

# IFAD's support for land and natural resource tenure security

Latin America and the Caribbean





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## List of acronyms

APR	Asia and the Pacific Region
ESA	East and Southern Africa
FAO	Food and Agriculture Organization of the United Nations
GEF	Global Environment Facility
GLTN	Global Land Tool Network
IIED	International Institute for Environment and Development
ILC	International Land Coalition
LAC	Latin America and the Caribbean
NEN	Near East, Europe, North Africa and Central Asia
OFID	OPEC Fund for International Development
UNECA	United Nations Economic Commission for Africa
VGGTs	Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security
WCA	West and Central Africa





# Introduction

Tenure security is not only an end in itself, but also a powerful means for enhancing the sustainability of other development efforts and for empowering rural people. Activities targeting tenure security are often interlinked, and IFAD's support for land and natural resource tenure security is typically integrated into broader agricultural and rural development projects and programmes,<sup>1</sup> rather than being an investment in "stand-alone" projects. This report presents the findings of a stock-taking exercise on IFAD's support in strengthening tenure security measures provided over the last five years, and projections for the next five. While the original stock-take was undertaken in 2015, all figures were updated in 2017. The stock-take was based on a review of 240 IFAD-supported projects, ongoing since 2010. The following will give an overview of investment and activities in Latin America and the Caribbean (LAC). To better understand the context in which these activities take place, this report will first give an overview of tenure security issues and policy developments in the region, followed by a summary of the findings for the global IFAD portfolio, and then go more into detail regarding the findings for LAC.

1. Hereafter referred to as projects.

## Land and natural resource governance in Latin America and the Caribbean

The overall richness and economic importance of LAC's ecosystems as well as its natural capital are undeniable.<sup>2</sup> One of the region's greatest comparative advantages lies in the abundance of its water and land resources.<sup>3</sup> In this highly complex landscape, countries of the region, including small island developing states, vary significantly in terms of size and economic development. They were the first of the developing world to go through rapid urbanization, with the attendant emergence of sharp social contrasts and economic disparities.<sup>4</sup> The region is currently the second most urbanized in the world.

### Prevalent tenure systems

From the Amazon rainforest to the high mountains of the Andes and the coral reefs of the Caribbean, the region hosts unique ecosystems and biodiversity of global importance. Twenty-five per cent of LAC is composed of desert and drylands,<sup>5</sup> while the remaining areas are characterized by arid, semi-arid and dry semi-humid zones as well as tropical savannahs. Land governance in the region offers a complex mosaic due to the wide diversity of policy systems, the different degrees of institutional development and the various approaches to environmental issues.

Land distribution in Latin America is highly inequitable. The majority of arable land in the region is controlled either by national governments or by economic elites, concentrated into large holdings known as *latifundia*. In consequence, poor rural farmers are often pushed towards subsistence farming or sharecropping on smallholdings (*minifundia*) with marginal soils. The predominant land tenure system in large areas of Latin America is customary tenure. Latin America also hosts important areas dedicated to national parks. Their management aims to preserve biological diversity and, concurrently, to generate economic activities driving social development.<sup>6</sup> Latin America is home to about 28 per cent of the world's potential new arable land, second only to sub-Saharan Africa.<sup>7</sup> Customary regimes and statutory land tenure systems coexist in **the Caribbean**.

2. United Nations Environment Programme (UNEP), "Latin America and the Caribbean", in *Global Environment Outlook 5: Environment for the Future We Want* (Nairobi: UNEP, 2012), 317-348.
3. The region is home to approximately 23 per cent of the world's forests and 31 per cent of its freshwater resources, and hosts six of the world's 17 mega-diverse countries.
4. United Nations Human Settlements Programme (UN-Habitat), *Affordable Land and Housing in Latin America and the Caribbean* (Nairobi: UN-Habitat, 2011), <http://unhabitat.org/books/affordable-land-and-housing-in-latin-america-and-the-caribbean-2/#>. (consulted in October 2015).
5. United Nations Convention to Combat Desertification, "Addressing Desertification, Land Degradation and Drought in Latin America and the Caribbean (LAC)", [www.unccd.int/en/regional-access/LAC/Pages/alltext.aspx](http://www.unccd.int/en/regional-access/LAC/Pages/alltext.aspx). (consulted in October 2015).
6. O. Sotomayor, *Governance and Tenure of Land and Natural Resources in Latin America* (Rome: Food and Agriculture Organization of the United Nations, 2008).
7. World Bank, "Future Looks Bright for Food Production in Latin America and Caribbean", 2013, [www.worldbank.org/en/news/feature/2013/10/16/food-production-trade-latin-america-caribbean-future](http://www.worldbank.org/en/news/feature/2013/10/16/food-production-trade-latin-america-caribbean-future).

State ownership remains important in the region, together with a variety of mechanisms meant to encourage the private use of land through leases and other arrangements. The small-island status of most of the Caribbean countries generates close interactions between land and marine management. The most prevalent form of tenure is generally termed “family land”, whereby a parcel is held in common by all or many descendants of an ancestor. However, the large-scale outmigration of Caribbean citizens results in frequent cases of absenteeism among landowners, causing particular complications.

### **Main challenges in the region**

Despite their heterogeneity, countries in LAC share common challenges, including climate change, biodiversity loss, concerns over water and land management, coastal and marine degradation, urbanization, poverty and inequity. The region’s natural environments are threatened by the impact of climate change. Poor and marginalized communities are at greatest risk. Outside the Amazon basin, desertification is a growing issue for the region. One third of Latin America is vulnerable to this phenomenon,<sup>8</sup> and many of the Caribbean islands also suffer from the desertification of their fragile ecosystems. Severe droughts and land degradation have also rendered the countries of Central America extremely vulnerable to natural disasters, delaying their sustainable development. In the entire region, land-use changes have intensified the use of natural resources, hence accelerating land degradation and desertification.<sup>9</sup> Combined with population growth, unsustainable global and regional production and consumption patterns have led to the extensive conversion of natural environments to productive systems, affecting the region’s biodiversity and threatening traditional lifestyles and livelihoods of local and indigenous communities.

The region is also subject to important conflicts due to mismanagement of land resources. In the tropical lowlands, colonization programmes allotted plots of land to colonists without considering prior indigenous land ownership. This created severe land conflicts between colonists and indigenous communities. Moreover, policies and land laws encouraged deforestation through claim of property rights over land classified as “improved” when transformed into agricultural land, and resulted in great fragmentation of property and a heterogeneous distribution of land resources. High levels of tenure insecurity, large numbers of informal property holders, insecure property rights for women and indigenous groups, complicated and obsolete land administration systems, disorderly data on property, lack of adequate sources of information on land for risk assessment, non-implementation of existing laws, and lack of legal framework for pursuing reforms are a few of the numerous challenges suffered by the region.

8. UNDP, Drylands Development Centre in Latin America & the Caribbean. See: [www.undp.org/content/undp/en/home/ourwork/global-policy-centres/sustainable\\_landmanagement/integrated\\_drylandsdevelopmentprogramme.html](http://www.undp.org/content/undp/en/home/ourwork/global-policy-centres/sustainable_landmanagement/integrated_drylandsdevelopmentprogramme.html). (consulted in October 2015).

9. The Intergovernmental Panel on Climate Change (IPCC) predicts that about 50 per cent of agricultural land in Latin America will be subject to desertification, and in some areas salinization, by the 2050s. See: IPCC, *Fourth Assessment Report* (New York: United Nations, 2007); GRID-Arendal, “Vital Climatic Graphic, Latin America and the Caribbean 2010”, [www.grida.no/publications/211](http://www.grida.no/publications/211).

### Policy developments<sup>10</sup>

Numerous protectionist policies as well as land reform and colonization programmes have created a complex policy environment in Latin America and the Caribbean. In the past decades, most countries in the region have developed national environmental, legal and institutional frameworks to formulate strategies and action plans for sustainable natural resource use and environmental protection.<sup>11</sup> In addition, some countries have promoted legal reforms to improve gender equal status in inheritance rights, co-ownership regimes and joint titling among spouses. In most countries of the region, state land allocation policies have also been a determining factor for agrarian systems.<sup>12</sup> In Latin America, land administration projects focus primarily on facilitating a land market. Several countries in the Caribbean are implementing or preparing land administration plans, including national coast management acts. However, the policy framework is highly fragmented; the large number of different laws and jurisdictions generates a lack of harmony in the region's regulatory practices.

10. For additional information on country policy developments, we invite you to refer to the following resources: Food and Agriculture Organization of the United Nations, "Tenure", [www.fao.org/nr/tenure/en/](http://www.fao.org/nr/tenure/en/); International Land Coalition, "Home Page", [www.landcoalition.org](http://www.landcoalition.org); Global Land Tool Network, "Home Page", [www.gltn.net/](http://www.gltn.net/); World Bank, "Home Page" [www.worldbank.org/](http://www.worldbank.org/); USAID, "Land Tenure", [www.usaidlandtenure.net/](http://www.usaidlandtenure.net/); Global Donor Working Group on Land, "About Land Governance", [www.donorplatform.org/about-land-governance.html](http://www.donorplatform.org/about-land-governance.html).

11. United Nations Environment Programme (UNEP), *Latin America and the Caribbean Environment Outlook: GEO LAC 3* (Panama City: UNEP, 2010).

12. Sotomayor, *Governance and Tenure of Land*.

## IFAD and land tenure security

IFAD uses various tools and approaches to strengthen poor rural people's access and tenure, and their ability to better manage land and natural resources, individually and collectively. These include: (i) recognizing and documenting group rights to rangelands and grazing lands, forests and artisanal fishing waters; (ii) recognizing and documenting smallholder farmers' land and water rights in irrigation schemes; (iii) strengthening women's secure access to land; (iv) using geographic information systems to map land and natural resource rights, use and management; and (v) identifying best practices in securing these rights through business partnerships between smallholder farmers and investors.

The Land Tenure desk's 2015 stock-take was a means to assess the investment in various activities with regard to the above across the regions. In the following section, an overview of the results will be presented.

### Investment in tenure security activities

Of the IFAD portfolio between 2012 and 2016, 134 projects have included tenure security measures, featuring 58 countries in the developing world. These 134 projects are made up of 118 loan and 16 grant projects – almost 30 per cent of all IFAD loans in the period under review. The total budget dedicated to tenure security in these projects is about US\$317 million, of which US\$177 million (56 per cent) is IFAD financing, as shown in table 1. Table 2 shows the percentage of the tenure security cost compared with the total commitment.

**Table 1.** Budget commitment of projects implementing tenure security activities in US\$

Financiers	Total commitment		Tenure security	
IFAD	3 078 694 348	48%	176 794 817	56%
Governments	1 132 722 334	18%	52 925 579	17%
Others	2 203 933 926	34%	86 991 709	27%
<b>Total</b>	<b>6 415 350 608</b>	<b>100%</b>	<b>316 712 105</b>	<b>100%</b>

**Table 2.** Percentage of total committed to tenure security activities

Financiers	Total commitment (US\$)	Tenure security (US\$)	% of total commitment
IFAD	3 078 694 348	176 794 817	<b>5.7%</b>
Governments	1 132 722 334	52 925 579	<b>4.7%</b>
Others	2 203 933 926	86 991 709	<b>3.9%</b>
<b>Total</b>	<b>6 415 350 608</b>	<b>316 712 105</b>	<b>4.9%</b>

### Investment over time

Seventy-one of the 134 projects have closed in the past five years, 49 will close between 2017 and 2021, and 14 will close in the years thereafter. Two projects have started in 2017 and will close after 2021. In addition, there are 25 projects under design or which have not yet come into force, which will probably deal with tenure security issues.

Table 3 presents an estimate of actual expenditure in the past five years in the 134 projects that were ongoing at any point in this period. The estimation for the period 2017-2021 for the projects already ongoing is presented in table 4. It is important to emphasize that any future projection is based only on the 65 projects that are ongoing and that will close after 2016.<sup>13</sup> This implies that these figures are very likely to change because new projects are being designed and will come into force in the years to come. The estimated budget for the 25 projects currently under design/before entry into force is provided in table 5.

Table 3. Estimated expenditure in US\$ 2012-2016					
	Financiers	Total commitment		Tenure security	
2012-2016	IFAD	1 286 572 326	48%	77 602 042	54%
	Governments	426 654 569	16%	21 741 245	15%
	Others	994 341 899	37%	45 200 364	31%
<b>Total</b>		<b>2 707 568 793</b>	<b>100%</b>	<b>144 543 652</b>	<b>100%</b>

Table 4. Estimated expenditure in US\$ 2017-2021					
	Financiers	Total commitment		Tenure security	
2017-2021	IFAD	916 396 549	47%	46 899 154	58%
	Governments	425 124 847	22%	15 109 010	19%
	Others	624 523 807	32%	18 163 766	23%
<b>Total</b>		<b>1 966 045 204</b>	<b>100%</b>	<b>80 171 930</b>	<b>100%</b>

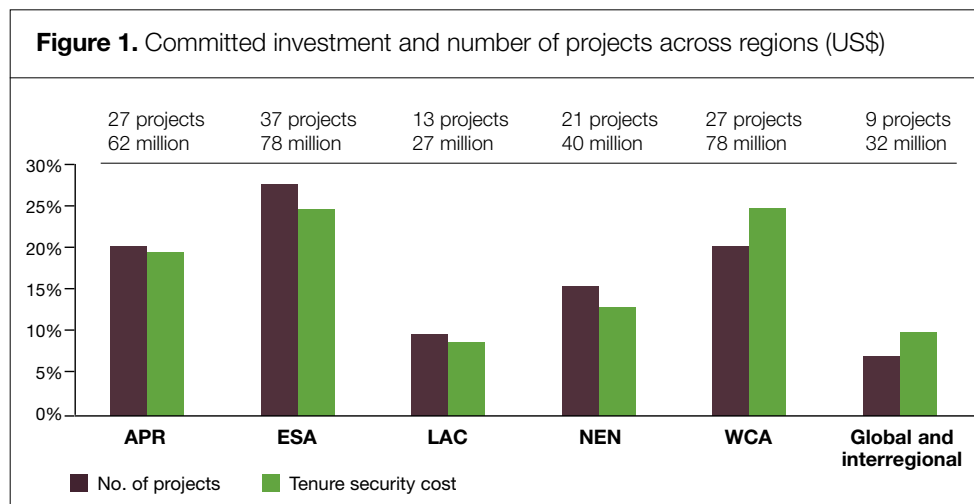
Table 5. Estimated budget in US\$ for projects under design/before entry into force					
	Financiers	Total commitment		Tenure security	
Pipeline	IFAD	574 057 283	50%	25 308 777	48%
	Governments	259 907 957	23%	9 102 926	17%
	Others	320 841 751	28%	18 868 602	35%
<b>Total</b>		<b>1 154 806 991</b>	<b>100%</b>	<b>53 280 304</b>	<b>100%</b>

13. This refers to the 49 projects closing between 2017 and 2021, and the 16 projects thereafter.

## Investment across regions

The following section will give more detail about investment across regions. Of the 134 projects analysed that have supported tenure security measures, nine projects are global, interregional or regional, of which all are grant funded and mainly aimed at lesson-sharing, policy dialogue and partnership-building. These include the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGTs) formulation (Food and Agriculture Organization of the United Nations [FAO]) and information dissemination (Associazione Italiana per l'Agricoltura Biologica - AIAB), support for pro-poor land governance (International Land Coalition [ILC]), Africa Land Policy Initiative (United Nations Economic Commission for Africa [UNECA]), knowledge management, capacity-building and development of impact assessment methodologies (Global Land Tool Network [GLTN]), and research into land access trends (International Institute for Environment and Development [IIED]).

Figure 1 shows that, of the 125 projects implemented at the country or regional level, the biggest proportion is in East and Southern Africa (ESA), followed by West and Central Africa (WCA), Asia and the Pacific (APR), the Near East, North Africa, Europe and Central Asia (NEN) and LAC. The spread of committed investment in tenure security activities is similar, with 25 per cent of investment each being allocated to ESA and WCA,<sup>14</sup> followed by APR (20 per cent), NEN (13 per cent) and LAC (8 per cent). This highlights that tenure security is more of a priority in some countries than it is in others. As mentioned, nine projects (7 per cent of all projects) are global or interregional grant projects. Their investment accounts for around 10 per cent of the total investment in tenure security activities.



14. Note that, for WCA, 16 per cent of investment can be attributed to a single project in Niger.

## Results for Latin America and the Caribbean

### IFAD's engagement in Latin America and the Caribbean

In 2016, IFAD's investment portfolio was spread across 18 of the 33 countries in LAC. The portfolio included 31 ongoing loan projects with a total IFAD investment of around US\$511.2 million.

The Fund's work focused mainly on empowering young people, working with indigenous peoples, boosting small farmers' access to value chains and markets, building strategic partnerships, and advocating in favour of small farmers.<sup>15</sup>

### Investment in tenure security activities

In LAC, 13 projects were identified (see annex I for a full list of projects) as implementing tenure security activities between 2012 and 2016, and an additional four projects are still under design or have not yet entered into force. The 13 projects spent around 4 per cent on tenure security activities. Seven projects already ongoing will be active at some point in the next five years and will spend around 3.2 per cent of their budget on tenure security measures. It is important to emphasize that any future projection is based only on projects that are already ongoing, implying that these figures are very likely to change, as new projects are being designed and will enter into force in the years to come. There are four projects under design or still to enter into force, of which three already have a budget, allocating 1 per cent to tenure security measures.<sup>16</sup> Tables 6, 7 and 8 below give more details about investment by financier.

Table 6. Estimated expenditure in US\$ 2012-2016					
	Financiers	Total commitment		Tenure security	
2012-2016	IFAD	132 883 175	39%	6 777 577	52%
	Governments	82 493 899	24%	2 893 882	22%
	Others	126 948 499	37%	3 431 402	26%
	<b>Total</b>	<b>342 325 572</b>	<b>100%</b>	<b>13 102 861</b>	<b>100%</b>

15. IFAD, *Annual Report 2016* (Rome: IFAD, 2017).

16. Note that this apparent decline in investment in tenure security measures is due to calculation of the average, which is skewed by the large total investment in two of the projects, with one being a grant of US\$3 million.



**Table 7.** Estimated expenditure in US\$ 2017-2021

	Financiers	Total commitment		Tenure security	
2017-2021	IFAD	74 984 068	26%	3 975 825	43%
	Governments	132 823 681	47%	3 802 584	41%
	Others	75 687 649	27%	1 399 634	15%
	<b>Total</b>	<b>283 495 398</b>	<b>100%</b>	<b>9 178 042</b>	<b>100%</b>

**Table 8.** Estimated budget in US\$ for projects under design/before entry into force

	Financiers	Total commitment		Tenure security	
Pipeline	IFAD	268 240 540	36%	13 675 633	51%
	Governments	233 391 792	32%	7 361 087	27%
	Others	233 699 102	32%	5 788 283	22%
	<b>Total</b>	<b>735 331 434</b>	<b>100%</b>	<b>26 825 003</b>	<b>100%</b>

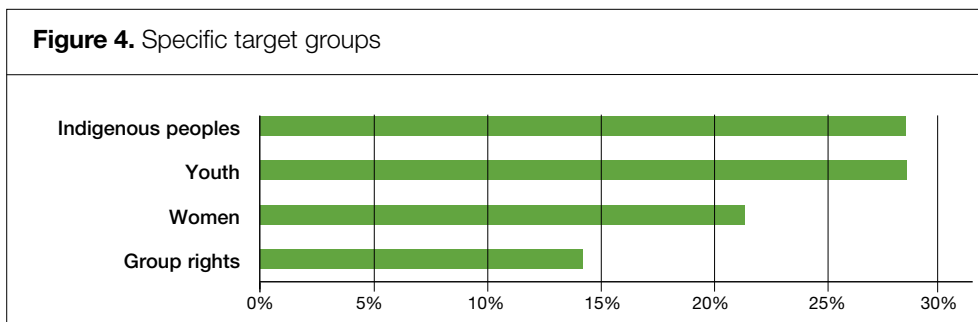
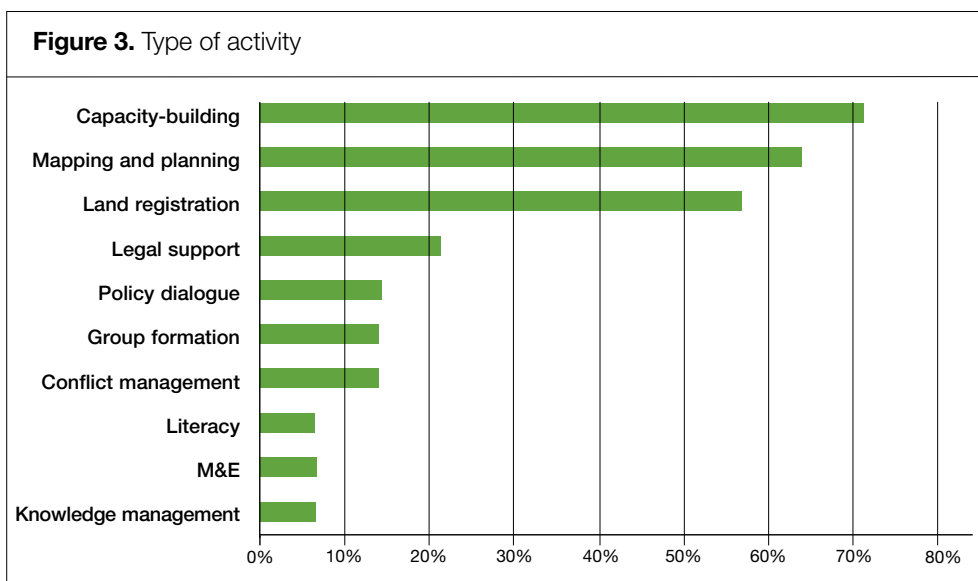
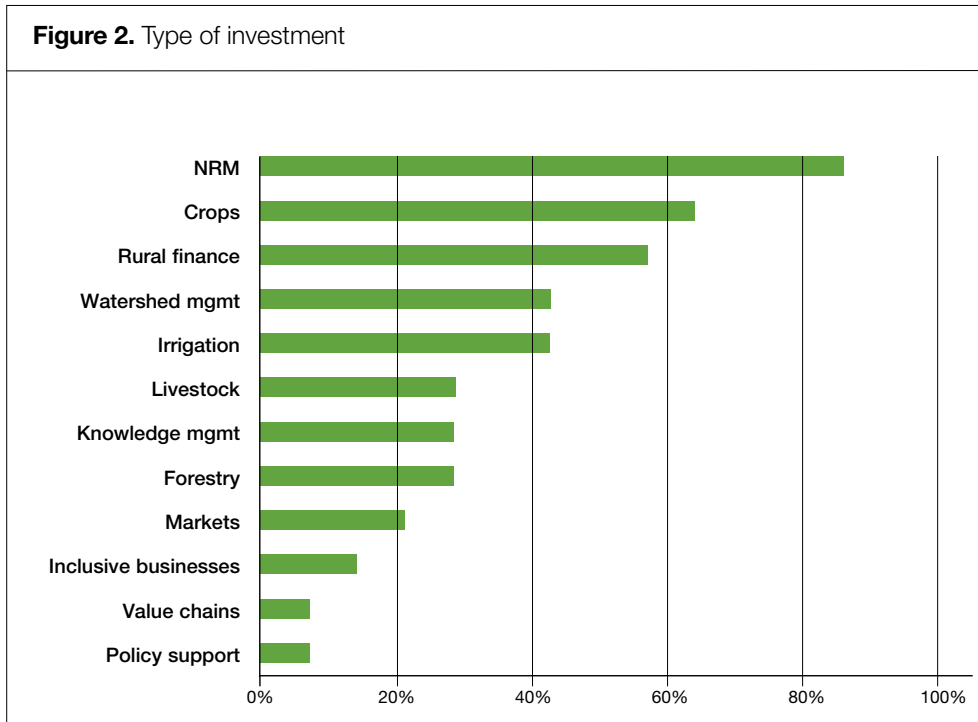
### Cofinanciers

Financiers other than IFAD and national governments that contribute to the projects in LAC include Spain (six projects), the Global Environment Facility (GEF) and the OPEC Fund for International Development (OFID) (two projects each) and the Inter-American Institute for Cooperation on Agriculture (one project).

### Type of investment

Figures 2 to 4 illustrate the broader scope of projects which implement tenure security activities (figure 2), as well as the specific actions (figure 3) and the target groups (figure 4). Note that categories are not mutually exclusive; typically, projects can cover multiple areas, include a range of tenure security activities and target more than one group.

**Type of investment:** Figure 2 illustrates the broader scope of projects which implement tenure security activities. This analysis was undertaken by assessing the area of intervention of project components. In LAC, 12 projects that deal with tenure security are active in natural resource management, nine projects work with crops, eight work on rural finance, and six projects each support watershed management and irrigation activities. Livestock, knowledge management and forestry were addressed in four projects each. Other activities addressed market development and access or value chains, provided policy support or supported inclusive businesses.



**Type of action:** Figure 3 displays the specific tenure security activities. Ten projects analysed in LAC undertook capacity-building activities. Nine tackle land and natural resource governance issues through participatory mapping and planning exercises, and eight tackle them through land registration. Three provide legal support. Other activities include conflict resolution, policy dialogue, monitoring and evaluation (M&E), literacy training, group formation and knowledge management.

**Specific target groups:** Overall, IFAD targets the rural poor. Within this general target group, it often explicitly focuses on specific groups, namely women, forest dwellers, fishery communities, young people, pastoralists and indigenous peoples. Four projects explicitly targeted tenure security for indigenous peoples, another four targeted youth, three targeted women, and two projects supported the securing of group rights, as shown in figure 4.

## Conclusions and way forward

The results of the stock-take of IFAD's activities in the field of land and natural resource governance activities are a snapshot of the IFAD portfolio of the past five years, rather than a comprehensive analysis of IFAD's engagement with the complex issues regarding tenure security, as highlighted in the first section of this report. However, it has left IFAD with a very important message: we do more than we realize! The activities in LAC are very diverse, but reflect the need for support on tenure issues in the fields of natural resource governance and agricultural production. Two things have become very evident through this stock-taking exercise. Firstly, high levels of inequality in LAC are very much intertwined with ownership or user rights of land and natural resources, and tenure issues are considered crucial to project outcomes in most projects. Secondly, this issue is politically sensitive in most countries, and thus it can be challenging for IFAD to get involved. Certainly an analysis of the projects that have identified tenure issues but are not implementing any activities will be useful to better understand how IFAD can provide support.

Stories from the field suggest that this modest investment (around 4 per cent of project cost) can have a great impact. However, there is a need to complement this anecdotal evidence with quantitative data, which is why the IFAD Land Tenure desk of the Policy and Technical Advisory Division (PTA), together with regional divisions and in-country partners, is putting effort into developing tools and methodologies to measure this impact.

Sharing knowledge on different levels is key to awareness-raising and capacity-building. For this reason, the IFAD Land Tenure desk, in collaboration with internal and external partners, prepares papers every year about the experiences of IFAD-supported projects and presents them at the annual World Bank Conference on Land and Poverty.

These efforts at knowledge-sharing feed into the aim of strengthening the capacity to respond to tenure activities by building a pool of expertise. As this desk study has shown, tenure issues are relevant in a variety of different project types and, in many projects, the demand for support is notably high. Providing training to IFAD staff and fostering the engagement with IFAD and external consultants will be part of building this pool of expertise.

# Annex I.

## Projects analysed in Latin America and the Caribbean

### Projects with tenure security activities

Project name	Tenure project cost (US\$)	Tenure security cost (US\$)
<b>Argentina</b>	<b>39 181 000</b>	<b>325 000</b>
Programa de Inserción Económica de los Productores Familiares del Norte Argentino (PROCANOR)	39 181 000	325 000
<b>Bolivia</b>	<b>58 980 907</b>	<b>2 000 000</b>
Economic Inclusion Programme for Families and Rural Communities in the Territory of the Plurinational State of Bolivia (ACCESOS)	58 980 907	2 000 000
<b>Brazil</b>	<b>220 223 195</b>	<b>5 140 054</b>
Policy Coordination and Dialogue for Reducing Poverty and Inequalities in Semi-Arid North-east Brazil (Dom Helder Camara Phase II)	125 299 999	416 729
Productive Development and Capacity Building Project (Paulo Freire)	94 923 196	4 723 325
<b>Colombia</b>	<b>69 924 130</b>	<b>3 183 813</b>
Building Rural Entrepreneurial Capacity Programme: Trust and Opportunity (TOP)	69 924 130	3 183 813
<b>Ecuador</b>	<b>24 294 532</b>	<b>455 527</b>
Development of the Central Corridor Project (Central Corridor)	24 294 532	455 527
<b>El Salvador</b>	<b>38 372 962</b>	<b>1 200 000</b>
Rural Development and Modernization Project for the Central and Paracentral Region (PRODEMOR-CENTRAL)	38 372 962	1 200 000
<b>Guatemala</b>	<b>34 000 164</b>	<b>2 801 789</b>
National Rural Development Programme Central and Eastern Regions (ORIENTE)	34 000 164	2 801 789
<b>Haiti</b>	<b>50 624 876</b>	<b>2 901 933</b>
Small Irrigation and Market Access Development Project in the Nippes and Goavienne Region (PPI-3)	16 554 156	585 599
Small-scale Irrigation Development Project (PPI-2)	34 070 720	2 316 334
<b>Mexico</b>	<b>18 528 823</b>	<b>1 139 836</b>
Community-based Forestry Development Project in Southern States (Campeche, Chiapas and Oaxaca) (DECOFOS)	18 528 823	1 139 836
<b>Peru</b>	<b>181 200 845</b>	<b>7 677 051</b>
Market Strengthening and Livelihood Diversification in the Southern Highlands Project (Sierra Sur)	34 478 165	1 200 000
Project for Strengthening Assets, Markets and Rural Development Policies in the Northern Highlands (Sierra Norte)	25 336 680	146 543
Sustainable Territorial Development Project	121 386 000	6 330 508
<b>Total</b>	<b>735 331 434</b>	<b>26 825 003</b>

## Projects under design or before entry into force

<b>Project name</b>	<b>Tenure project cost (US\$)</b>	<b>Tenure security cost (US\$)</b>
<b>Brazil</b>	<b>79 664 000</b>	<b>694 917</b>
Maranhão Rural Poverty Alleviation Project (MARPA)	39 664 000	394 917
Productive transformation of the Zona da Mata and Agreste territories in the Northeastern state of Pernambuco	40 000 000	300 000
<b>Colombia</b>		
Territorial Rural Development		
<b>Belize, Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras, Nicaragua, Panama</b>	<b>3 000 000</b>	<b>27 360</b>
Social and Economic Inclusion of Rural Youth in Central America and the Dominican Republic	3 000 000	27 360
<b>Total</b>	<b>82 664 000</b>	<b>722 277</b>





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