

TO: GEF SECRETARIAT  
THE WORLD BANK/IFC/M.I.G.A.

# OFFICE MEMORANDUM

DATE: February 26, 1998

TO: See Distribution Below

FROM: Lars Vidaeus, GEF Executive Coordinator 

EXTENSION: 34188

SUBJECT: **PDF Block A Request - Guatemala: Management and Protection of Laguna del Tigre National Park (LTNP)**

Please find attached a PDF Block A Request for **Guatemala: Management and Protection of Laguna del Tigre National Park (LTNP)**. We would appreciate your comments by Thursday, March 5, 1998. Thank you.

**Distribution:**

R. Asenjo, UNDP (Fax:212-906-6998)

A. Djoghlaif, UNEP (Nairobi) (Fax: 9-011-254-2-520-825)

R. Khanna, UNEP (Washington) (Fax: 202-331-9333)

cc: Messrs./Mmes

Ken King, GEF Secretariat (fax 23240)

Tina Kimes, Kathy MacKinnon, Castro, Elliott, Mikitin (ENVGC); Douglas Graham (LCSES); ENVGC ISC

Maria Nikolov  
NA:ENVGC\COUNCIL\PDF-B\PDF-A.GUA  
February 26, 1998 2:26 PM

## BLOCK A PDF

PART I - ELIGIBILITY	
1. Project name: <i>Support for the Management and Protection of Laguna del Tigre National Park (LTNP), Petén, Guatemala</i>	2. Proposed GEF Implementing Agency: <i>World Bank</i>
3. Country or countries in which the project is being implemented: <i>Guatemala</i>	4. Country eligibility: <i>Signatory to the Convention on Biological Diversity: December 7, 1995</i>
5. GEF focal area(s): <i>Biodiversity</i>	6. Operational program/Short-term measure: <i>Forest Ecosystems (Operational Program #3) Freshwater Ecosystems (Operational Program #2)</i>
7. Project linkage to national priorities, action plans, and programs: <b><u>National and Central American action plans and programs</u></b>  The proposed GEF investment in the Petén is consistent with the priorities that have been identified in a number of national and Central American action plans:  <b><u>Mesoamerican Biological Corridor (MBC):</u></b> The vision of a MBC linking natural habitats from Mexico to Colombia is led by the CCAD, representing the countries of Mesoamerica, and supported by the GEF, the World Bank, GTZ, UNDP, and many other national and international organizations. CCAD and UNDP are currently preparing a regional GEF project that will support a number of regional and national initiatives to establish a biologically and socio-culturally sustainable MBC. During preparation work for the Guatemala portion of the MBC, the Maya Forest Corridor through the Petén was considered of the very highest national and regional importance.  <b><u>National Biodiversity Strategy and Action Plan:</u></b> Preparation of this Plan, financed by an enabling activity grant of the GEF administered through UNDP, is about to begin and is expected to be completed in ten months. The National Council for Protected Areas (CONAP) is currently operating under a strategy which lists the Petén area as the most important of five geographic foci for biodiversity conservation in the country. This priority ranking is expected to be confirmed in the current National Strategy/Action Plan exercise.  <b><u>US Man and the Biosphere Program/Tropical Ecosystems Directorate:</u></b> Mexico, Guatemala and Belize all contain part of the Maya Tropical Forest. This program is designed to improve coordination among the three countries to ensure consistent management of the greater Maya Tropical Forest. The three year project includes monitoring and evaluation, policy, and mapping.  The GEF currently funds no projects within the Petén but the following GEF programs or projects outside of the Petén are worth mentioning as being complementary to the proposed Laguna del Tigre Project:  <b><u>Montes Azules:</u></b> The GEF, through the World Bank, actively supports the management of Montes Azules Biosphere Reserve in Chiapas, Mexico. Montes Azules, Laguna del Tigre National Park, and Sierra del Lacandon National Park combine to form a major corridor in the larger Maya Tropical Forest.  <b><u>Integrated Biodiversity Protection in the Sarstun-Motagua Region:</u></b> This project, funded by the GEF and the government of Holland, administered by UNDP, supports the conservation of nine protected areas and biological corridors located in and around the Sarstun and Motagua rivers in eastern Guatemala. The project promotes the sustainable use of buffer zones by local communities. The primary government counterpart is CONAP while most implementation is carried out by local NGOs, including Defensores de la Naturaleza, Fundaeco, and the Fundación Mario Dary Rivera.  <b><u>Priorities, action plans, and programs in the Petén</u></b>  Until 1970, nearly 90% of the Petén was forested. Since then, more than half its tropical humid	

forests have been lost. Current annual deforestation estimates in the Petén range from 40,000 to 75,000 hectares per year. Recognizing the incredible value of the biodiversity contained in the remaining forests and wetlands, the Guatemalan government established the 1.6 million hectare Maya Biosphere Reserve (MBR) in 1990. It is the largest unit within the Guatemalan Protected Areas System (SIGAP) and in turn the Laguna del Tigre National Park is the largest conservation unit within the MBR.

Within the greater Petén, there are a number of conservation-related initiatives underway or planned; the most important are listed below. Of these various initiatives, only the USAID-funded MBRP project and the proposed endowment fund (see below) will invest resources in the conservation and protection of the biodiversity of Laguna del Tigre National Park.

Mayan Biosphere Reserve Project (MBRP): In 1991, USAID/Guatemala initiated a multi-year project designed to protect and manage the MBR by strengthening CONAP, local NGOs, municipalities, communities and other MBR co-managers. Conservation International (CI) currently participates in this project, together with CARE, CATIE, The Nature Conservancy (TNC), The Rodale Institute/CentroMaya, and other NGO implementors. The proposed GEF Medium-sized Project would be co-financed by the MBRP; the MBRP however anticipates investments in Laguna del Tigre only in strengthening and working with local communities and, in demarcation – no investments are planned in the area of direct support to conservation and protection which is envisaged under the proposed GEF project.

Endowment Fund - In the early 1990s, the Government issued a 13 year concession to Basic Resources (BASIC) to build and operate an oil pipeline that extends into the Laguna del Tigre Park. As part of the concession agreement, BASIC pledged to pay about \$1.5 million into an endowment fund for park management over the 13 year lifetime of their concession. To date, about \$260,000 are currently in escrow (the annual payment is \$130,000). The institutional framework for operating the endowment fund has not yet been finalized. A draft plan under review by CONAP proposes establishment of a sub-account in the Guatemalan Conservation Trust Fund (FCG, Fideicomiso de Conservacion de Guatemala), and a small board to direct use of endowment funds.

Proselva: In 1995, the Government of Guatemala established a set of protected areas in the southern Petén. Proselva, financed by the German government, seeks to strengthen the management and protection of these areas by encouraging greater community participation, providing training and technical assistance for CONAP, and supporting improved land titling in buffer zones. Activities supported by this project draw heavily on the Petén Integrated Development Plan (PDI) prepared by SEGEPLAN with German government financing between 1990 and 1992.

Sustainable Development Program for Petén: In late 1996, the Inter-American Development Bank (IDB) approved financing for the Petén's Sustainable Development Program. This program seeks to legalize land tenure, restore archaeological sites, promote ecotourism, and implement pilot projects in sustainable agriculture and forestry. Project activities will be located in buffer zones of the MBR and protected areas in southern Petén. The IDB project complements the Proselva project and draws heavily on priorities laid out in the PDI. No investments in park protection are planned for the Laguna del Tigre National Park.

Land Administration Project: The World Bank is helping the Government prepare a land administration project for the Department of the Petén that will establish cadastral information, regularize land registration, establish the public land registry office in the Department, and strengthen beneficiary groups by stabilizing land tenure in the Department. This land administration project will focus on sites outside of the Petén's protected areas. Like the IDB and Proselva projects, which it will complement, the World Bank-supported project will aid protected area management by stabilizing land tenure in buffer zones.

Frontera Agrícola Program -Funded by the European Union, this project is in its initial stages. The project addresses the problems confronting agricultural communities along the road connecting the central Petén with Belize.

8. Status of national operational focal point review (dates):

The National Commission on the Environment (CONAMA)

Submitted:  
September 20, 1997

Acknowledged:  
Meeting, September 25, 1997

Endorsed:  
November 19, 1997

**9. Project rationale and objectives:****Project rationale**

The project would promote the management and protection of Laguna del Tigre National Park (LTNP), located in the Petén, Guatemala. The park is the largest in Central America and protects Mesoamerica's largest freshwater wetland, a Ramsar site. Based on satellite data, about 16% of the park (55,600 ha) is covered by grass/sedge wetland and a large area of forest and shrub vegetation is seasonally flooded. There is good evidence that the freshwater ecosystems of the park are very diverse and the park supports large populations of resident and migratory birds. The forests of Laguna del Tigre National Park are largely pristine, and represent the second largest block of lowland tropical forest in Central America (they are part of the Tehuantepec Moist Forest Ecoregion). In 1996, CONAP declared LTNP, along with Sierra del Lacandon National Park (SLNP), its highest national conservation priorities.

Despite this designation, uncontrolled colonization threatens the viability of the park. This colonization is a function of rapid demographic increase in the Petén combined with easy access to the park through poorly-guarded roads and other infrastructure. Invading colonists in early 1997 had conflicts with government and NGO personnel and destroyed park infrastructure.

Since the events of early 1997, the government has stepped up its commitment to the conservation of LTNP, and relations are improving between the different stakeholders. There have been no new invasions of the park, and CONAP now wants to improve LTNP's administrative, financial, operational, and monitoring capabilities, and to invest in its physical infrastructure. CONAP also wishes to stabilize existing settlements within the park, establish incentives outside the park to prevent further colonization, and improve the park administration's outreach and education efforts with surrounding communities. Finally, the government is seeking to develop co-management arrangements under which local NGOs, municipalities, communities and other entities would play a significant role in the protection and management of LTNP.

CONAP considers that the next three years will be critical to establishing and consolidating a strong park management structure and community co-management program, both essential to ensuring the continued integrity of LTNP. A preliminary workplan and cost estimate for implementing such a program have been developed with support from USAID/Guatemala and CI/Guatemala. The cost of the three year program (including putting in place a strong park management structure, building co-management arrangements with local communities, and establishing a framework for long-term financial sustainability of the park) has been estimated at \$4.85 million. About \$4 million in national baseline funding is available from CONAP, the endowment fund, USAID, and CI. GEF support for the incremental costs of protecting LTNP would be requested through a medium size project grant, once the project preparation process is completed. Without the incremental support from the GEF, colonization and other development pressures are expected to overcome current efforts to stabilize the park boundaries and ensure protection of this unique ecosystem.

**Project objectives:**

The fundamental objective of the proposed medium size project is to protect the unique biodiversity of the LTNP. Specific project goals would be to:

1. Stabilize existing communities and restrict further encroachment into the LTNP.
2. Establish the scientific knowledge base for effective park management and ecosystem protection over the long term.
3. Build the foundation for long-term financial sustainability (post-2000).

**10. Expected outcomes:**

The project will be implemented over a three year period, ending in the year 2000. At the end of the project period, the following results are expected:

- Significant reduction in park invasions and loss of natural vegetation, resulting in the annual forest cover loss falling every year of the project and reaching in the year 2000 an annual deforestation rate of well under one half the 1997 rate.

- Consolidation of a decentralized CONAP park management unit, and implementation of administrative and operational systems.
- Strengthened governmental and non-governmental institutions and community-based organizations playing major roles in the management of the park as part of an overall management plan.
- Improved welfare of families in "Park" communities, as a result of environmentally-sound activities.
- Clarification and resolution of legal and institutional issues.
- Development and implementation of a business plan for the long-term financial sustainability of the LTNP.

#### 11. Planned activities to achieve outcomes:

##### Probable GEF-funded activities:

- Support CONAP's efforts to enlarge the park by shifting boundaries northward.
- Conduct monitoring and evaluation activities using satellite imagery for overall land use/land cover change detection (in coordination with NASA and the University of Maine), and high resolution aerial photography in areas of rapid change. These remote sensing techniques will be complemented by on-the-ground applied research.
- Produce annual monitoring reports providing quantitative and qualitative information on the ecological integrity of LTNP and on the services being provided to support its management.
- Conduct ecological and socio-economic baseline assessments of LTNP, including key bodies of water and communities in the park.
- Construct equipped control posts, one of which will be a park administrative center.
- Provide support to train personnel in park administration and management.
- Support community activities compatible with biodiversity conservation on a demonstration basis, within the framework of park co-management arrangements.
- Develop a long-term business plan for the financial sustainability of the LTNP (including the institutional framework for the endowment fund) and support fund-raising efforts.

##### Probable co-financed activities:

- Construct an information center for LTNP.
- Implement mechanisms for LTNP-community dialogue through a participatory process.
- Sign agreements involving the Government of Guatemala, local communities, and other stakeholders, facilitating local participation in planning and decisions regarding LTNP.
- Establish community resource management agreements for activities in the park compatible with biodiversity conservation.
- Contribute to the LTNP endowment fund and implement other elements of the long term business plan to support the park's operational and management costs.
- Implement a conservation awareness program promoting changes in attitudes, knowledge, and practices with regard to LTNP.
- Register public lands in the property registry and ascribe them to appropriate government agencies.
- Clarify land and resource tenure for properties in and around LTNP.

#### 12. Stakeholders involved in project:

- Government of Guatemala: the National Commission on the Environment (CONAMA) and the National Council for Protected Areas (CONAP).
- Municipality of San Andrés, within which LTNP is located.
- Newly established settlements within LTNP including Paso Caballos, Buen Samaritano, El Chocop, El Tigrillo, El Zacatal, and Santa Amelia.
- International and national NGOs.
- Union Pacific Resource Group/Norcen/Basic Resources.
- The National Guatemalan Tourism Institute (INGUAT).

- *The University of San Carlos' Center for Conservation Studies (CECON), which has responsibility for the Laguna del Tigre Biotopo, located in the center of the Park.*
- *Institutions involved in developing the Mesoamerican Biological Corridor, including CCAD and collaborating NGOs.*

**PART II - INFORMATION ON BLOCK A PDF ACTIVITIES**

**13. Activities to be financed by the PDF:**

- (a) *Local assessment of operation and management needs/costs for Laguna del Tigre National Park.*
- (b) *Stakeholder workshops to determine LTNP management priorities given the many challenges, including human settlements and oil exploration. These workshops will provide input for the GEF project workplan, park management plans, and monitoring and evaluation strategies.*
- (c) *Preparation of a workplan and a monitoring and evaluation plan for LTNP activities.*
- (d) *An analysis of strategies for long-term financing of park activities.*

**14. Expected outputs and completion dates:**

*Finalized workplan for GEF activities which provides:*

- a) *CONAP's strategic and operational plans for LTNP including how they will guide implementation.*
- b) *The possible mechanisms to provide long-term financial support for the park.*
- c) *A clear delineation of project implementation responsibilities among all stakeholders.*
- d) *Details of all investments to be made under the GEF project (costs, schedule, TORs, etc.).*

**15. Other contributors/donors and amounts:**

<i>Government of Guatemala</i>	<i>US\$ 2,000 for counterpart contribution</i>
<i>Conservation International:</i>	<i>US\$ 5,000 for workshops and local assessments</i>
<i>USAID:</i>	<i>US\$ 6,000 for workplan development</i>
<i>Total:</i>	<i>US\$13,000</i>

**16. Total budget and information on how costs will be met (including the Block A grant):**

<i>PDF Activities</i>	<i>Total</i>	<i>GEF</i>
<i>Stakeholder Meetings</i>	<i>15,000</i>	<i>12,000</i>
<i>Financing Strategy</i>	<i>3,000</i>	<i>2,000</i>
<i>Workplan Development</i>	<i>20,000</i>	<i>11,000</i>
<b><i>Total</i></b>	<b><i>38,000</i></b>	<b><i>25,000</i></b>

***PDF Expenditure Categories***      ***Block A***

<i>Consultants</i>	<i>10,000</i>
<i>Workshops</i>	<i>7,000</i>
<i>Travel</i>	<i>5,000</i>
<i>Administrative Costs</i>	<i>3,000</i>
<b><i>Total</i></b>	<b><i>25,000</i></b>

PART III - INFORMATION ON THE APPLICANT INSTITUTION	
<p>17. Name: <i>Conservation International/Guatemala (CI/Guatemala), known locally under the name "Pro Petén".</i></p>	<p>18. Date of establishment, membership, and leadership:                      Establishment: 1992                      Leadership: <i>Lic. Carlos Soza Manzanero</i>  <i>70+ employees, over 95% of whom are Guatemalan. Most senior management positions are filled by people from the Petén.</i></p>
<p>19. Mandate/terms of reference: <i>CI/Guatemala was established in 1992 and is registered as a not-for-profit environmental organization under the laws of Guatemala. CI/Guatemala maintains two offices, one in Guatemala City and the other in Flores, the Petén's capital. The vast majority of activities are carried out through the Petén office.</i></p>	<p>20. Sources of revenue:  <i>CI/Guatemala's annual operating budget is about \$2.3 million. 69% of funding comes from USAID. The remainder comes from other bi- or multi-laterals, individuals, foundations, corporations, and unrestricted CI sources.</i></p>
<p>21. Recent activities/programs, in particular those relevant to the GEF: <i>CI/Guatemala has focussed its activities on the protection and management of the Maya Biosphere Reserve, and is pursuing two broad strategies to achieve this goal. The first involves working with communities in the multiple use and buffer zones of the Reserve. By developing economic alternatives to slash-and-burn farming, cattle ranching, and industrial logging in these communities, CI/Guatemala seeks to increase the perceived value of an intact forest while sustainably benefiting local people. CI/Guatemala also works directly in the Maya Biosphere Reserve's core zones, supporting the government and other stakeholder efforts to protect these areas of strict conservation. In all cases, CI/Guatemala works in coordination with the government of Guatemala and local municipalities. Major functional units within CI/Guatemala's Petén office include small business development, natural forest management, community organization and training, policy and legislative affairs, and protected areas management.</i></p>	
PART IV - INFORMATION TO BE COMPLETED BY IMPLEMENTING AGENCY	
<p>22. Project identification number:</p>	
<p>23. Implementing Agency contact person: <i>Christine Kimes, Regional Coordinator (202-473-3689)</i>  <i>Douglas J. Graham, Task Manager (202-473-6667)</i></p>	
<p>24. Project linkage to Implementing Agency program(s): <i>The Country Assistance Strategy (May 1995) identifies improved natural resource management as a programmatic focus for World Bank assistance. This focus has been reinforced by the selection of Guatemala in 1997 as a program focus for World Bank rural development assistance, due to the central importance of natural resource management to poverty alleviation and development efforts in the country. The proposed GEF medium size project is complementary to the proposed Land Administration Project, which will stabilize land tenure in the Department. This will address one of the root causes threatening the integrity of the Laguna del Tigre Park, namely, land tenure insecurity</i></p>	



**COMISION NACIONAL DEL MEDIO AMBIENTE**  
**PRESIDENCIA DE LA REPUBLICA**  
**GUATEMALA**

**NUEVA DIRECCION**  
36. Av. 8-97 zona 10  
Tel.: 3381708 - 3312723  
Fax: 36204-5

652-97

Guatemala, noviembre 19 de 1997

Licenciado  
**Carlos Antonio Soza Manzanero**  
Director ProPetén Conservación  
Internacional Guatemala  
Flores, Petén  
Guatemala

Estimado licenciado Soza:

Acuso recibo de su nota de fecha 07.11.97, a través de la cual me presenta el Marco Conceptual de la Propuesta que se presentaron al GEF.

Del análisis de la referida propuesta y considerando la meta principal, en el marco de la conservación de la biodiversidad del Parque Nacional Laguna del Tigre, concluyo en que es adecuado y presenta beneficios para el trabajo que se desarrolla en el área de la Reserva de la Biosfera Maya, en tal virtud, en mi calidad de punto Focal Nacional del GEF, doy mi aval a la propuesta, en el entendido que cuando este trámite preliminar sea concluido ante el GEF, deberá presentar el proyecto final de la inversión de US\$1,000,000.00 que es solicitado.

Sin otro particular, hago propicia la ocasión para saludarlo muy cordialmente y desearle éxitos en sus actividades.

**Ing. Juan Francisco Asturias F.**  
Coordinador Nacional

JFAF/cv/ba

