

PROJECT PROFILE

I. BASIC DATA

Project name:	Strengthened Information Management at the Registrar General's Department	
Project number:	TT-L1034	
Project team:	Dana King (ICS/CTT), Project Team Leader; Mia Harbitz (IFD/ICS); Ivan Arcos Axt (IFD/ICS); Alejandro Barros (Consultant); Neece Brathwaite (CCB/CTT); Shirley Gayle (FMP/CTT); David Ochoa (FMP/CGY); Kevin McTigue (LEG/SGO) and Melissa Laura Gonzalez (IFD/ICS).	
Borrower:	Government of the Republic of Trinidad and Tobago (GoRTT)	
Executing agency:	Ministry of Legal Affairs	
Financing plan:	IDB (Ordinary Capital):	US\$18,000,000
	Local:	US\$0
	Total:	US\$18,000,000
Safeguards:	Policies triggered: N/A	Classification: C

II. GENERAL JUSTIFICATION AND OBJECTIVES

A. General Justification

- 2.1 In its *Medium-Term Policy Framework 2011-2014*, the GoRTT presents its four-year, national development agenda. One of the Framework's "main thrusts" is to "expand investment both foreign and local."¹ The GoRTT has identified improving the ease of property registration as a measure that will promote investment. The GoRTT's decision to focus on improving the ease of property registration is supported by studies which correlate property rights protection and investment.²
- 2.2 The 2013 Doing Business Report (DBR) ranks Trinidad and Tobago (TT) 176th out of 185 countries for ease of registering property³. In 2012, the GoRTT requested World Bank (WB) support to develop a government reform agenda to improve the ease of registering property. The resulting report, *Reform of Property Transfer Operations Procedures: Trinidad & Tobago* (RPTOP),⁴ provides specific reform recommendations to improve the ease of registering property.
- 2.3 **Causal Factors.** The RPTOP identified five categories of causal factors affecting property registration in TT: i) institutional and policy; ii) procedural; iii) data; iv) information technology; and v) infrastructure. As the entity responsible for

¹ See <http://www.finance.gov.tt/publications.php?mid=195>.

² In his paper, *Property Rights and Investment Incentives: Theory and Evidence from Ghana*, Timothy Besley found that farmers in Ghana invested more in their land when their property rights were secured (available at <http://economics.lse.ac.uk/courses/ec307/L/besley.pdf>). In, *Property Rights and Finance*, Simon Johnson, John McMillan and Christopher Woodruff found positive correlation between perception of existing firms' investment and their perceived security of property rights in Russia, Ukraine, Poland, Slovakia, and Romania. (available at <http://facstaff.uww.edu/kashianr/propertyrights.pdf>). The paper, "Property Rights for the Poor: Effects of Land Titling," studied the causal effects of land titling in a squatter community in Argentina. Among the identified effects of titling was an increase in owners' housing investment (available at <http://www.econ.yale.edu/seminars>).

³ For DBR purposes, property registration is the registration of land and buildings.

⁴ The draft RPTOP was issued in December 2012. Reference: [IDBDOCS-#37389253](#). The World Bank will not be financing any of the actions proposed in the report as it does not have a lending program in TT.

property registration (as well as business and civil registrations), the Registrar General's Department (RGD) figured in the majority of the identified problem areas. These included:

- *Institutional and Policy*: Inadequate stakeholder dialogue and lack of consensus on how to improve the property registration system; inability to cross-reference person- or parcel-related data with stakeholder institutions⁵ due to a lack of: i) a standardized unique parcel numbering system; and ii) a standardized person identification system;⁶
- *Procedural*: Cumbersome and unnecessary procedures that unduly extend time to register property;⁷
- *Data*: Inadequate archiving of registered instruments that contributes to document deterioration; paper document format of registered instruments that does not permit data contained therein to be easily verified or searched; and electronic format of certain registered instruments that does not capture relevant data.⁸
- *Information Technology (IT)*: Inadequate IT system that does not allow for speedy title/parcel searches, transaction traceability, or integration with stakeholder systems;⁹ and
- *Infrastructure*: Overcrowded workspace that does not support work volume, workflow or customer service needs.¹⁰

As a consequence, the GoRTT has requested the Inter-American Development Bank's (IDB or the bank) assistance to strengthen the institutional capacity of the RGD to more efficiently and effectively register property in TT.¹¹

⁵ Key stakeholder institutions include the Office of the Commission on State Lands, Water and Sewage Authority, Lands and Surveys Department, municipal corporations, Board of Inland Revenue, District Revenue Office, and the Town and Country Planning division.

⁶ See pp.57-58 and pp.60-61 of the RPTOP. The RPTOP recommendations for improving person identification aim at facilitating i) identification of parties on land registration instruments; and ii) information exchange across institutions involved in land registration.

⁷ Page 65 of the RPTOP provides several examples of some unnecessary and cumbersome RGD registration procedures, such as: i) a requirement to provide certified copies of registered instruments rather than simple copies; ii) a requirement to photocopy original registered instruments rather than allow scanned instruments available in the RGD database to be printed; and iii) requirement to provide a cover page to each photocopied deed and to thread the two pages together.

⁸ Page 54 of the RPTOP discusses how the lack of adequate archive space, in terms of size and conservation features, is contributing to the deterioration of RGD documents. Visits with the RGD have also confirmed a need for staff training to learn how to preserve historical documents (the oldest RGD deeds date back to 1820). Page 67-69 discusses the importance of digitization of RGD paper documents and creation of a digital repository to preserve data contained in documents, facilitate searches and increase efficiency and transparency; as well as the need to collect additional data in deeds, such as geospatial referencing, so that parcels can be cross-referenced against cadastral records and information collected for different types of deeds is standardized. Paper registry documents are kept in bound volumes, which are organized by year and volume number. As such, the information contained in the paper documents is retrievable only if the seeker has the correct date and volume number of the volume in which the document is contained. This significantly reduces the RGD's and other actors' ability to verify through cross-referencing the data in the registry documents with other sources or to carry out searches.

⁹ PP 69-71 of the RPTOP specifically address IT needs; finding that the current system is does not have the basic functionality necessary to run the registry. Issues raised include: i) lack of software platforms that are specifically tailored to registry operations and which allow interoperability with stakeholder institutions; ii) lack of IT system designed to accommodate customer access, online services, notice of transaction status, or data exchange with field devices; and iii) lack of IT solutions for the full life cycle of RGD procedures (front and back office functions).

¹⁰ P. 71 of the RPTOP points to the need to improve public access to the building and public information access points within the building, as well as to improve document security through reducing flooding vulnerability and establishing controlled zones for document circulation. The RPTOP also calls for a re-design of the space to facilitate workflow and accommodate any procedural changes instituted.

¹¹ The IDB will provide financing to implement a number of RPTOP recommendations under 1808/OC-TT, including: i) enhancements to document management and security at the RGD, ii) software upgrade of the Land and Surveys Department

B. Objectives and Expected Results

- 2.4 The general objective of this project is to improve conditions for investment in TT. The specific objective is to streamline the property registration process. The project will finance the following activities:
- 2.5 **Component 1: Institutional capacity strengthening of the RGD (US\$16,000,000).** This component will finance activities aimed at strengthening the RGD's capacity to carry out property registration. These will include i) restoration and digitization of all RGD documents not currently in digital format; ii) enhancement of existing digital records format;¹² iii) training of RGD staff in archival methods; iv) design and implementation of the RGD's IT system upgrade to facilitate information exchange with stakeholder institutions;¹³ v) the design and implementation of re-engineered, streamlined business processes, including automation of registration procedures; vi) the re-design of RGD workspace to better support work functions; and vii) knowledge exchange activities with global "best practice" land registries to inform policy dialogue and formation on land registration matters.
- 2.6 **Component 2: Support for standardization of registration procedures (US\$1,200,000).** The second component will finance activities aimed at standardizing property registration procedures. Activities aim to standardize RGD: i) person identification numbers; and ii) parcel identification numbers with those used by the cadaster.¹⁴
- 2.7 To standardize RGD person identification numbers, two activities will be financed: i) regularization of unregistered births through preparation of birth certificates for over 300,000 persons whose names were never registered on their birth certificates (approximately 25% of the population); and ii) inclusion of all residents registered by the Immigration Division of the Ministry of National Security and Ministry of Foreign Affairs in the RGD database and the production of a personal identification number (PIN) for each such person. Currently, the RGD has generated PINs for all persons with Trinidadian birth certificates and uses these PINS to identify transaction parties in property registrations. Through carrying out the two activities described above, the RGD will develop a comprehensive database of, and generate PINs for all TT citizens and residents. Once a comprehensive PIN database is established that includes all TT citizens and residents, the PIN can be used by the RGD to identify all property transaction parties. This standardization of identification numbers used to identify transaction parties will facilitate data cross-referencing and verification.
- 2.8 To standardize parcel identification numbers across the RGD and cadaster, two activities will be financed: i) the adjustment of property registration procedures

(LSD) cadaster that will allow it to provide information to, and receive information from, RGD and the Office of the Commissioner of State Lands land registries, and iii) update of LSD cadastral information.

¹² The project will finance digitization of all RGD historical records, including civil and business registration records, as data contained therein is used to verify information in property registrations.

¹³ LSD maintains TT's cadaster. Information sent by LSD to RGD (such as parcel identification numbers or surveys) must be sent manually since the two institutions' systems are not capable of exchanging information.

¹⁴ RPTOP recommendations for improving individual identification aim to: i) facilitate identification of parties on land registrations; and ii) facilitate information exchange across institutions involved in the land registration process.

through adoption of a parcel-based deed system¹⁵; and ii) the development of a mechanism to allow the RGD's and cadastral databases to be cross-referenced.¹⁶

- 2.9 Project administration and miscellaneous expenses are estimated at US\$800,000.
- 2.10 The **expected results** are: i) a reduction in the number of days required to register land; and ii) an increase in the percentage of parcels and people registered by the RGD with standardized identification numbers matching those used by the LSD.
- 2.11 **Alignment.** The 2013 Country Programming Document for TT includes the present operation. The project is aligned with the Country Strategy (CS) with the Republic of TT (2011-2015), and it is expected to have a cross-cutting impact on achievement of the CS's objectives. It is consistent with interventions proposed under the public sector management priority,¹⁷ and it will also support private sector development and competitiveness,¹⁸ an area identified in the CS for further dialogue. This operation also bolsters the objective of the Report on the Ninth General Increase in the Resources of the IDB to support IDB-classified small and vulnerable countries. Lastly, the project is aligned with the *Registries for Social and Economic Growth* component of the *Sector Strategy Institutions for Growth and Social Welfare* (GN-2587-2).

III. TECHNICAL ISSUES AND SECTOR KNOWLEDGE

- 3.1 **Lessons Learned.** The IDB's prior experience in registries and in TT in particular, will be considered in the project's design.
- 3.2 Over the past decade, two IDB-financed operations have provided support aimed at improving property registration in TT: i) the Land Adjudication and Registration Programme (882/OC-TT); and ii) E-Government and Knowledge Brokering Programme. (1808/OC-TT). Under 882/OC-TT, a cross-institutional Steering Committee (SC) convened to ensure stakeholder input into, and coordination with, reform activities contributed to the success of proposed reforms. Nevertheless, the SC had two issues. As a project-based entity, it did not endure post-project completion. As a result, much of the follow-on work identified under the project was never carried out and institutional working relationships developed over the course of the project were not maintained. This limited the overall scope of project reforms. Second, the SC did not include participation of a government agency capable of ensuring cross-government coordination. In some cases, agencies represented on the SC did not implement internal changes necessary to ensure

¹⁵ To adopt such a system, the RGD will need to be able to access cadastral index maps with all real estate units within the country. Currently, the IDB is financing the establishment of such cadastral maps and the IT infrastructure needed to expand and maintain them under loan 1808/OC-TT.

¹⁶ This is in line with recommendation 3.1.4 of the RPTOP.

¹⁷ Under the Strategy, sector interventions are to focus on improving information flows for decision making through improved data quality and availability as well as on strengthening the policy-making processes. Activities to be financed under Component 1 of this operation are expected to improve information flows on property, as well as the quality and availability of property-related information, thereby supporting decision-making processes related to GoRTT property regulation and administration. Knowledge transfer activities to be financed under Component 2 of this operation are expected to support GoRTT policy dialogue on land reform that has been ongoing since 2000.

¹⁸ The approved *Private Sector and Competitiveness Sector Note* identifies business climate reforms as an IDB key area for support during the Strategy period; underscoring the importance of IDB support to initiatives to "reduce the time to approve construction permits; and simplify and expedite property registration." RGD land registration is a key process to improve in order to address both objectives.

effectiveness of project-financed reforms.¹⁹ To avoid these issues under this operation, the IDB has supported the GoRTT in development of a Property Registration Steering Committee (PRSC) independent of the loan and with the participation of the Ministry of Planning and Sustainable Development (MPSD). The PRSC will be engaged in project development and implementation. This will allow project-led reforms within the RGD to be carried out in a coherent fashion with reforms underway in other institutions in the registration value chain and increase the likelihood of institutionalization of the SC after the life of the loan. Further, the MPSD's participation on the PRSC will provide central government support necessary to identify and resolve potential difficulties in achieving reforms as well as effect relevant reforms across stakeholder institutions, likely to increase the effectiveness of project activities. This approach has proved quite effective for property registration related projects to be financed under 1808/OC-TT.²⁰

- 3.3 **Institutional Capacity.** The project will be implemented by the Ministry of Legal Affairs (MLA), of which the RGD is a department, through an internal project execution unit solely dedicated to the project. The project team will analyze the project execution plan and assess the MLA's institutional capacity to execute the operation, determine risk levels, respective mitigation plans, and the strengthening necessary to achieve the required implementation capacity. Procurement of goods and services will be done in accordance with the *Policies for the Procurement of Works and Goods financed by the IDB* (GN-2349-9). The selection and engagement of consultants will be conducted in accordance with the *Policies for the Selection and Contracting of Consultants financed by the IDB* (GN-2350-9).

IV. SAFEGUARDS AND FIDUCIARY SCREENING

- 4.1 There are no environmental or social risks associated with the activities outlined in this operation. In accordance with the results of the "*Safeguards Policy Filter Report*," it is proposed that the transaction be classified as category "C."

V. RESOURCES AND TIMETABLE

- 5.1 It is expected that POD distribution to QRR will take place on May 28, 2013, Draft Loan Proposal approval by OPC on July 17, 2013, and Loan Proposal approval by the Board of Executive Directors on August 28, 2013. Transactional resources needed for project preparation are estimated at US\$55,000 (US\$30,000 for consultants and US\$25,000 for missions from administrative funds). The staff time needed for project preparation will be 1.08 FTEs (see Annex V).²¹

¹⁹ These issues are not reflected in the Project Completion Report for the project. However, they are referenced in the RPTOP and were raised with representatives of the RGD and LSD in meetings with the project team during preparation of this profile.

²⁰ Under the *Land Adjudication and Registration Programme*, the IDB supported the creation of a Parcel Index Map and a Vault Management project to restore and protect survey plans, maps, diagrams and other documents in the vault of the Lands and Surveys Division and to establish a records management system. This loan deepened IDB support to enhancing the performance of the TT's agricultural sector under two earlier operations: *Productive Infrastructure Development and Tenure Regularization in Rural Trinidad* (ATN/JF-6022-TT) and the *RTC Agricultural Sector Reform Program* (LO 882/OC-TT).

²¹ Operation costs. The total cost of this operation is estimated at US\$18 million; with the funds coming from Ordinary Capital. There is no counterpart financing. The disbursement period is estimated at 60 months. Out of this amount approximately US\$1 million is estimated to be subject to retroactive financing for project-related activities (See [IDBDOCS-#37404095](#)).

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SAFEGUARD POLICY FILTER REPORT

PROJECT DETAILS	IDB Sector	REFORM / MODERNIZATION OF THE STATE- MODERNIZATION & ADMINIST OF JUSTICE
	Type of Operation	Investment Loan
	Additional Operation Details	
	Investment Checklist	Institutional Development Investment
	Team Leader	King, Dana Michael (DANAK@iadb.org)
	Project Title	Strengthened Information Management at the Registrar General's Department
	Project Number	TT-L1034
	Safeguard Screening Assessor(s)	Gonzalez, Melissa Maria Laura (MMGONZALEZ@iadb.org)
	Assessment Date	2013-02-25
	Additional Comments	

SAFEGUARD POLICY FILTER RESULTS	Type of Operation	Loan Operation	
	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).	(B.01) Disaster Risk Management Policy– OP-704
		The Bank will make available to the public the relevant Project documents.	(B.01) Access to Information Policy– OP- 102
		Does this project offer opportunities to promote gender equality or women's empowerment through its project components?	(B.01) Gender Equality Policy– OP-270
		The operation is in compliance with environmental, specific women's rights, gender, and indigenous laws and regulations of the country where the operation is being implemented (including national obligations established under ratified Multilateral Environmental Agreements).	(B.02)
		The operation (including associated facilities) is screened	(B.03)

		and classified according to their potential environmental impacts.	
		The Bank will monitor the executing agency/borrower's compliance with all safeguard requirements stipulated in the loan agreement and project operating or credit regulations.	(B.07)
		Suitable safeguard provisions for procurement of goods and services in Bank financed projects may be incorporated into project-specific loan agreements, operating regulations and bidding documents, as appropriate, to ensure environmentally responsible procurement.	(B.17)
	Potential Safeguard Policy Items(?)	No potential issues identified	
	Recommended Action:	<p>Operation has triggered 1 or more Policy Directives; please refer to appropriate Directive(s). Complete Project Classification Tool. Submit Safeguard Policy Filter Report, PP (or equivalent) and Safeguard Screening Form to ESR.</p> <p>The project triggered the Disaster Risk Management policy (OP-704).</p> <p>A more limited and specific Disaster Risk Assessment (DRA) may be required (see Directive A-2 of the DRM Policy OP-704). Please contact a Natural Disaster Specialist in VPS/ESG or INE/RND for guidance.</p> <p>Also: if the project needs to be modified to increase resilience to climate change, consider the (i) possibility of classification as adaptation project and (ii) additional financing options. Please contact a INE/CCS adaptation specialist for guidance.</p>	
	Additional Comments:		

ASSESSOR DETAILS	Name of person who completed screening:	Gonzalez, Melissa Maria Laura (MMGONZALEZ@iadb.org)
	Title:	
	Date:	2013-02-25

SAFEGUARD SCREENING FORM

PROJECT DETAILS	IDB Sector	REFORM / MODERNIZATION OF THE STATE- MODERNIZATION & ADMINIST OF JUSTICE
	Type of Operation	Investment Loan
	Additional Operation Details	
	Country	TRINIDAD AND TOBAGO
	Project Status	
	Investment Checklist	Institutional Development Investment
	Team Leader	King, Dana Michael (DANAK@iadb.org)
	Project Title	Strengthened Information Management at the Registrar General's Department
	Project Number	TT-L1034
	Safeguard Screening Assessor(s)	Gonzalez, Melissa Maria Laura (MMGONZALEZ@iadb.org)
	Assessment Date	2013-02-25
	Additional Comments	

PROJECT CLASSIFICATION SUMMARY	Project Category: C	Override Rating:	Override Justification:
	Conditions/ Recommendations		Comments:
		<ul style="list-style-type: none"> • No environmental assessment studies or consultations are required for Category "C" operations. • Some Category "C" operations may require specific safeguard or monitoring requirements (Policy Directive B.3). Where relevant, these operations will establish safeguard, or monitoring requirements to address environmental and other risks (social, disaster, cultural, health and safety etc.). • The Project Team must send the PP (or equivalent) containing the Environmental and Social Strategy (the requirements for an ESS are described in the Environment Policy Guideline: Directive B.3) as well as the Safeguard Policy Filter and Safeguard Screening Form Reports. 	

SUMMARY OF IMPACTS/RISKS AND POTENTIAL SOLUTIONS	Identified Impacts/Risks	Potential Solutions
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DISASTER SUMMARY	<p>Details</p> <p>The Project should include the necessary measures to reduce disaster risk to acceptable levels as determined by the Bank on the basis of generally accepted standards and practices. Alternative prevention and mitigation measures that decrease vulnerability must be analyzed and included in project design and implementation as applicable. These measures should include safety and contingency planning to protect human health and economic assets. Expert opinion and adherence to international standards should be sought, where reasonably necessary.</p>	<p>Actions</p> <p>A more limited and specific Disaster Risk Assessment (DRA) may be required (see Directive A-2 of the DRM Policy OP-704). Please contact a Natural Disaster Specialist in VPS/ESG or INE/RND for guidance.</p> <p>Also: if the project needs to be modified to increase resilience to climate change, consider the (i) possibility of classification as adaptation project and (ii) additional financing options. Please contact a INE/CCS adaptation specialist for guidance.</p>
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ASSESSOR DETAILS	Name of person who completed screening:	Gonzalez, Melissa Maria Laura (MMGONZALEZ@iadb.org)
	Title:	
	Date:	2013-02-25

ENVIRONMENTAL AND SOCIAL STRATEGY

The general objective of this project is to improve conditions for investment in TT. The specific objective is to streamline the property registration process.

There are no environmental or social risks associated with the activities outlined in this operation. In accordance with the results of the "*Safeguards Policy Filter Report*," it is proposed that the transaction be classified as category "C" (see Annex II).

INDEX FOR COMPLETED AND PROPOSED SECTOR WORK

Topic	Description	Estimated Dates	References and Electronic Links
Project Request	GoRTT request for operation	November 2012	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=37395840
Budget	Operation Costs	January 2013	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=37404095
Technical options and design aspects	Project Economic Evaluation	May 2013	
	Project preparation support (detailed budget preparation by component and activity, Procurement Plan, PMR, and support to preparation of the PEP)	May 2013	
	Preparation of Operations Manual	May 2013	
Analysis of institutional capacity / human resources, procedures and other aspects of implementation capacity	SESI	May 2013	
Data collection and analysis for reporting the results	Preparation of Results Matrix with results indicators (targets and baseline)	May 2013	

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