externallinks.countrydata>

## ABBREVIATIONS

CAPRA	Central American Probabilistic Risk Assessment
ESR	Environmental and Social Review
GDP	Gross Domestic Product
JSF/JCF	Japan Special Fund
MIVI	Ministry of Housing
NGO	Non-Governmental Organization
PRONAT	Programa Nacional de Administración de Tierras
RND	Environment, Rural Development and Natural Disaster
TC	Technical Cooperation

**PLAN OF OPERATIONS**  
**For Nonreimbursable Technical Cooperation Programs**  
**(PN-T1055)**

**EXECUTIVE SUMMARY**

**Beneficiary:** Ministry of Housing  
**Team Leader/Members:** Paul Trapido Project Team Leader; Miguel Coronado (LEG/SGO); Viviana Alva Hart (RND/CPN), and Rosario Gaggero (INE/RND).

**Executing agency:** Republic of Panama, through the Ministry of Housing

**Target Beneficiaries:** Ministry of Housing officials responsible for implementing land use policy and municipalities of Panama.

**Sources of Funding:** IDB: Japan Special Fund (JSF) US\$ 850,000  
Local Counterpart: US\$ 250,000  
Total: US\$1,100,000

**Objectives:** To produce a comprehensive land policy and a corresponding institutional framework to support sustainable land use patterns and contribute to the country's social and economic development.

**Execution and Disbursement Timetable:** 18 Months / 24 Months

**Special contractual conditions:** Not applicable

**Exceptions to Bank Policies and Procedures:** None

**Environmental and social review:** The ESR was carried out on July 18, 2008.

**Coordination with other Official Development Finance Institutions:** Not applicable.

**Benefits:** The ability of the Panamanian government to deliver a comprehensive land policy framework, which is supported by technical and administrative capacity, will be greatly enhanced. The project will enable the Government to benefit from the current land development and construction boom through the collection of tax income, and the subsequent provision of essential services for its citizens, as well as incorporate environmentally and socially sustainable objectives into the land administration process.

## I. BACKGROUND AND JUSTIFICATION

- 1.1 Land is one of the fundamental issues with regards to development and poverty reduction; its' goes to the core of how a society is managed. The Bank has worked for many years on land projects, especially in Central America, where land policy was fundamental to the peace accords signed during the 1980s and 1990s. However, those projects were largely focused in rural areas and therefore do not address recent economic expansion in urban and tourist areas. This recent building 'boom' in the region has overwhelmed many governments, undermining their ability to efficiently regulate land markets and accrue tax income to pay for the provision of public goods and services. Increased economic activity involving Central America's land resources therefore offers a key challenge and opportunity to design and implement comprehensive land management systems that will contribute to the economic, social and environmental sustainability of national land development.
- 1.2 The TC is focused on Panama, due to existing and complementary work that is already being undertaken in the country. In 2002, the Bank approved the **National Land Administration Program (PRONAT), (1427/OC-PN)**, a US\$27.0 million loan. The Project Execution Unit is under the purview of the Ministry of Finance, and the Vice Minister of Finance is the Coordinator General of PRONAT. The objective of the loan is to improve land tenure security in rural areas of Panama, as the basis for improving land productivity and sustainable rural development. The project consists of three components: (I) modernization of land administration services, (II) land title regularization and (III) land markets and local economic development. To date, US\$14.6 million or 54% has been disbursed, and the date for final disbursement is October 2009. Despite significant achievements in institutional and legal reforms that have allowed the cadastre of over 650,000 hectares and over 100,000 land parcels, the actual level of disbursements has been limited by the projects' requirement that funds be disbursed against the actual number of land parcels registered in the national property registry. The PRONAT Executing Unit continues to work towards the projects' targets in land regularization. However, both the complexity of the legal and institutional framework for land regularization, and issues which have subsequently been identified regarding the benefits of a national land policy for sustainable development, suggest the need for the Bank to support "the process of land policy formulation" as a complement to the existing project.
- 1.3 In late 2006 the Government requested the Bank's support for a second land administration project, in this case with a focus on conducting a multipurpose cadastre to support land administration in the important Panama Metropolitan areas. The **Metropolitan Region Cadastre Loan (1885/OC-PN)**, approved in August 2007, is also executed by the Programa Nacional de Administración de Tierras (PRONAT). The US\$27.0 million Program is designed to provide new titles for large tracts of urbanized land that have remained in an extra-legal

situation for many years; an updated cadastre and registry system that will represent a rationalized formal base for land taxation; and the consolidation of land data-bases to more effectively manage planned land development. The project aims to provide the instruments to regularize approximately 650,000 properties, enter 65,000 properties in the Public Registry and certify a further 200,000 titles. The project area includes more than 50% of the population of Panama and generates over 70% of the GDP. The institution-strengthening component is to ensure that each beneficiary entity provides, in a timely manner, all inputs needed (cadastral plans, registry records, information on existing assessments, etc.) for the project. The financial commitments in 2008 were US\$9.4 million, most of which was for the contracting of aerial photography and digital mapping of the six municipalities in the Panama Metro area. The Project in its first year of execution generated over 38,000 parcels based cadastral maps and 8,186 new land titles. Progress has also been made in establishing an inter-institutional forum for review and updated urban master plan, and municipal land use plans in the municipalities of Capira, La Chorrera, Arraiján, Panamá, San Miguelito y Colón. Public access centers to use the cadastre results for diverse public and private sector users have also been established.

- 1.4 The TC will also complement other Bank projects in Panama, including the **Municipal Development and Decentralization Support Program (1522/OC-PN)**, (US\$7.8 million, approved in December, 2003, with current disbursements of US\$2.3 million) which supports the effective use of land cadastre maps and legal regularization of land parcels in metropolitan areas, secondary cities and rural towns, and will contribute to improving municipal services and more effectively manage scarce resources for disaster prevention. The TC will also support future RND Disaster Risk Management projects<sup>1</sup>.
- 1.5 The TC will therefore complement these existing loans by adding the crucial element of: (i) a national sustainable land policy, and (ii) the establishing model land use plans for local municipalities. These products of the TC are separate, stand alone outputs, that have not been financed by the existing loans. The TC will therefore promote the use of the land management tools (cadastre / registry) currently being developed under the existing loans and assist the government of Panama to more effectively manage the current property boom, and incorporate socially and environmentally sustainable goals at the core of its land policy. Without the correct land use policy framework, these new land administration tools, funded by the IDB, will remain under-utilized and not maximize their contribution to land use for sustainable development in Panama.

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<sup>1</sup> Through RG-T1579 (plan of operation under development) RND is developing the IDB Indicators of Disaster Risk and Risk Management for Panama (and several other countries). As Panama is not a high risk country, RND has no other activities planned at this time. The IDB is collaborating with the World Bank on the Central American Probabilistic Risk Assessment (CAPRA) Initiative, and as part of this collaboration the WB will finance country risk evaluations for Panama, possibly in late 2009 or 2010.

## **II. PROGRAM DESCRIPTION**

### **A. Objectives**

- 2.1 The objective of the Panama Land Policy Technical Cooperation is to produce a comprehensive land policy and a corresponding institutional framework that enables the effective use of the land administration tools currently being developed in Panama, such as new cadastre maps and land registry systems. The project will review and rationalize the existing legal and institutional structures in Panama, and develop a comprehensive legal package that will rationalize the assignment of roles between government entities, and establish a sustainable national land use policy. The TC will support the implementation and coordination of several key pieces of legislation that have recently been issued, and that address key areas of land policy in Panama. The Ministry of Housing has been instrumental in developing the scope of the TC, which will focus on the implementation of Law 6 of 2006, which addresses land use and administration at the national, local and municipal level.<sup>2</sup>

### **B. Description**

- 2.2 The Technical Cooperation will finance the following three activities that will be carried out simultaneously, through a coordinated execution mechanism that is illustrated in Annex I.

#### **Activity 1: Institutional Review**

- 2.3 This activity will finance preparation of a ‘white paper’ that will outline the existing framework for land administration, identifying gaps and overlaps; and propose concrete institutional solutions that will ensure the effective implementation of land policy. The white paper will provide recommendations for a rationalization of the institutional framework for land policy administration. The Ministry of Housing has already created a mechanism for inter-institutional and civil society consultation. This initiative includes regular meetings with representatives from key institutions from national and local government that relate to the land development process, as well as with the private and non-governmental sector. The white paper will build on the ‘ground truthing’ exercises that have been set up under the consultation mechanism.
- 2.4 Based on the white paper’s recommendations and the aggregated interests of all parties, the activity will also finance preparation of an Official Land Policy Document. This document will establish: (a) a definition of administrative roles for land administration; (b) a framework for applying the numerous land management and financial tools that are available by Law; (c) a legal package outlining the laws and decrees that will have to be passed in order to rationalize

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<sup>2</sup> Law 6 of 2006: (a) establishes the figure of a model master plan for both the regional and local governments to develop strategic land administration policies and assign clear roles for implementation; and (b) regulates key land management and financial instruments and processes (such as land banks, the transfer of development rights, and public acquisition processes).

and streamline land management, and will identify those specific geographical areas that will be subject to the regional planning process as defined by Law. Specifically, the Land Policy Document will support the preparation of regional and local level models for land use, outlining specific considerations and procedures for land planning and administration for certain types of land including; parks, protected areas, reservations, the Canal, tourist and industrial areas, and municipalities.

### **Activity 2: Legal Reform**

- 2.5 This activity will finance the legal review and preparation of a package of proposed legislation that will accompany the presentation of the Official Land Policy Document. The preparation of this legal package is complementary to the technical review discussed above, and will develop a legal framework consistent to the degree possible with Panama's existing laws and regulations, in particular Law 6 of 2006, while proposing additional statutes that would be presented to the National Assembly. Resources will therefore be required for Panamanian legal services, which will be supervised by an expert lawyer in the field of planning and control of land development who will prepare the structure and contents of the legislative package indicated above.

### **Activity 3: Policy Implementation and Capacity Building Plan**

- 2.6 This activity will finance the implementation of the Official Land Policy Document, including the legal reforms, and directly apply them to the institutional framework of the requisite government ministries. This activity in particular takes into account the recommendations from the ESR on capacity building within key institutions. Capacity building activities will be built around the areas of need as identified in the white paper, working with public servants at the national, regional and municipal level. The activities will therefore be a direct response to the needs identified by the Panamanians themselves as part of the initial policy and institutional review.

## **III. BUDGET**

### **A. Summary cost table**

- 3.1 It is anticipated that the program will cost US\$1.1 million, distributed in US\$850 thousand from the JSF and US\$250 thousand as counterpart. US\$20,000 will be used to audit project finances.



**Table 1. Project Cost**

<b>CATEGORY OF INVESMENT</b>	<b>BID</b>	<b>Counterpart</b>	<b>Total</b>
<b>I. Project administration</b>	<b>\$76,500</b>	<b>\$5,000</b>	<b>\$81,500</b>
<b>II. Consulting services</b>	<b>\$741,000</b>	<b>\$240,000</b>	<b>\$981,500</b>
<b>1. Land policy strategic analysis</b>	<b>\$341,000</b>	<b>\$75,000</b>	<b>\$416,000</b>
<b>2. Land policy institutional analysis</b>	<b>\$75,000</b>	<b>\$50,000</b>	<b>\$125,000</b>
<b>3. White paper policy document</b>	<b>\$76,500</b>	<b>\$25,000</b>	<b>\$101,500</b>
<b>4. Legal Review &amp; analysis</b>	<b>\$94,500</b>	<b>\$25,000</b>	<b>\$119,500</b>
<b>5. Preparation of legal documents</b>	<b>\$94,000</b>	<b>\$25,000</b>	<b>\$119,000</b>
<b>6. Capacity Building Program</b>	<b>\$40,000</b>	<b>\$20,000</b>	<b>\$60,000</b>
<b>7. Implementation Plan</b>	<b>\$20,000</b>	<b>\$20,000</b>	<b>\$40,000</b>
<b>III. Contingencies (incl. audit)</b>	<b>\$32,500</b>	<b>\$ 5,000</b>	<b>\$37,500</b>
<b>TOTAL IDB (I+II+III)</b>	<b>\$850,000</b>	<b>\$250,000</b>	<b>\$1,100,00</b>

## **B. Sustainability**

- 3.2 The sustainability of this project will depend on the ability of the Government of Panama, with the support of this TC, to enable all actors involved in land to agree on next steps to improve the institutional and legal framework, and agree on implementing principles. This work will require increased institutional capacity, hence one of the activities of the project is especially set aside for this task. In addition, it is envisaged that the implementation of the new legal and institutional framework for land administration could be the basis of a new loan to be discussed with the next government of Panama as part of the Bank's future lending program.

## **IV. EXECUTING AGENCY AND MECHANISM**

### **A. Executing Agency**

- 4.1 This operation will be executed by the Republic of Panama, through the Ministry of Housing, under the direction of the Deputy Minister, with the technical support from the Office for Land Planning, and the Urban Development Unit. The MIVI technical counterpart has a staff of 45 people, as well as the support of PRONAT. According to Law 9 of 1973, which created the Ministry, the Ministry through this office oversees the country's Land Policy, including the complete array of planning, zoning, permits, land and building subdivision regulations and control activities. The only responsibility currently in the hands of the municipalities is the issuing of construction permits.

### **B. Executing mechanism**

- 4.2 The Executing Agency will draw support from consultants in areas indicated below (¶4.6). These individual consultants will support an inter-institutional and civil society consultation process that has been put in place by the Ministry of Housing. This includes regular meetings with representatives from key institutions from national and local government that relate to the land development process, as well as with the private and non-governmental sector. The responsibilities of MIVI will include: (i) selection, contracting, technical

supervision, output/report analyses and final evaluation of consultants (for which MIVI has requested the Bank's assistance), (ii) project accounts management and the preparation of disbursement requests and (iii) the presentation of the Project completion report and final evaluation report, including a section on main lessons learned. One staff member of MIVI will be responsible for the supervisory and administrative tasks of the Project. For the specific task of project management and disbursement requests, MIVI will provide a financial specialist. Individual consultants will perform all project activities, and will be contracted in accordance with Bank procedures. Indicative terms of reference for key consultants that will be financed with this Project are presented in Annex III.

- 4.3 Finally, Panama will act as a pilot case in the development of sustainable land policy to other countries, since it is expected that one or more of the countries in Latin America and the Caribbean will request support for similar programs in the future. The Japanese Special Fund has indicated its support for the Program, to ensure cross-pollination of ideas and techniques through regional knowledge-sharing and international workshops. The workshops will be financed with the TC Funds (see Table 1 items 6 and 7). It is anticipated that other countries in the region will be invited to participate in the workshops on (i) Land Policy Strategic Analysis; (ii) Capacity Building; and (iii) the Land Policy Implementation Plan.

#### **C. Program implementation**

- 4.4 This Technical Cooperation program follows two years of ground work by the Bank and the Government of Panama, supported by consultants who have helped develop this agenda for a sustainable national land policy. During this time the main institutions have been brought together and have taken full ownership of the concept, and identified the evident need for a new, rationalized land policy and institutional framework for its' implementation.

#### **D. Execution period and disbursement schedule**

- 4.5 The execution period of this project will be 18 months, with a disbursement period of 24 months. Project products are expected to be completed between 12 and 18 months from commencement, when they will be submitted for approval to the Ministry of Housing.

#### **E. Procurement**

- 4.6 The TC will require the contracting of consultants in specific technical areas: (i) regional and urban planning; (ii) land economics and fiscal policy; (iii) legal expertise in land markets and land development law; (iv) capacity building and institutional development (v) strategic planning and (vi) project management. International and local consultants, including the Project Coordinator and Project Administrator, have been identified, and will be contracted as direct hires in each area. The TC will therefore combine experts with recognized international experience in similar projects, and consultants with knowledge of Panama's existing legal and institutional structure. The TC will also fund costs associated

with regional workshops and outreach sessions (transport, catering, venue, etc.), project monitoring and evaluation, and audit, as outlined in the budget.

## **V. MONITORING AND EVALUATION**

### **A. Monitoring**

- 5.1 The Project Coordinator, in conjunction with the Head of the Office for Land Planning of the Ministry of Housing, will monitor progress on the Plan of Operations. Within 30 days of the end of each semester, the Project Coordinator will present a progress report to the Bank, outlining activities undertaken, results achieved, partial accomplishments of goals, and suggested improvements. Progress reports will be based on the benchmark indicators of the project indicated in the Logical Framework of the operation (Annex II). The Bank and the Executive Agency will agree upon any changes or adjustments to the project outlined in the progress reports. In addition, MIVI will present to the Bank within 90 days of the last disbursement, a financial statement of Project expenses made from both the Bank and local counterpart funds, judged by independent auditors recognized by the Bank. Auditing services will be financed with Bank resources.

### **B. Technical and basic responsibility**

- 5.2 Overall responsibility for the project will lie with the Team Leader from INE/RND, with the support of the Specialist assigned to the project in the Country Office in Panama. Principal technical responsibility for the project in-country will lie with the Project Coordinator. Consultants will respond to the comments from the Project Coordinator on a mutually agreed timetable. The Project Coordinator will ensure that knowledge spillovers are captured during the project's execution, and will be responsible for the regional workshop to disseminate lessons learned. The project team will also count on international experts and local counterparts in the areas of project management, land markets, finance, law, capacity building and planning and policy.

### **C. Progress and final reports**

- 5.3 The Project Coordinator will produce a semester progress report that will include advances on each one of the activities of the project and any other unforeseen activities and objectives. The report distributed at the twelfth month (one year report) will be considered a mid term report and identify key areas required for action by the Minister of Housing and other government agencies. A project workshop, with the participation of the Project Team and the technical counterpart will be held in Panama to review the one year report. A final report will be presented at the end of the project.

## **VI. PROGRAM BENEFITS AND RISKS**

### **A. Program benefits and developmental impact**

- 6.1 The rationale for establishing a sound land policy framework is the opportunity to realize the greater economic potential that lies in the strengthening and deepening of land markets. Achieving this potential will translate into increased employment and income, and greater resources for cities and towns to provide public goods and services to reduce poverty, increase quality of life and preserve the environment.

### **B. Target Beneficiaries**

- 6.2 The main beneficiary of this program will be the Ministry of Housing, which controls the land development process throughout the country, but has limited resources to further the reforms that have recently been passed through the National Assembly. Second, municipalities across Panama will greatly benefit from a framework for land administration and proper land use that will allow them to address the growing demands for land development within their districts. Third, the land development sector will gain from a formalization of the rules of the game, placing investment decisions within a transparent and predictable framework. With all sectors of society working from the same roadmap, Panama will be better able to plan land use and rationalize the costs and revenue from land development to better address the needs of its citizenry.

### **C. Risks**

- 6.3 The main risk of this program is the required approval by the National Assembly of the policy and institutional reforms that will be proposed in the legal package. In addition, there could be a lack of continuity of the technical counterpart as a result of the change in government actors after the elections. Both risks will be ameliorated through the MIVI participatory initiative which has already started to build momentum and consensus around certain key aspects of land policy.

## **VII. ENVIRONMENTAL AND SOCIAL REVIEW**

### **A. Date of ESR review**

- 7.1 The ESR was carried out on July 18, 2008. It was agreed that the project profile would be modified, and that the Plan of Operations would be shared with the ESR for verification. The pertinent issue raised by the ESR was the need to include strong monitoring and evaluation mechanisms, and also to strengthen government capacity.

### **B. Measures taken to avoid negative social and environmental impacts**

- 7.2 The project team was careful to ensure that all the ESR comments were taken on board and bolstered the project in several ways. Most importantly, the need for

institutional capacity building was agreed to be sufficiently crucial to the project's success that the third project activity is dedicated entirely to this task, with adequate funds allocated in the budget. In addition, it was agreed that the Project Coordinator would be based in Panama in order to better monitor the project, and the team also engaged with the local country office who have now assigned an RND specialist to assist the project team.

### **VIII. RECOMMENDATION**

- 8.1 Paul Trapido, Team Leader (INE/RND) recommends the approval of this operation and the use of JSF resources for a total amount of US\$850,000.

### **IX. APPROVAL**

- 9.1 Pursuant to the authority delegated by the Board of Executive Directors to the President of the Bank and, in turn, by the President to the Sectors Managers and Country General Managers (Resolution DE-044/08 and Memorandum of May 6, 2008 - *Delegación de Autoridad*), the Sector Manager of the VP Sectors and Knowledge (VPS) authorizes the use of up to US\$850,000 approved by the Japanese Special Fund (JSF) to finance this non-reimbursable Technical Cooperation.

Concur: (original signed)  
Hector Malarin, INE/RND/CHF

Date: Feb/20/2009

(original signed)  
Roberto Vellutini, Manager INE

Date: Feb/20/2009

## **PANAMA LAND POLICY PROGRAM**

**(PN-T1055)**

### **CERTIFICATION**

I hereby certify that this operation was approved for financing under the Japan Special Fund (JSF) through a memorandum dated on June 16, 2008 and signed by Rintaro Tamaki, Director General of the International Bureau, Ministry of Finance of Japan. Also, I certify that resources from the Japan Special Fund (JSF) are available for up to \$850,000 in order to finance the activities described and budgeted in this document. This certification reserves resources for the referenced project for a period of five (5) calendar months counted from the date of signature below. If the project is not approved by the IDB within that period, the reserve of resources will be cancelled, except in the case a new certification is granted. The commitment and disbursement of these resources shall be made only by the Bank in US dollars. The same currency shall be used to stipulate the remuneration and payments to consultants, except in the case of local consultants working in their own borrowing member country who shall have their remuneration defined and paid in the currency of such country. No resources of the Fund shall be made available to cover amounts greater than the amount certified herein above for the implementation of this Plan of Operations. Amounts greater than the certified amount may arise from commitments on contracts denominated in a currency other than the Fund currency, resulting in currency exchange rate differences, for which the Fund is not at risk.

*(original signed)*

Goro Mutsuura  
VPC/GCM

*Jan/27/2009*

Date

*(original signed)*

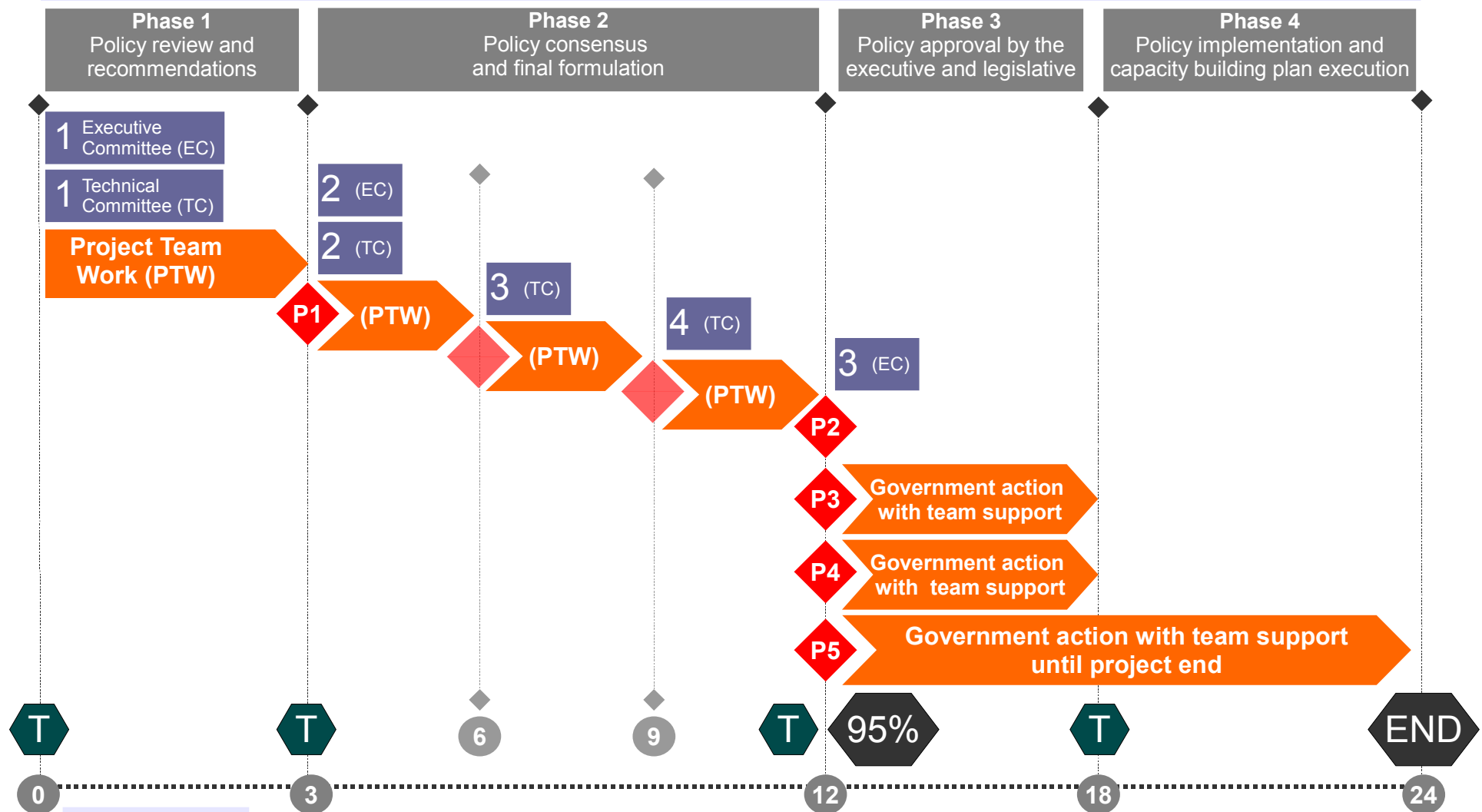
Marguerite S. Berger  
Chief

Grants and Cofinancing Management Unit  
VPC/GCM

*Feb/2/2009*

Date

# Panama Land Policy Administration Program (PN-T1055) General Work Plan



## LEGEND



White paper addressing 4 components



Official National Land Policy and Institutions Document



Legal package consisting of modifications to the Law



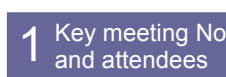
Legal package consisting of Executive Decrees



Detailed implementation and capacity building plan



Interim report for discussion and project evaluation



Key meeting No. and attendees



Trip by project team



Work process conducive to a product

**PANAMA LAND POLICY PROGRAM  
(PN-T1055)**

**ANNEX II - LOGICAL FRAMEWORK**

Narrative Summary	Indicators	Means of Verification	Assumptions
<b>Goals</b> To help the Panamanian institutions to better plan and more effectively manage the land development process of the country so that the State increases its resources for, and effectiveness of, social and environmental programs.			
<b>Purpose</b> To produce a comprehensive land policy and institutional framework that enables a more effective use of several land administration tools currently being developed in Panama (such as a new cadastre and a new land registry); that clarifies a current status marked by gaps, overlaps and conflicting approaches; and that furthers several, key pieces of legislation that have recently been issued towards decentralization in the area of land planning and administration.	A new National Land Policy in place that addresses and clarifies the content of land planning instruments in the Country, the institutions responsible of its administration at all levels, and the process implementing them.	Approval by the National Assembly or the Government of new or changed laws and decrees and publication of the latter in the Official Paper.  Project reports (in the interim)	Political support for the program remains unchanged during the remainder of this government.  The program is endorsed by the new government and political support continues.
<b>ACTIVITY 1: POLICY AND INSTITUTIONAL REVIEW AND FORMULATION</b>			
<b>Activities</b> Formulation of a National Land Policy based on a strategic, participatory review of 4 Laws, 3 Executive Decrees and two National Plans that resolves numerous conflicts, overlaps, redundancies and gaps	A new land policy presented, reviewed and accepted by representatives from diverse institutions and organizations related to the land development process. The new land policy 'adopted' by the National Government through a published, quality book.	Publication of the Policy in a quality book and in the in the Official Paper.  Project reports and minutes from meetings (interim)	Support for the program by the Housing minister and eventually the Cabinet.
Design through a participatory process of an institutional framework for the administration of the land development	A new or revised authority at the Ministerial level reviewed and accepted by representatives from diverse	The institutional scheme is included in the National Land Policy Project reports	Support for the program by the Housing and Finance ministers and their senior staff.



Narrative Summary	Indicators	Means of Verification	Assumptions
process at the National and municipal level.	institutions and organizations related to the land development process.	Minutes from meetings	
<b>ACTIVITY 2: LEGAL REFORM</b>			
Reform the legal framework associated to the land development process to reflect the new policy and institutional changes	A draft Law and draft Executive Decree reviewed and accepted by representatives from diverse institutions and organizations related to the land development process, presented to the corresponding authorities and approved by them.	Approval by the National Assembly and by the Executive of the Law and Decree and publication of the same in the Official Paper.	Support for the program by the Housing and Finance ministers and their senior staff.
<b>ACTIVITY 3: POLICY IMPLEMENTATION AND CAPACITY BUILDING PLAN</b>			
Design and partially execute an implementation and capacity building plan to 'ground truth' the policy and institutional frameworks, especially at the municipal level.	An implementation and capacity building plan reviewed and accepted by representatives from diverse institutions and organizations and organizations related to the land development process.	Letters of support from the institutions and organizations involved in the process.	Support for the program by the Housing and Finance ministers and their senior staff.

**PANAMA LAND POLICY PROGRAM  
(PN-T1055)**

**TERMS OF REFERENCE**

**Project Coordinator**

**I. BACKGROUND**

- 1.1 In order to manage the process of land development and provide adequate physical infrastructure and services for all residents; modern land administration mechanisms need to be developed as key strategic tools for local and national governments. In addition, local government capacity has to be strengthened so that existing and potential revenues can be utilized for the benefit of society as a whole and in the most transparent and equitable manner. The aim of the **Panama Land Policy Program** is to develop a National Land Administration Strategy for Panama, and thereby use the development boom in real estate, tourism and service areas to help combat urban and rural poverty as well as environmental degradation rather than becoming another one of its causes.
- 1.2 The principal objective of the Panama Land Policy Administration Program will be to support the existing IDB loan PN-L1018 Metropolitan Region Cadastre and Land Administration Modernization Program, and develop a land policy that becomes a reality on the ground by bolstering government capacity, modernizing management tools, and overseeing the effective administration of comprehensive land regulation systems.

**II. CONSULTANCY OBJECTIVE**

- 2.1 The objective of this consultancy is to define and coordinate with key local authorities and stakeholders, the project content areas that will lead to the integrated land administration policy reform and the key local experts that will be hired to develop them. The consultant will lease with the representatives of at least 10 national institutions, several local government officials, at least five interest groups and numerous representatives from the private sector in order to bring all to a consensus on the contents of the policy. The consultant will also ensure the consistency of results of a series of local consultants that will be hired on areas such as the legal, the land market behaviour in Panama, the institutional regulations in the country, and others.

**III. CHARACTERISTICS OF THE CONSULTANCY**

- 3.1 Type of Consultancy: Individual, TC funds.
- 3.2 Place and schedule of work: The work will be performed in Panama, at both the IDB Country Office and the Ministry of Housing offices.
- 3.3 Basic qualifications: Education: Master's/Licenciatura in Urban and Regional Planning, focusing on developing countries land policy, economic, political and legal frameworks. Experience: Minimum of 15 years of relevant and progressive experience in urban and regional planning, municipal administration of the land development process and legal

framework, municipal regulations, client consultation and multi-sector analysis. Languages: Full proficiency in English and Spanish.

- 3.4 Additional qualifications: Sector Expertise: Proven expertise and technical knowledge in Latin American and the Caribbean on urban or regional development projects will be considered an advantage. Demonstrated experience and successful completion of projects in this area in Panama will be considered an asset. Experience dealing with high-level Panamanian government officials and clients to coordinate complex projects and initiatives. Knowledge Integration: Ability to work constructively with in-Country multi-disciplinary technical specialists to synthesize strategic inputs and integrate into project activities. Knowledge Dissemination: Ability to communicate effectively to a broad range of audiences, in particular to high ranking Panamanian government officials and high profile representatives from guilds and the private sector. Ability to write high-quality technical documents, prepare and present training materials, provide input into long-term planning. Problem Solving: Ability to analyse systematically information from a variety of sources and develop adequate and innovative solutions.

#### IV. ACTIVITIES OF THE CONSULTANCY

- 4.1 The consultant's main function will be to define, through a consultative process led by him or her, the project components, structure the main areas of policy review, and coordinate the expert consultants' work on each area to ensure consistency. The consultant will be co-responsible of the land policy component too. The work will be carried out in Panama through in a series of 18 missions lasting between ten and fifteen work-days each, depending on the detailed work plan that will be defined at the initial phase. The consultant will ensure that the following phases of the project be completed satisfactorily from a content point of view.

- **Activity 1: Policy and Institutional Review and Formulation**
- **Activity 2: Legal Reform.**
- **Activity 3: Implementation and Capacity Building Plan**

- 4.2 In addition, the Task Leader will contribute to other colleagues' work at the IDB to develop complimentary projects, as well as disseminate the findings of the Panama TC to other countries in Central America.

#### V. REPORTS / OUTPUTS

- 5.1 The consultant will:

- Coordinate the content consistency of the different subjects and work of other consultants that the project will entail.
- Ensure the consistency of local and international consultants' work in the different areas of the project.
- Provide to the Project Manager and Team Leader the technical and project content information and briefs to complement the TCs progress reports.

- Report on project progress to the Japanese Special Fund as requested.
- Ensure dissemination of project knowledge to other countries in Central America.
- Cooperate with the evaluation of the TC on its completion.

## **VI. SCHEDULE OF PAYMENTS**

- 6.1 The assignment will be undertaken over the course of eighteen months, which will be paid at a Consultants rate plus travel and living expenses. Travel between the consultant's place of residence and the IDB in Washington DC will be financed by the Program.
- 6.2 Compensation will be payable in four lump sums, each one fourth of the total payment. The first one on signature, the second one six months following the date of signature, the third one twelve months following the date of signature and the fourth one at completion of the project and no later than eighteen months following the date of signature.

## **VII. COORDINATION**

- 7.1 The work will be performed in Panama, at both the IDB Country Office and the Ministry of Housing offices.

**PANAMA LAND POLICY ADMINISTRATION PROGRAM  
(PN-T1055)**

**TERMS OF REFERENCE**

**Project Manager**

**I. BACKGROUND**

- 1.1 In order to manage the process of land development and provide adequate physical infrastructure and services for all residents; modern land administration mechanisms need to be developed as key strategic tools for local and national governments. In addition, local government capacity has to be strengthened so that existing and potential revenues can be utilized for the benefit of society as a whole and in the most transparent and equitable manner. The aim of the **Panama Land Policy Program** is to develop a National Land Administration Strategy for Panama, and thereby use the development boom in real estate, tourism and service areas to help combat urban and rural poverty as well as environmental degradation rather than becoming another one of its causes.
- 1.2 The principal objective of the **Panama Land Policy Program** will be to support the existing IDB loan **PN-L1018 Metropolitan Region Cadastre and Land Administration Modernization Program**, and develop a land policy that becomes a reality on the ground by bolstering government capacity, modernizing management tools, and overseeing the effective administration of comprehensive land regulation systems.

**II. OBJECTIVE**

- 2.1 The objective of this consultancy is to coordinate all the activities under the Land Administration Program as the point person at IDB headquarters, in coordination with the Project Coordinator. The consultant will liaise with all members of the project team, the in-country consultants, and staff at headquarters working on land issues, to disseminate the findings of the Panama TC on land policy to other countries. The consultant will ensure that all the activities planned under the TC are carried out in a timely and effective manner, report to the Japanese Special Fund on the progress, and design mechanisms to ensure project effectiveness throughout.

**III. CHARACTERISTICS OF THE CONSULTANCY**

- 3.1 Type of Consultancy: Individual.
- 3.2 Place of work: The work will be performed both at the IDB headquarters, 1300 New York Av, NW Washington D.C. and in Panama.
- 3.3 Basic qualifications: Education: Master's/Licenciatura in Social Science, focusing on Economic development. Experience: Minimum of 7 years of relevant experience in project management, client consultation and economic and sector analysis. Languages: Full proficiency in English and Spanish.

- 3.4 Additional qualifications: Sector Expertise: Proven expertise and technical knowledge in Latin American and the Caribbean on environment projects, and IDB processes and procedures. Experience dealing with high-level Bank officials and clients to coordinate complex projects and initiatives. Knowledge Integration: Ability to work constructively with multi-disciplinary technical specialists both within and outside of the Bank to synthesize strategic inputs and integrate into project activities. Knowledge Dissemination: Ability to communicate effectively to broad range of audiences, including in particular to write high-quality technical documents, prepare and present training materials, provide input into long-term planning. Problem Solving: Ability to analyze systematically information from a variety of sources and develop adequate and innovative solutions.

#### IV. ACTIVITIES OF THE CONSULTANCY

- 4.1 The consultant's function will be to provide administrative and technical support to the Project Coordinator and other project specialists, to complete the three project activities. These are:

- **Activity 1: Policy and Institutional Review and Formulation**
- **Activity 2: Legal Reform.**
- **Activity 3: Implementation and Capacity Building Plan**

- 4.2 The consultant will:

- Coordinate all the day to day logistics and substance of the three project activities.
- Report on the TCs progress on a monthly basis to the Team Leader.
- Report on project progress to the Japanese Special Fund as requested.
- Ensure dissemination of project knowledge to other countries.
- Cooperate with the evaluation of the TC on its completion.

#### V. SCHEDULE OF PAYMENTS

- 5.1 The assignment will be undertaken over the course of eighteen months, which will be paid at a Consultants rate plus travel and living expenses.
- 5.2 Compensation will be payable in four lump sums, each one fourth of the total payment. The first one on signature, the second one six months following the date of signature, the third one twelve months following the date of signature and the fourth one at completion of the project and no later than eighteen months following the date of signature.

#### VI. COORDINATION

- 6.1 The Consultant's work will be coordinated by the IDB Country Office with the support of RND at Headquarters.