

# COLOMBIA LAND AND RURAL DEVELOPMENT PROGRAM

YEAR 4 WORK PLAN: OCTOBER  
2016–SEPTEMBER 2017

ALEX QUINTERO G. UJAN



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**AUGUST 2016**

This publication was produced for review by the United States Agency for International Development. It was prepared by Tetra Tech.

Cover photo: In El Castillo (Meta), LRDP is assisting community members who hold collective tenure to 21 parcels of land in their effort to individualize this tenure. The man pictured here is one of those community members.

This publication was produced for review by the United States Agency for International Development by Tetra Tech through the Colombia Land and Rural Development Program Task Order under the Strengthening Tenure and Resource Rights (STARR) Indefinite Quantity Contract (USAID Contract No. AID-EPP-I-00-06-00008, Task Order No. AID-514-TO-13-00015).

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## **DISCLAIMER**

The author's views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.



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# Acronyms and Abbreviations

FARC	Revolutionary Armed Forces of Colombia
GOC	Government of Colombia
IGAC	Agustin Codazzi Geographical Institute (Instituto Geográfico Agustín Codazzi)
INCODER	Colombian Institute for Rural Development (Instituto Colombiano de Desarrollo Rural)
INCORA	Colombian National Institute of Agrarian Reform (Instituto Colombiano para la Reforma Agraria)
LRDP	Land and Rural Development Program
LRU	Land Restitution Unit (Unidad de Restitución de Tierras)
MARD	Ministry of Agriculture and Rural Development (Ministerio de Agricultura y Desarrollo Rural)
PPP	Public-private partnership
SNARIV	National System for Victims' Assistance and Comprehensive Reparations (Sistema Nacional de Atención y Reparación Integral a las Víctimas)
SNR	Superintendence of Notary and Registry (Superintendencia de Notariado y Registro)
STARR	Strengthening Tenure and Resource Rights
STTA	Short-Term Technical Assistance
UPRA	Rural Agricultural Planning Unit (Unidad de Planificación Rural Agropecuaria)
USAID	United States Agency for International Development



# Executive Summary

As year 3 of the Land and Rural Development Program (LRDP) comes to a close and we prepare to embark on our final two years of implementation, we look out on unprecedented new horizons. On June 23, the government's peace negotiations with the Revolutionary Armed Forces of Colombia (FARC) produced a historic ceasefire and commitment on the part of the FARC to hand over its weapons and desist from illegal activities in exchange for incorporation into Colombia's political process as a legitimate actor. Following agreement on the final draft of the peace accords, which occurred on August 24, Colombians will cast their vote in a national referendum on whether to support the accords. As expected, land and rural development are centerpieces of the peace negotiations and feature prominently in the first point of the agreement, which is titled "Comprehensive Rural Reform."

In an effort to usher an institutional framework capable of supporting the implementation of the peace agreement, in June 2016 the government established three new agencies to replace the fractured and often ineffective Colombian Institute for Rural Development (INCODER) and take on some of the



In El Castillo (Meta), LRDP conducted a workshop for community members who hold collective land tenure to several parcels. The program is helping them individualize their tenure, which will allow each family greater autonomy over their land.

functions from the Consolidation Unit, which was also liquidated. Together, the National Land Agency, the Rural Development Agency, and the Agency for Territorial Renovation were charged with spearheading a new territorial approach for rural development—one with a strong focus on rapid and robust service provision by the state, accompanied by active community participation in areas with a history of neglect and impoverishment.

LRDP's work over the past three years has built the foundations for realizing profound impacts in years 4 and 5. This includes work to accelerate the pace of land restitution, enhance the planning and resource mobilization capacity of local governments, formalize land occupied by public entities

(such as schools and health posts), implement the country's first massive land formalization exercise, and mobilize several public-private partnerships (PPPs) that are supported by local governments. The value of our combined regional and national approach has been highly acclaimed by key government counterparts, including governors and mayors in our focus regions, the Land Restitution Unit (LRU), INCODER, the Superintendence of Notary and Registry (SNR), the Agustin Codazzi Geographic Institute (IGAC), the Ministry of Agriculture and Rural Development (MARD), and the Rural Agricultural Planning Unit (UPRA), and was rapidly recognized by the three nascent agencies established in the wake of INCODER's dissolution.

Through rich and meaningful capacity-building endeavors in our five focus regions (Cauca, Cesar, Meta, Montes de María, and Tolima), we have forged strong relationships with local government entities. Municipal and departmental governments have learned to plan and mobilize resources effectively that result in increased land restitution and accompanying rights, investment in public goods

that enhance rural livelihoods and productivity, and security of tenure through formalization of property rights.

During years 4 and 5, we will continue to implement a number of activities initiated during year 3, including, but not limited to, the following:

- Creating a land information system (the Land Node) that draws on and land-based information generated by eight government entities and supplies them with the needed information to carry out their mandates, with major gains in efficiency and security.
- Digitalizing over four million land-based records in 217 municipalities, increasing the efficiency and reducing the cost of government service provision while also securing and protecting files from manipulation.
- Equipping the National Land Agency with four information systems necessary to support the agency's effective operations and service delivery.
- Improving land-based livelihoods by strengthening six newly formed PPPs through the provision of technical assistance in building the capacity of grower associations to negotiate and sustain commercial agreements and empowering regional entities to mobilize resources and support partnerships.
- Supporting the LRU in the creation and rollout of a strategy to effectively address current and anticipated demand for restitution and ensure that all restitution cases are addressed prior to the expiry of its mandate in 2021.
- Developing a new legal statute in partnership with the National Planning Department that will frame implementation of a national, multipurpose land cadaster that is unified with the land registry and provides mapping and parcel information necessary to implementation of the peace accords and public policy for rural development.

We will also continue to liaise closely with other USAID programs as we have done in the past and capitalize on opportunities for collaboration.

Given the robust ramp-up of programming during year 3 and the continued execution of resources to complete year 3 activities, we remain with only US\$4 million to implement new activities in years 4 and 5. Our ability to fund the full set of activities in this work plan is contingent on receipt of approximately US\$1 million in co-financing from outside sources, an endeavor we are actively pursuing.

The activities presented in this plan represent those judged by the program's technical staff and leadership to be the most strategic actions for solidifying institutional strengthening gains already achieved, scaling up resource investments in target regions, and putting in place lasting transformational change. Through our year 4 and 5 programming, we are taking advantage of new opportunities to influence the direction of the three new agencies by ensuring that they are primed to respond to the new challenges posed by the post-conflict environment and to usher in a new era in which rural development and poverty reduction take center stage in the Colombian government's policy agenda.

Illustrative LRDP year 4 and 5 programming featured in this work plan includes the following:

- Designing strategic plans and regionally focused and inter-coordinated models for the three new agencies that ensure that their functions and instruments benefit rural families who are living in and returning to post-conflict areas.

- Implementing a pilot to carry out gender-equitable massive formalization of land parcels in Ovejas (Sucre), working in close collaboration with the National Land Agency; refining the methodology to enable replication by the agency in other parts of Colombia; and liaising with the Rural Development Agency to enable new titleholders to access productive projects.
- Facilitating the registration of public lands in the name of the state—a necessary step that allows these lands to be incorporated into an inventory of public lands and distributed to poor rural citizens while also protecting them from irregular acquisition by powerful actors.
- Mobilizing six new PPPs in regionally prioritized agricultural value chains and providing technical support to bolster their success and sustainability; this will result in 13 total PPPs mobilized by LRDP.
- Expanding regional investments in public assets that foster rural growth and community welfare through support to Secretariats of Agriculture in agricultural planning and information systems.
- Continuing to work with regional LRU offices to support the processing of an additional 2,100 restitution cases, including restitution of an ethnic territory in Cesar that will benefit approximately 1,800 people.
- Working with local authorities to mobilize resources necessary to comply with restitution rulings, as framed in the Territorial Action Plans developed with LRDP support.
- Identifying key barriers faced by women in securing their restitution rights and developing policy guidelines to overcome these barriers.
- Drawing on guidelines developed for restitution judges to enable lawyers from the LRU to better prepare and present victims' cases.
- Designing and launching information systems that enable regional governments to track compliance with judicial rulings on restitution, strengthen producer linkages to markets and service providers, generate resources to support productive projects, and store information on formalized land parcels.



In Ovejas (Sucre), LRDP helped the regional government develop a proposal for the rehabilitation of a damaged irrigation district. Now rehabilitated, the district provides these local farmers with a more secure water supply.

# Introduction

## BACKGROUND

Land insecurity and slow rural development remain critical challenges for the government of Colombia (GOC)—and overcoming them is essential to lasting peace. A bilateral ceasefire signed in June 2016 between the government and the FARC was followed by finalization of a peace agreement in August 2016, a landmark achievement that heralds the end of more than half a century of conflict. Regardless of the outcome of the national referendum on whether to support the accords (expected in early October), the GOC must continue its efforts to provide secure land tenure, access to land, and improved rural development in historically neglected and remote areas of Colombia, most of which have suffered greatly from the armed conflict.

LRDP, with our presence in six departments and 57 municipalities, continues to provide strategic technical assistance to the GOC at the national and regional levels. Over the past three years, we have established ourselves as an honest broker that works alongside the GOC to promote sustainable rural development in a number of ways:

- By streamlining processes and procedures to facilitate land restitution and formalization, bringing more people back to their land faster and with secure rights.
- By supporting departmental and municipal government planning to ensure that the necessary time and resources are made available to promote land reform and rural development.
- By working with local governments and the private sector (e.g., producer associations and private businesses) to mobilize resources and initiatives around specific value chains.
- By supporting new government entities (namely, the National Land Agency, the Rural Development Agency, and the Agency for Territorial Renovation) during their critical institutional start-up process.
- By connecting key GOC entities through web-based technology (e.g., the Land Node) designed to increase interinstitutional coordination and improve and expedite land reform processes.
- By facilitating the adoption of regionally tested solutions among national-level decision-makers and supporting the GOC in creating an enabling environment that facilitates sustainable development in a post-conflict scenario.

During our first three years of implementation, we catalyzed important initiatives to close the national-regional gap, supported newly established GOC institutions, and accelerated the processes of land reform and rural development. Today, we are recognized by national level decision-makers and local governments for the following achievements:

- Facilitating more efficient land restitution procedures and helping identify the country's current demand for restitution services.
- Helping the GOC organize its inventory of public and private lands potentially available for titling and registration—an essential piece of groundwork for the creation of the Land Fund.
- Developing and testing methodologies for the formalization of public and private land, including massive formalization.

- Promoting interinstitutional linkages to better organize and use land-related data through the Land Node and other information technology platforms.
- Supporting local government authorities in planning and mobilizing resources to reconstitute property lost as a result of the armed conflict and to address vulnerable communities' needs, paying particular attention to the unique needs of women and ethnic minorities.
- Supporting regional-level governments in mobilizing resources for value chains and public goods (such as small-scale irrigation) to achieve a better distribution of national resources, paying particular attention to areas historically neglected by the central government.

As we embark on our fourth year of implementation, we will continue to collaborate closely with the various USAID implementing partners, build on new and existing relationships with national and local government actors, bring together scattered, paper-based land information and make it electronically available, and document the results of our pilots to formalize public and private land in order to ensure that lessons learned and best practices can be replicated by the GOC throughout the country. In this way, we are preparing Colombia for sustainable peace.

This work plan presents LRDP programming for years 4 and 5, the final two years of the program. By presenting both years in one plan, we better position ourselves to implement remaining program activities and avoid the risk of initiating new activities in year 5 that may not have the time for full implementation. At the outset of year 5, we will prepare and submit a year 5 work plan that will reflect any adjustments to year 5 programming as a result of implementation of this work plan during year 4.



In Cesar, LRDP is supporting the development of a public-private partnership in the honey value chain. Here, members of the partnership show the fruits of their labor.

## NATIONAL-LEVEL POLITICAL ENVIRONMENT

During year 3, Colombia's economy was affected not only by dropping oil prices but also by price fluctuations in many other exportable products, such as coal, iron-nickel alloy, and coffee, resulting in a drastic reduction in the country's income<sup>1</sup>—and with it, a decrease in national- and regional-level public spending.

Additionally, the agricultural and rural sectors were once again affected by climate-related events—namely El Niño—which caused historic water shortages in many of the country's productive regions. As of mid-2016, the low levels of production associated with these shortages had led to an inflation

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<sup>1</sup> In 2013, Colombia's oil income was close to 20%. By 2015, the figure was down to 7.4%. This, in turn, generated fluctuations in the foreign exchange rate, with the currency devaluation reaching almost 37% in 2015.

rate of almost 8%. By the end of the year, inflation is expected to be close to 5%, much higher than what was set by the Central Bank.

These two phenomena (a decrease in public spending and fluctuations in agricultural production) have led farmers and local governments to turn to the national government for greater investments focused on improving rural development and public assets, such as irrigation systems, technical assistance, and value chain consolidation.

As a partial response to this, MARD has centralized most of its investment programs in Colombia Siembra, an initiative that seeks to increase by one million the number of hectares planted in Colombia by 2018. The program aims to do this by combining credits and interest-rate incentives with technical assistance.<sup>2</sup>

Toward the end of 2015, the national government decided to liquidate INCODER, creating two new agencies in its wake: the Rural Development Agency, which addresses agriculture and other types of rural development, and the National Land Agency, which has a mandate to administer, secure and allocate land. Additionally, the new Agency for Territorial Renovation, which will be housed in the Presidency, will take on some of the functions from the former Consolidation Unit and will be responsible for the rollout of post-conflict actions in prioritized municipalities, with the significant challenge of coordinating with the two mentioned agencies attached to MARD. In undertaking this institutional change, the government seeks to improve the sustainability and cohesion of state interventions at both the regional and national level, strengthen departmental Secretariats of Agriculture and regional value chains, and revive national-level programs for land formalization and distribution.

During the first half of 2016, governors' and mayors' offices created their four-year departmental and municipal development plans with a key focus on local capacity-building to generate sustainable, productive territories and prepare for peace according to the draft peace agreement. The investments required to implement these plans will, for the most part, be made in 2017.

Finally, in the coming months, the national environment will be closely focused on implementing the peace agreement negotiated with the FARC. The policies and investments required to sustain peace must include an appropriate mix of initiatives aimed at reforming the agrarian structure and providing smallholders with secure rights to land, generating stable incomes for rural producers through the diversification of markets and products, stabilizing risks imposed by climate change through appropriate water management and agricultural insurance models, and ensuring closely coordination between the newly created land and rural development agencies and between the national-level and departmental-level development plans.

LRDP's role as a coordinator, catalyzer, and capacity builder among government institutions is critical to ensuring sustainable, productive, and peaceful rural areas.

## REGIONAL SITUATION ANALYSIS

LRDP interventions and results are becoming increasingly evident in the program's five target regions, where support to restitution, formalization, rural development, and information management converge to become the foundation for an integrated rural development model. Additionally, our regional-level

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<sup>2</sup> Additionally, with Law 1776 of 2016 (Zidres), the national government seeks to increase investments in the private sector in some regions of the country.

efforts are linked closely to the priorities established in the country's national, departmental, and municipal development plans, to which we have made important contributions in terms of ensuring the inclusion of issues related to land, rural development, and peace building.

### Restitution Looks South

In 2016, the LRU began focusing on improving the quality and efficiency of the restitution process by increasing the entity's ability to process more cases in less time. The LRU also aims to enter new zones (for example, offices will be opened in Huila and Caquetá) and to strengthen the post-ruling phase<sup>3</sup> by promoting not just the physical restitution of land but also providing victims with the means to effectively enjoy their rights. Our strategy dovetails with the LRU's approach by helping ensure that local governments include budget lines in their Territorial Action Plans to enable them to comply with the restitution rulings issued by judges and equipping them with systems to monitor resource mobilization and investment in restoring rights.



A formalization specialist from LRDP's Meta office explains details about land tenure to community members in El Castillo.

With the peace accords now signed, the restitution process is expected to substantially turn south, including to our focus regions of Cauca, Meta, and Tolima. Here, restitution has been implemented at a much slower rate than in the Caribbean. We intend to work with the LRU to capitalize on lessons learned in the northern regions in order to facilitate land restitution in the southern areas.

### The Challenges Ahead

In addition to creating management models for the new land agencies, we will also help the Agency for Territorial Renovation roll out its operations at the regional level, based on what was agreed on in Havana. Current assessments suggest that the agency will cover approximately 200 municipalities and will have both a thematic and geographical overlap with our work, particularly in terms of emphasis on locally led development plans in Cesar, Cauca, Montes de María, and Tolima.

Additionally, the government has announced the implementation of 23 “concentration” zones in 16 departments, of which five municipalities are within our focus regions: Planadas (Tolima); Buenos Aires, Corinto and Caldono (Cauca); and La Paz (Cesar). These are areas where FARC ex-combatants will be settled and are instrumental for the success of the demobilization process. We will monitor these developments closely as the peace agreement unfolds to understand what implications they may have for our programming.

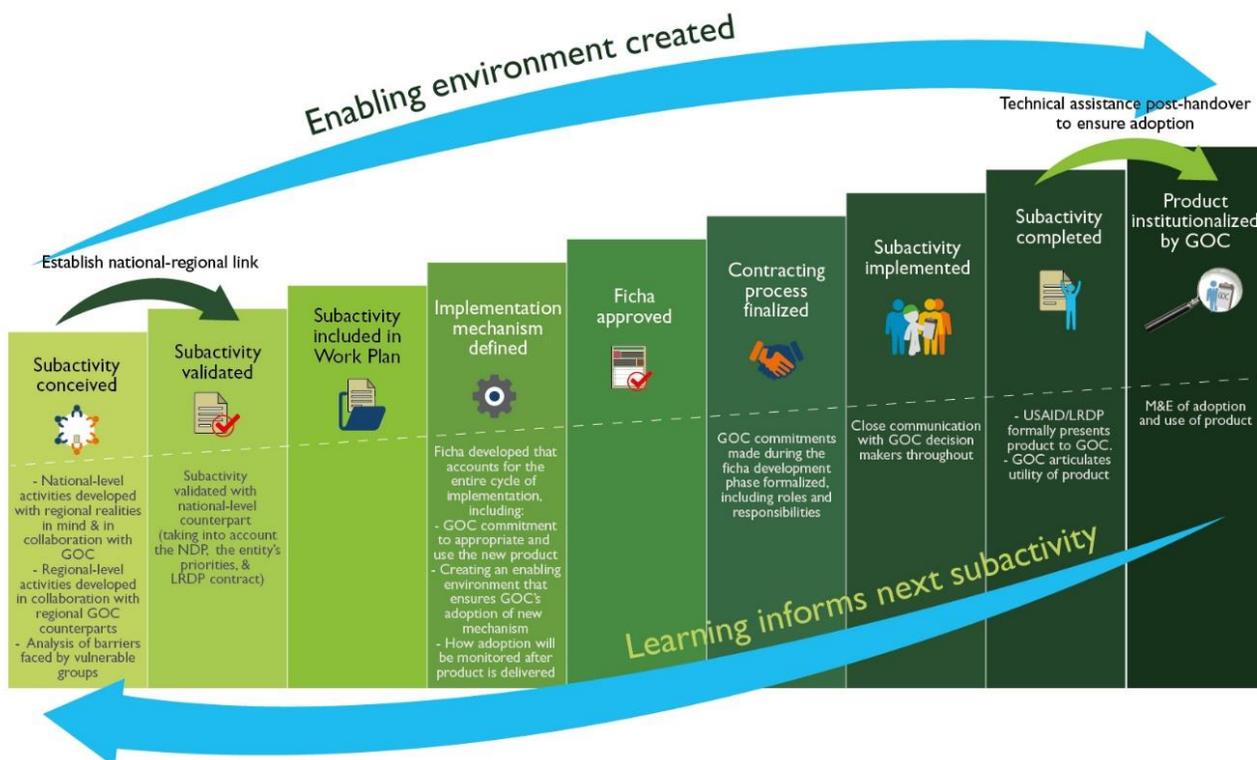
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3 The restitution process can be roughly divided into three phases: (i) the administrative phase, when restitution claims are processed by the LRU; (ii) the judicial phase, when cases are ruled on by restitution judges; and (iii) the post-ruling phase, when victims have returned to their land and government entities are obliged to take a range of actions to ensure victims' full enjoyment of their rights.

## STRATEGIC FOCUS TO CATALYZE INSTITUTIONAL ADOPTION

To ensure the sustainability of project efforts, our year 4 and 5 activities will continue to employ the methodology developed in year 3 to catalyze institutional adoption (see graphic below). However, this year, the two-pronged approach will focus especially on ensuring uptake by the country's new agencies and the LRU, which are tasked with carrying out land and rural development priorities framed in the peace agreements:

- Create enabling environments for the institutional uptake of LRDP pilot activities.** While the documentation of program successes and lessons learned is critical to building GOC capacity, our end goal is the institutional adoption of new mechanisms, methodologies, and information systems. We will work strategically with national-level decision-makers within the GOC to move beyond the provision of information, guidelines, manuals, tools, and lessons learned and toward the institutional uptake of policy recommendations and piloted methods. In years 4 and 5, we have the opportunity to partner with three new agencies created to support the implementation of the peace accords and territorial development: the National Land Agency, the Rural Development Agency, and the Agency for Territorial Renovation. At the same time, we will continue to capitalize on our strong partnership with the LRU. We will ensure that pilot initiatives and guidelines are disseminated to these entities in a way that can help them adopt best practices and management models, work in coordination with one another, and deliver important early victories. In order to ensure the success of this effort, we will work at both the technical and senior management level of each entity.
- Equip relevant program activities with an “institutional adoption strategy.”** For all work plan activities that result in recommended policies and practices, we will continue to place special emphasis on generating the institutional conditions necessary for their adoption and implementation, as well as on ensuring that each of our four components contributes to the country's strategy on integrated rural development. Activities will include three essential elements: (i) collaboration with all relevant levels of GOC counterparts during activity conception, design, and



implementation; (ii) the inclusion of validation mechanisms for our GOC counterparts; and (iii) the design of implementation strategies whereby we provide critical technical support to foster the adoption of our results. The success of activities will be judged according to their ability to demonstrate institutional adoption, including through success stories that feature testimonials of institutional uptake by GOC institutions.

## **WORK PLAN METHODOLOGY**

This work plan was formulated using a participatory and consensus-building methodology with our regional and national technical teams and management. The main objective was to formulate activities with a regional and national focus that promise profound and sustainable impacts, contribute to our project indicators,<sup>4</sup> are consistent with the current context and priorities of the land sector, and build on the program's restitution, formalization, and rural development support implemented during years 1, 2, and 3. We undertook a five-step methodology: (i) definition of strategic lines for each of our four components; (ii) formulation of regional and national activities to be implemented in years 4 and 5 for each strategic line; (iii) a workshop to review, agree on, and prioritize regional activities, and then refine our strategic vision in our focus regions and at the national level; and (iv) review of all proposed year 4 and 5 activities by program leadership to select the most strategic ones and reinforce an integrated approach within the budget ceiling.

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4 This work plan has been designed under the assumption that the AMEP revision submitted to USAID on June 8, 2016, is the definitive version of our project indicators.

# Illustrative Year 4 & 5 Activities

## COMPONENT 1: RESTITUTION

Nearly eight million people have been direct victims of Colombia's armed conflict. The majority of these (6.8 million<sup>5</sup>) have been forcibly displaced from their lands. According to the most recent estimate, the government will have to attend to 160,000 land restitution claims by 2021.<sup>6</sup>

To date, the LRU has received 91,537 restitution requests, nearly half of which are ready to move to the next step in the process (56,261). Of these, more than 60% (34,333) have completed the administrative phase. Of those, approximately 45% have been included in the Registry of Dispossessed and Forcibly Abandoned Lands (15,823), and of those, more than 75% have been presented to judges (11,983), while 30% have received a ruling (3,670).<sup>7</sup>

These numbers indicate that the LRU has received more than half of the expected restitution requests. Among the government's greatest challenges moving forward are the preparation of cases for judicial review and ensuring compliance with restitution rulings so that victims and their families can enjoy comprehensive restitution (i.e., restitution resulting in improved livelihoods).

During years 4 and 5, we will continue strengthening the capacity of the entities working on land restitution in an effort to help the GOC achieve its national goal of 50,000 restitution cases processed by the end of 2018 (as described in the current National Development Plan). At the same time, we will improve the quality of the restitution process with regard to the processing of restitution claims, the preparation of cases for judges, and compliance with restitution rulings.



In Puerto Gaitán (Meta), the program is supporting the indigenous Sikuni community and the LRU in the preparation of an ethnic restitution claim. Due to their complex nature, ethnic restitution cases are often much more labor intensive than ordinary cases.

Our proposed activities for years 4 and 5 respond to the significant challenges facing the GOC at this historical moment, where land restitution is a key piece of the Havana peace accords. In particular, land restitution intersects with points in the agreements related to creating more opportunities to improve rural livelihoods and making the necessary reparations to victims of the armed conflict.

Our year 4 and 5 restitution activities will be largely structured around three main pillars:

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5 Victims Unit, <http://rni.unidadvictimas.gov.co/RUV>, July 19, 2016.

6 The GOC had originally estimated a restitution demand of 360,000 claims during the ten-year period in which Law 1448 is in effect. LRDP's study entitled "Re-estimación de la potencial demanda de restitución de tierras en Colombia," which was completed in May 2016, established this new figure.

7 Land Restitution Unit, May 30, 2016.

1. Enabling the LRU to process restitution claims more rapidly and efficiently.
2. Facilitating legal representation for vulnerable “secondary occupants”—good-faith occupants of land that is being claimed by others in the restitution process.
3. Ensuring that land restitution beneficiaries are able to inhabit their reclaimed land and to benefit from their rights established in the judicial process.

STRATEGIC SNAPSHOT: RESTITUTION		
Strategic line	Anticipated transformational changes as a result of LRDP support	Expected contribution to AMEP indicators
<i>Support to the LRU in administering land restitution claims</i>	LRU regional office staff are equipped to process restitution cases more efficiently and effectively. LRU is prepared to meet the outstanding demand for land restitution.	Direct: 1.1.1; PO4 Indirect: O1.1; O1.2 PO1; PO2
<i>Strengthen representation of secondary occupants</i>	Families occupying land in good faith are able to effectively present their cases and secure favorable outcomes in court rulings. Reduced risk of violations of vulnerable persons’ rights during the implementation of Colombia’s restitution policy.	Direct: PO4 Indirect: PO1; 1.1.2
<i>Increase compliance with restitution rulings</i>	Victims of armed conflict receive secure rights to land and other reparations, fostering confidence in Colombia’s commitment to rendering justice and establishing the foundations for lasting peace.	Direct: 1.1.1; PO3; O3.1; O3.2; PO4; 3.1.2 Indirect: PO1; O1.1

### Support to the LRU in Administering Land Restitution Claims

In November 2015, the Constitutional Court of Colombia ordered the LRU to develop a strategy for addressing the remaining demand for land restitution among victims of the armed conflict. As a first step to help the LRU respond to the court’s sentence, we carried out a study that rigorously assessed the nationwide demand for restitution, taking into account demand trends established during the first five years following the passage of Law 1448. This study revealed that the true demand for restitution is approximately 160,000 claims, contrary to the country’s original estimate of 360,000—which suggests that the LRU has already received more than half of its expected caseload and is in a better position to treat the full caseload by the time the law expires in 2021.

To help ensure that the LRU has the necessary guidelines and resources in place to address its current caseload and respond to the anticipated remaining demand, we are supporting the LRU in preparing an action-oriented strategy for processing its current and future caseload in the most efficient manner possible, thereby facilitating the issuing of rulings by judges. This activity was approved in year 3; the preparation of the strategy will conclude in September 2016. Once the strategy is finalized and adopted, we will help the LRU ensure that it is understood and accepted within the unit and by other national- and regional-level government entities engaged in the restitution process.

In our five focus regions, we will provide short-term technical assistance to the LRU’s regional offices to accelerate the processing of restitution cases, ensuring that victims’ cases are prepared with the highest quality of evidence and detail before being presented to judges for consideration. We will compile methodological guidelines for LRU lawyers to organize and present evidence to restitution judges, and test its application in Tolima. Our efforts will be further strengthened through collaboration with the USAID Access to Justice program in holding dialogues between LRU lawyers and the judicial

branch that handles restitution cases. Workshops are designed to share the respective guidelines developed for the LRU and the judiciary and to identify any gaps in their alignment or in adherence to such guidelines. Three workshops are planned early in Year 4 based on themes prioritized by the LRU and the judicial branch, which include context analysis, secondary occupants and gender and ethnic differentiation. This will further educate LRU staff—and its lawyers in particular—on the information needed by judges to properly and efficiently review restitution cases. We will also explore opportunities for collaboration with the upcoming Justice for Sustainable Peace project once it is operational.

In addition, based on a request made by the CCJ to USAID, the program will provide support to the Colombian Commission of Jurists (CCJ) to provide continued support to the LRU in helping to resolve emblematic cases. The program is currently in discussions with CCJ to identify the exact scope of the support and to prioritize cases that are in the final stages of resolution and for which resolution would benefit several families, including women claimants. Through this support, LRDP expects to facilitate the resolution of around 30 particularly challenging restitution cases.

**Number of restitution cases that LRDP will support in years 4 and 5**

Cauca: 300

Cesar: 400

Meta: 300

Montes de Maria: 700

Tolima: 400

The accompanying text box shows the number of cases in each region that we expect to help the LRU process in years 4 and 5. Moreover, in Cesar, we expect to support the case presented by the Guacoche community, facilitating the restitution of approximately 1,432 hectares of collective territory to an estimated 400 families (approximately 1,800 people).

**Representation of Secondary Occupants**

During year 3, we enabled the Public Defender’s Office to more effectively defend the rights of vulnerable families

occupying land being claimed by others in the restitution process. These “secondary occupants” are often themselves victims of displacement or fraudulent land deals, and are at risk of eviction and additional displacement as land is restituted back to its rightful owners. In order for the restitution process to provide durable and peaceful solutions, it is critical that it not contribute to a new cycle of displacement of innocent citizens. In Cesar, Meta, and Montes de María, we will continue to help public defenders secure powers of attorney that enable them to defend the rights of an estimated 300 secondary occupants.



**From Rights on Paper to Rights in Practice**

While the progress of Colombia’s restitution efforts is often measured according to the number of cases processed by the LRU and the number of rulings issued by judges to reconstitute parcels, the success of the restitution process can only truly be judged by whether victims of displacement are able to return to their land, enjoy secure rights to this land, and lead productive and fulfilling lives. This is why we deem it crucial to lend support to the post-sentencing phase of restitution. During years 4 and 5, with regard to cases that have

yet to meet all post-ruling requirements, we will work closely with local authorities to mobilize the resources necessary to comply with restitution rulings, as framed in the Territorial Action Plans developed with LRDP support. We will also strengthen local authorities' capacities to effectively direct these resources to the benefit of victims, which includes ensuring that their land rights are formalized and that they gain access to the resources and technical assistance needed to lead productive livelihoods. To do this, our restitution component will closely coordinate with our formalization and rural development components. Moreover, given that managing resources for and effectively delivering on the rights afforded to restitution beneficiaries is not possible without robust information systems, our fourth component (on information sharing and management) will play a key role in ensuring that the relevant information is made electronically available.

Anecdotal evidence suggests that women heads of household face special challenges when it comes to securing rights granted to them by the restitution process. The LRU has sought our support in more precisely identifying the types of challenges women confront when trying to claim their rights and identifying strategies for how these can be overcome with the help of the GOC and other actors. During years 4 and 5, we will conduct research in three municipalities (Ataco in Tolima, Ovejas in Sucre, and Carmen de Bolívar in Bolívar) to identify the specific barriers women confront and propose recommendations for overcoming them. Institutionalizing the recommended measures emanating from this study will be critical for ensuring that restitution leads to gender-equitable control over land and its associated benefits, reversing historical trends of female dependency. Therefore, we will also work closely with the LRU and other GOC entities in years 4 and 5 to facilitate their adoption of the recommended measures.

With the emergence of three new agencies following the liquidation of INCODER, there is a strong need to build these agencies' capacity to support the land restitution process. This is most apparent in the case of the National Land Agency, which will need to be prepared to respond to restitution sentences requiring that land be titled in the names of victims. Through targeted technical assistance, we will enable the new agency to adopt policies and procedures to efficiently respond to restitution sentences, thereby helping restitution beneficiaries enjoy secure rights to their land. We will also work with available staff from the new agency to develop guidelines for sharing information with the LRU in order to comply with post-ruling requirements.

Finally, funds permitting, we plan to extend our "land market study"—which analyzes the behavior of land markets in the face of armed conflict and land acquisitions—to Meta, where the Ley de Zidres is expected to be highly relevant. During year 3, we carried out the study in three of our focus regions: Cesar, Montes de María, and Tolima. The findings revealed the distinct ways that land market dynamics have unfolded in each region, depending on the time period when armed groups controlled the territory, the motives behind these armed groups, the politics of land reform at the time, and the capacity of the government and landholders to formalize land rights. The LRU has committed to utilizing the study's findings to inform restitution cases in each of these regions, but has requested that we expand it to other areas, especially Meta, where there are high-profile conflicting claims over land, the resolution of which is a priority in the peace accords. Due to budgetary constraints, we will refrain from committing funding for this activity unless resources become available (e.g., through co-financing opportunities, further devaluation of the peso against the dollar, and/or other activities coming in below expected budget projections).

## COMPONENT 2: FORMALIZATION

As Colombia enters the post-conflict phase, the GOC's top priority will be compliance with the commitments captured in the Havana peace agreement. Some of the most relevant commitments included in the agreement under "Comprehensive Rural Reform" are land formalization, access to land and equal distribution of land. These are framed as fundamental for achieving rural development and the improvement of rural citizens' well-being. This calls into question the effectiveness of "formalization on demand," whereby the onus is on the landholder to seek formal titles to his or her land, which is the approach that the government has relied on to date and which often excludes the poorer, less educated, and most vulnerable segments of society. As part of the peace agreements, the government intends to adopt a new formalization model in which the government would lead land formalization efforts on a massive scale, offering titles to thousands of rural citizens who lack legal certainty over their rights to land on which they live and work.

This need to transition from a demand-based model to one led by the state has been taken into account by the regulations that gave birth to Colombia's new land agencies. For example, the National Land Agency, which was formed via Decree 2363 of 2015, is charged with implementing massive formalization through a property "sweep" methodology. Since this model is a first for Colombia, the agency must ensure that its administrative processes allow it to operate under this new vision.

STRATEGIC SNAPSHOT: FORMALIZATION		
Strategic line	Anticipated transformational changes as a result of LRDP support	Expected contribution to AMEP indicators
<p><i>Support the National Land Agency in implementing massive formalization processes, streamlining its on-demand formalization processes, and unifying land formalization and cadastral mapping processes.</i></p>	<p>The National Land Agency is equipped with a proven methodology to carry out land formalization on a massive scale, ensuring that Colombian citizens who have traditionally lacked access to secure land rights can now enjoy them and are less vulnerable to conflict.</p> <p>The Colombian government realizes cost savings and service delivery efficiencies through increased institutional coordination and the adoption of more efficient and unified procedures, which include the adoption of a methodology that simultaneously results in land formalization with cadastral updates.</p>	<p>Direct: O2.1; O2.2; 2.1.1; 2.2.1; 2.2.2; PO4; PO3</p> <p>Indirect: PO1</p>
<p><i>Pilot a method in Meta for registering public land in the name of the state based on an inventory of identified public lands.</i></p>	<p>The National Land Agency is equipped with a method for registering public land in the name of the state, protecting it from being claimed through irregular processes and providing the agency with a databases of secure and known properties that can be drawn on to supply the Land Fund and build a more equitable agrarian structure in Colombia.</p>	<p>Direct: 2.3.1</p> <p>Indirect: O2.1; 2.1.1</p>
<p><i>Support the National Land Agency to formalize public and private parcels (applying a gender focus) and provide the agency with tools to enable the methods to be adopted and scaled up.</i></p>	<p>Reduction in the prevalence of rural land disputes that arise from multiple families sharing ownership to the same parcel of land.</p> <p>The national land agency is equipped with a methodology for granting individualized property rights to families under group tenure.</p> <p>Increased tenure security by rural producers and capacity to access public resources that enhance rural productivity.</p>	<p>Direct: O2.1; O2.2; 2.1.1; 2.2.1; PO4; PO3</p> <p>Indirect: PO1</p>

During years 4 and 5, we will support the National Land Agency in two exercises designed to provide a basis for supplying the Land Fund, a core commitment expressed in the peace accords, with land that can be distributed by the state to landless and land-poor campesinos. The first of these activities will involve our piloting a methodology in Meta to formally assign public land in the name of the state; this is a methodology that we developed in year 3 and that will draw on an inventory of public lands identified by the program in Meta.

Previous failure to have public land formally assigned to the government has allowed dubious and powerful individuals to assert claims to these lands through judicial sentences, rather than pursuing traditional administrative processes that promote equitable resource distribution. This issue is more timely than ever before in light of a recent Supreme Court decision<sup>8</sup> that potentially opens up the door



A resident of Santander de Quilichao (Cauca) participates in a formalization workshop led by LRDP. The program is supporting the development of a municipal formalization plan for this municipality.

for the extensive privatization of public land by informed and powerful actors, unless public lands are clearly assigned to the state. Quick action on this matter is therefore one of the GOC's best defenses against a potential land grab and a reliable method for ensuring that parcels are made available for the Land Fund. We have already contributed to inventory of public lands that have not yet been subject to claims through judicial sentences, which could be officially assigned to the state. Specifically, our support has contributed to 235 properties with administrative resolutions enabling them to be registered in the name of the National Land Agency.

The second activity that has the potential to provide the National Land Agency with a source of land for the Land Fund is continuation of our work to review the legal status of land still assigned to the now-extinct Colombian National Institute of Agrarian Reform (INCORA). Our previous work in this domain resulted in the identification of 235 land properties totaling approximately 8,000 hectares that could be immediately transferred to the National Land Agency. Another 77 properties lacked certain requirements, which can be remedied to enable their eventual transfer to the National Land Agency. Contingent on availability of sufficient funding, we will assess the potential for another 259 properties under INCORA to be assigned the National Land Agency. In the meantime, we will refrain from committing funding for this activity unless resources become available (e.g., through securing co-financing, continued devaluation of the peso, and/or other activities coming in below expected budget projections).

In year 3, we initiated the design of a systematic land rights formalization ("sweep") methodology for land titling, which allows the government to obtain information on each and every parcel, whether

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public or private, within a particular geographic area. This methodology will serve as a key input that allows these new institutions to adopt formalization alternatives. Already, the National Land Agency and the National Planning Department have committed to linking the LRDP-developed massive formalization methodology to the multipurpose cadaster methodology that the government plans to pilot in 11 municipalities beginning in September/October 2016. This early commitment represents a major win for LRDP.

Early in year 4 and extending into year 5, we will pilot in Ovejas (Sucre) the first massive land rights formalization exercise for rural lands. Unlike sporadic, demand-driven land formalization methods, massive land formalization is supplied to an entire community, *vereda*, or municipality, allowing for greater efficiencies, inclusiveness, and significantly lower cost per parcel. Currently, given Colombia's



onerous legal requirements for titling and registering land, it costs approximately US\$800 to formalize a parcel in Ovejas—a price that is often prohibitive for many rural citizens. This formalization exercise will bring that cost down to approximately US\$330 per parcel.

During year 3, we supported the development of municipal formalization plans in Ovejas and in Santander de Quilichao (Cauca), which are poised to lay the groundwork for massive formalization

exercises in both municipalities, the first led by LRDP and the second by the National Land Agency. We had also foreseen being able to carry out a smaller massive formalization exercise in Fuentes de Oro (Meta). However, in light of budgetary constraints, it is not possible for us to carry out the massive formalization exercises in all three municipalities. Instead, we intend to fund part of the massive formalization in Ovejas and seek co-financing to enable the full municipality to benefit from the exercise. Based on evidence of the effectiveness of this pilot in Ovejas, we hope to convince the National Land Agency of the value of applying the method in Santander de Quilichao, using the municipal plan already developed with project support and by funding the establishment of a basic land administration office to store land records. At the time of writing this work plan, the National Land Agency had verbally committed to funding half of the Ovejas pilot and to fully implementing the Santander de Quilichao pilot.

While the massive formalization method has taken center stage in attracting the interest of GOC partners, we will also test other formalization methods that are more modest in scope but have high potential to grant tenure security to large numbers of rural citizens. This includes individualizing rights granted by INCORA to groups of farmers. Allocation of group tenure to individual farming families has proven to be fraught with complications and ineffective in securing tenure, especially in areas that were subject to extensive displacement. In Meta, we will design and test a methodology for adjudicating individual rights to families occupying land granted to them as a collective. We will work with the National Land Agency in the development of the methodology and share the results so that a refined, tested tool can be applied in the many other contexts where this multi-family tenure situation and its consequent problems persist.

In Cesar, we will support the formalization of over 300 private and public land parcels that will benefit members of mango, honey, cacao, dairy, panela, and cool-climate-fruit value chains. We expect to promote and facilitate PPPs in specialty coffee, honey, and panela. These formalization efforts will go hand in hand with our efforts to rehabilitate mini irrigation districts and roads, thereby paving the way for public investments in these areas. Finally, in Tolima, we will design a project that the governor's office will implement, which will result in formalization of 200 rural families associated with productive alliances supported by LRDP.

During 2014, LRDP supported development of a draft law governing land, which proposed measures to make the land formalization process more efficient, including through state application of a parcel sweep method. At that time, the GOC was not prepared to consider the proposed reforms, requiring the program to redirect its efforts toward other initiatives. With the country entering the post conflict phase where formalization and access to rural land feature prominently in the peace accord commitments, the National Land Agency has informally signaled its interest in supporting legal reforms to Law 160 of 1994 governing land property. LRDP will take advantage of this window of opportunity to present the work carried out by the project to the National Land Agency and seek their input and willingness to advocate for reforms vis a vis the MARD and other land sector agencies. This technical meeting will also serve as a forum to present the inventory of irregularly and illegally acquired lands prepared by LRDP and to understand the agency's plans to tackle challenging agrarian structure issues like the recovery of state lands from those that were irregularly acquired.

Should the agency be willing to champion reforms, LRDP will revisit the prior legal draft to assess the relevance of its varied proposals in light of the commitments made in the peace accords as well as recent legal reforms and initiatives in the land sector (e.g. multi-purpose cadaster pilots), and if invited by the agency and the MARD, revise the draft law for their consideration. The program will also use the opportunity to acquaint the agency with the National Clarification Plan, a plan to guide the process for determining if a parcel improperly formalized under a judicial sentence is a public or private property, and the process established by the program for the recovery of public lands found to be irregularly acquired. The National Land Agency willing, the LRDP will offer its staff ongoing technical support to apply this approach to recover improperly assigned public land.

## COMPONENT 3: RURAL DEVELOPMENT

During years 4 and 5, we will offer continued support to the GOC in mobilizing resources toward the regions to improve the quality of life of rural populations, with a special emphasis on preparing rural areas for a post-conflict scenario. Key to this effort is support to the government in rolling out three of its new agencies—the National Land Agency, the Rural Development Agency, and the Agency for Territorial Renovation—whose success is critical to the sustainability of the regionally focused interventions mentioned in point one, “Comprehensive Rural Reform,” of the Havana peace agreement. These agencies’

management models and strategic plans will determine the success of the comprehensive implementation of land and rural development policies in the country, particularly in areas that have been selected as target municipalities for post-conflict. The products that we developed in previous years—such as methods for mobilizing PPPs, local institutional capacity-building models, and regional experience-sharing processes—will nourish these new agencies’ work and territorial implementation in preparation for peace. Local



In Southern Tolima, coffee growers build a canopy for drying their coffee beans. LRDP is supporting the development of a public-private partnership in the coffee value chain in this region, which will help small farmers increase the value of their products.

governments, community leaders and growers associations have played a key role participating and leading these efforts together with departmental secretaries of agriculture, committing to the sustainability of these actions to generate successful income generation alternatives for rural families. A number of mayors have appropriated resources to dedicate them to specific activities or assets within the PPP and regional governments have allocated resources for service provision benefiting growers within these partnerships. Moreover, program support to the construction of regional development plans ensured that these plans included strategic issues related to land and rural development, along with budget allocations. These plans will be central to the impact we achieve during years 4 and 5. We will continue communicating closely with the Office of the High Commissioner for Peace and the Office of the High Counselor for Post-Conflict, which are strategic counterparts poised to enhance the new agencies’ adoption of LRDP recommendations and models.

At the national level, we will carry out three strategic activities aimed at improving the implementation of comprehensive rural development mechanisms, which will be undertaken in coordination with our regional-level efforts to achieve sustainability by strengthening and empowering territorial entities:

1. Designing a management model and strategic plan for the Agency for Territorial Renovation that will guide the agency’s actions in territories targeted for post-conflict attention.
2. Designing a strategic plan for the Rural Development Agency that will connect its actions with the land policy being implemented by the National Land Agency.
3. Designing a bottom-up, regionally focused management model for the three new agencies that ensures that their functions and instruments benefit rural families who are living in and returning to post-conflict areas.

At the regional level, we will center our efforts around three pillars:

1. Mobilizing and strengthening 13 PPPs (seven that were signed in year 3 and six that will be signed in years 4 and 5) that will galvanize agricultural value chains dominated by small-scale producers, with the active participation of empowered regional government entities.
2. Building the capacity of Secretariats of Agriculture in planning and information systems to improve the provision of public goods that enhance sustainable livelihoods for rural families.
3. Increasing investment in public goods and services.

STRATEGIC SNAPSHOT: RURAL DEVELOPMENT		
Strategic line	Anticipated transformational changes as a result of LRDP support	Expected contribution to AMEP indicators
<i>Support to PPPs</i>	<p>Livelihoods of small farmers are considerably improved through generation of increased and stable incomes from PPPs.</p> <p>Local governments have the know-how to mobilize PPPs and are committed to supporting them through investments in public goods that enable the long-term success of PPPs.</p>	Direct: 3.1.1; PO3; O3.1; O3.2; 3.1.2
<i>Institutional strengthening of Departmental Secretariats of Agriculture</i>	<p>Secretariats of Agriculture are equipped with the information, tools, expertise and efficient systems for planning, investment decision-making, and resource execution, empowering them to generate public goods that have a marked impact on rural agricultural development and improve the lives of historically neglected farmers.</p>	Direct: 3.1.1; PO3; O3.1; O3.2; 3.1.2
<i>Support to the new institutional framework in a post-conflict scenario (National Land Agency, Rural Development Agency, Agency for Territorial Renovation)</i>	<p>Three new agencies are equipped with robust and interconnected management models that allow them to operate in a coordinated fashion to successfully implement the country's strategy for post-conflict and offer rural communities a path to prosperity and lasting peace.</p>	Direct: PO4 Indirect: PO3

### Public-Private Partnerships

Building on the success of our year 3 initiatives to launch PPPs in the cacao, honey, coffee, dairy, plantain, and cool-climate-fruit value chains, during years 4 and 5 we will provide ongoing technical assistance to assure the sustainability of these PPPs and to mobilize new partnerships. Our approach to supporting PPPs is unique in that we do not invest funds directly in the partnerships but rather work with local governments and the private sector to attract and invest funds in new PPPs, investments that support critical infrastructure and provision of key public goods and services and also link restituted



A small farmer in El Castillo (Meta) shows her cacao. Cacao is one of the many value chains being supported by the program through the development of public-private partnerships.

and formalized families to sustainable income generation initiatives. We also help negotiate the terms of the PPPs to enable producer associations to get a fair deal while ensuring that buyers make a profit that will keep them engaged over the long term. During years 4 and 5, we will mobilize six additional PPPs: Cesar (panela and coffee), Meta (fruit), Montes de María (yam and yucca), and Cauca (cacao). And in all of our focus regions, we will continue supporting existing PPPs with training and technical assistance aimed at strengthening linkages between producers and public and private sector stakeholders and enabling producers to comply with rigorous quality standards and other market demands, such as sanitation, marking, and packing standards. We will continue to work closely with LRU, ANT and ADR so growers participating in these PPPs reach out to land policy instruments to secure their land rights. We have identified, together with LRU, restituted families in Montes de María who will benefit from the support of the cacao PPP; while in Ovejas, Sucre, the massive formalization plan will benefit yam and yucca producers. Some of the families who are part of the coffee PPP in Chaparral, Tolima that will benefit from the new coffee dryer, will have their plots formalized through LRDPs support to the formalization cases taken on after CELI Central's intervention.

In addition, LRDP will share information on the program's cacao PPPs with the USDA Cacao for Peace Program in order to contribute to ongoing research. This includes: i) participation in a strategic planning workshop organized by Corpoica and Fedecacao to contribute to research and development; ii) delivering feedback and recommendations to studies carried out by University of Pennsylvania and Purdue University on cacao extension services and cacao value chains; iii) ongoing communication to coordinate relevant activities and share information.

### **Support to Secretariats of Agriculture**

During years 4 and 5, we will continue to strengthen the capacity of departmental Secretariats of Agriculture, which are responsible for identifying and planning agricultural investments and attracting resources from national governments to fund them. Specifically, we will do this through capacity-building in planning and information systems, project design for key infrastructure (such as irrigation and roads), and exchange visits between regions. In Montes de María, we will work with the Secretariats of Agriculture of Bolívar and Sucre to attract resources for mini irrigation districts that will provide water to cacao farmers participating in the PPP that was signed in July 2016, as well as to yam and yucca growers. Ensuring that these producers have access to a reliable water supply is essential to the success and sustainability of these PPPs. In Tolima, we will build on prior capacity-building for the Secretariat of Agriculture and UPRA to design and test a land-use planning model that can be replicated in other regions. Similarly, in Meta, support to the Secretariat of Agriculture in productive land-use planning is a major priority of the departmental government and is key to the sustainability of LRDP-supported PPPs so they can access future resources from central GOC. Finally, in Cesar, we will continue to strengthen departmental investments in Copey, including the creation of an agricultural secretary for the municipality. We will likewise complement the comprehensive support provided during year 3 on land-use and water management plans for the department, which will continue to enhance regional government leadership in resource mobilization.

### **Investment in Public Goods**

Whereas the majority of our efforts to mobilize funding for rural development center on strengthening local governments' capacities to plan and mobilize agricultural and infrastructure investments, in Tolima we are undertaking a special initiative to promote investment in roads. Specifically, during years 4 and 5, we will inventory approximately 1,230 kilometers of tertiary roads in four municipalities (Chaparral, Rioblanco, Ataco, and Planadas) with the aim of identifying necessary improvements and fast-tracking investment in road repair to mobilize resources available from the Office of the High

Counselor for Post-Conflict, a major priority for the LRDP-supported cacao and coffee alliance partners.

## COMPONENT 4: INFORMATION SHARING AND MANAGEMENT

During Colombia's armed conflict, more people were displaced from their land due to deprivation of their legal rights than from forced physical displacement. This fact has been confirmed by the SNR, which recently performed assessments in more than 20 regions across the country aimed at providing the national government with information on the ways in which—and extent to which—victims of the conflict suffered violations of their property rights. In its 2016 assessment, the SNR identified 66 different ways that such violations occurred, including document forgery, identity theft, alteration of the legal data



The program is supporting the digitalization of INCODER's historical land files. Making this information electronically available is critical for Colombia's new institutional framework.

chain at public registry offices, and inadequate information management by government entities. This dire situation is largely a result of the fact that, currently, 90% of the country's registry information, 64% of its information on public lands, and 98% of its historical cadastral information are paper-based, making this information vulnerable to falsification and manipulation. In addition, land entities' weak technological infrastructure and limited capacity for information storage have revealed the government's susceptibility in terms of ensuring the security, accessibility, and reliability of land-related information.

If Colombia hopes to achieve lasting and sustainable land restitution, recover illegally appropriated public lands, and guarantee the property rights of rural citizens, it must make sure that its land information is secure and reliable. To help the government achieve this, we have been providing critical assistance on information technology systems to land-related entities (e.g., the LRU, IGAC, INCODER, and the SNR) over the past three years. Our efforts are focused on three key areas: (i) converting paper files to digital formats and uploading that information into systems; (ii) building electronic information systems that allow land institutions to do their work more efficiently and more securely; and (iii) launching the Land Node, an interoperable network that, for the first time in Colombia's history, will make land data accessible across eight key land sector entities. Improving the speed and effectiveness of these land entities ultimately reduces costs and protects the property information of citizens struggling to protect their land rights.

During years 4 and 5, we will finalize the above-mentioned efforts, thus helping the government reduce the time needed to deliver information for land restitution and formalization. Our activities will focus on three strategic domains:

1. The launch of the Land Node, which will allow eight different public entities to access 57 different types of information at the click of a mouse. We will also ensure UPRA's integration into the Land Node, given the entity's important role in land-use management.

2. Completion of internal information systems for a variety of GOC entities; these systems are critical inputs for the Land Node and for each entity's efficient operation.
3. Digitalization of 4.2 million land files in 217 municipalities (representing 19% of Colombia's municipalities). Specifically, this will include 30,593 restitution case files, 137,400 files for public lands, 2,794,222 cadastral files, and 1,249,371 property registration files, all of which are currently available only on paper. In addition to supporting faster restitution and formalization processes, this information will serve as a key input to help the GOC comply with the first point of the peace accords, "Comprehensive Rural Reform," through provision of secure land tenure to rural citizens.

STRATEGIC SNAPSHOT: INFORMATION SHARING AND MANAGEMENT		
Strategic line	Anticipated transformational changes as a result of LRDP support	Expected contribution to AMEP indicators
<i>Strengthening of information systems for the management of land-related information</i>	<p>Linkages to markets, service providers, and better decision-making are strengthened through rapid access to critical data about relevant value chains, geographic information, and regional characteristics (Cauca, Cesar, Tolima).</p> <p>Improved livelihoods are secured for restitution beneficiaries through increased efficiencies in complying with post-ruling requirements (Meta, Montes de María, Tolima).</p> <p>Up-to-date, parcel-specific information is available for the municipality of Ovejas, allowing for massive formalization and increased land security.</p> <p>Secretariats of Agriculture are able to mobilize resources more efficiently, resulting in more productive projects receiving financing and more projects under implementation (departmental secretariats in Cesar, Montes de María; municipal secretariats in Ovejas, Morroa, Carmen de Bolívar, María la Baja, San Jacinto, and four municipalities in Meta to be defined).</p>	<p>Direct: PO4</p> <p>Indirect: PO3; PO4; 3.1.2; 1.1.1; O2.1; 2.1.1</p>
<i>Organization and digitalization of land files</i>	<p>GOC entities gain rapid access to land-related information from over four million files in 217 municipalities (49 of which are likely priority municipalities for post-conflict support), increasing the efficiency and reducing the cost of government service provision.</p> <p>Through digitalization, land-related files are secured and protected from manipulation, contributing to widespread security of tenure.</p>	<p>Direct: 4.2.1</p> <p>Indirect: O4.2</p>

In our five focus regions, our component 4 activities will be carried out entirely in support of our other three components—it is a transversal component. For example, in Meta, Montes de María, and Tolima, we will strengthen both departmental and municipal government capacity to comply with restitution rulings by allowing local entities to monitor rulings and ensure that they are complying with all necessary court orders. We will also design systems that disaggregate information by ethnicity and gender, thus ensuring that the government is able to prioritize the needs of the most vulnerable.

Information systems will also help departmental and municipal governments ensure that producer associations are able to generate income and that buyers are able to remain sustainable and strong. Specifically, these systems will support the plantain, cacao, and cool-climate-fruit value chains in Cauca, and the honey, coffee, and panela chains in Cesar. In addition, we will develop an electronic inventory for the Secretariat of Agriculture in Cesar to help inform investment decisions on tertiary roads, schools, health clinics, and agricultural collection centers in three municipalities (El Copey, La Paz, and La Jagua de Ibirico). Finally, we will support municipal governments in Sucre and Bolívar in the development of information systems that track priorities for public investment projects, funds secured to realize their implementation, and progress in their execution. Currently, these departmental governments use Excel files to manage this information. A more robust, yet user-friendly system will allow the secretariats organize their rural development initiatives by tracking proposals from the design phase through funding and implementation.

In Tolima, we will establish a departmental Productive and Social Organizational Plan for Rural Property. Using a geographic information system, the system will provide decision-makers with data about land use and current production in the department. Data from this system will be linked to the department's project bank, facilitating follow-up on new and existing productive projects.

In Ovejas (Sucre), we plan to equip the newly established land administration office—which is playing a central role in supporting the implementation of massive formalization in the area—with a system that will enable newly granted titles to be submitted for registration, stored for easy access by property owners, and transferred to new owners whenever a property is sold, donated, or bequeathed. This system, to be developed in collaboration with local authorities and the National Land Agency, is essential to the viability of the massive formalization exercise and its ability to provide land tenure security to citizens over the long term. Once the system is developed, piloted, and refined, the aim is scale up its application to other massive formalization projects carried out by the National Land Agency.



# Activity Tables

## COMPONENT 1: RESTITUTION

Activity (estimated resources) (fixed-fee deliverable)	FY 2017				FY 2018				Products	Location	AMEP indicators*
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4			
<b>Strategic line: Support the LRU in designing a strategy to address the demand for land restitution and to process land restitution claims</b>											
1.1 Support the LRU to process land restitution claims more efficiently and effectively (STTA, direct implementation)									<ul style="list-style-type: none"> <li>✓ 300 claims processed in the administrative phase (Cauca)</li> <li>✓ 400 claims processed in the administrative phase (Cesar)</li> <li>✓ 300 claims processed in the administrative phase (Meta)</li> <li>✓ 700 claims processed in the administrative phase (Montes de María)</li> <li>✓ 400 claims processed in the administrative phase (Tolima)</li> </ul>	Cauca Cesar Meta Montes de María Tolima	1.1.1 PO1 PO4
1.2 Increase the number of restitution cases benefitting families belonging to ethnic groups (STTA) (FFD: R1Y5)									<ul style="list-style-type: none"> <li>✓ Characterization study of an ethnic community completed</li> <li>✓ Draft restitution claim completed for an ethnic community</li> <li>✓ 200 people trained</li> </ul>	Cesar	1.1.1 PO2 PO4
1.3 Improve the quality of the restitution process by strengthening tools for the evidentiary and other phases of the restitution process (STTA, direct implementation)									<ul style="list-style-type: none"> <li>✓ Methodology to improve the organization and presentation of evidence to support restitution cases</li> <li>✓ Case review guidelines for restitution judges socialized with LRU lawyers</li> <li>✓ Three workshops to promote dialogue between LRU and judicial branch and share guidelines for restitution case resolution</li> </ul>	National level Tolima	PO4 O1.1
1.4 Support the resolution of emblematic restitution cases through provision of legal representation in the judicial phase.									<ul style="list-style-type: none"> <li>✓ Provision of legal representation for 30 restitution cases via the Colombian Commission of Jurists.</li> </ul>	Combination of Montes de María, Cesar and/or Meta (TBD)	PO1 1.1.1
<b>Strategic line: Strengthen representation of secondary occupants</b>											
1.5 Increase the number of secondary occupants with legal representation by public defenders (direct implementation)									<ul style="list-style-type: none"> <li>✓ 300 secondary occupants with legal representation</li> <li>✓ 400 secondary occupants and public defenders trained</li> </ul>	Cesar Meta Montes de María	1.1.1 1.1.2 PO4
<b>Strategic line: Augment compliance with restitution rulings</b>											
1.6 Improve the quality of the restitution process through research on compliance with restitution									<ul style="list-style-type: none"> <li>✓ Research report assessing compliance with restitution rulings benefiting women</li> <li>✓ Guidelines for strengthening compliance with restitution rulings</li> </ul>	National level	PO1 O1.1

rulings benefiting women and policy recommendations aimed at improving restitution outcomes for women (STTA) (FFD: R1Y4)									that benefit women		
1.7 Mobilize resources aimed at compliance with rulings within the framework of Territorial Action Plans (STTA, direct implementation)									<ul style="list-style-type: none"> <li>✓ At least COP 1,000,000,000 *around USD 345,000) in resources mobilized for compliance with restitution rulings within the framework of the Territorial Action Plans (Cauca, Cesar, Meta, Montes de María, Tolima)</li> <li>✓ 37 restitution cases supported in post-ruling phase (Montes de María)</li> <li>✓ 40 restitution cases supported in post-ruling phase (Cesar)</li> <li>✓ 12 restitution cases supported in post-ruling phase (Cauca)</li> </ul>	Montes de María Cesar Cauca Tolima	1.1.1 PO3 PO4 3.1.2 O3.2 O3.1
1.8 Improve the quality of the restitution process by supporting the National Land Agency with regard to the design of roadmaps and procedures during the administrative and post-ruling phases (STTA)									<ul style="list-style-type: none"> <li>✓ Identification of the information that the National Land Agency will need to share with the LRU during the administrative phase</li> <li>✓ Identification of the number and type of restitution-related court orders that currently require compliance by the National Land Agency</li> <li>✓ Design of roadmaps and procedures for the exchange of information (administrative phase) and for compliance with restitution rulings (post-ruling phase)</li> </ul>	National level	O1.1 1.1.1
1.9 Improve quality of restitution process through a land market study (pending resource availability) (subcontract)									<ul style="list-style-type: none"> <li>✓ Land market study, with accompanying policy recommendations</li> </ul>	Meta	O1.1 PO4

Counterparts: LRU, Ombudsman's Office, governors, mayors, SNARIV entities, UPRA, National Land Agency

\* The indicators listed here are ones that each activity contributes to directly. These restitution activities also contribute *indirectly* to a number of indicators, namely PO1, PO2, O1.1, O1.2, and 1.1.2.

## COMPONENT 2: FORMALIZATION

Activity (estimated resources) (fixed-fee deliverable)	FY 2017				FY 2018				Products	Location	AMEP indicators*
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4			
<b>Strategic line: Support the National Land Agency to implement massive formalization processes, streamline its on-demand formalization processes, and unify land formalization and cadastral mapping processes</b>											
2.1 Implementation of massive property formalization plan with a gender focus in Ovejas (Sucre) (subcontract) (FFD: F1Y5)									<ul style="list-style-type: none"> <li>✓ Parcel sweep methodology implemented in Ovejas and revised based on pilot results, resulting in the formalization of approximately 3,000 parcels</li> <li>✓ Report on results of Ovejas pilot and adjustments to methodology based on pilot experience</li> <li>✓ Municipality of Ovejas formalized and its cadaster updated</li> </ul>	Montes de María	PO1 O2.1 O2.2 2.1.1 2.2.1 PO4
2.2 Support to the National Land Agency in formalizing 300 public and private parcels (applying a gender focus) in Cesar which are linked to productive chains (subcontract, direct implementation)									<ul style="list-style-type: none"> <li>✓ 50 property titles issued for campesinos who are beneficiaries of productive chains supported by LRDP</li> <li>✓ 250 files that reach important milestones in the formalization process to the benefit of campesinos</li> </ul>	Cesar	O2.1 2.1.1 PO4 PO1
2.3 Support to the creation of a land office that supports the National Land Agency's implementation of the massive formalization plan in Santander de Quilichao (STTA, direct implementation)									<ul style="list-style-type: none"> <li>✓ 1 land office created in Santander de Quilichao and adopted by the mayor's office</li> </ul>	Cauca	2.2.2 O2.1 2.1.1 PO3 PO4
2.4 Design and implementation of methodology for individualizing tenure of land adjudicated by INCORA to groups of families as collective tenure (subcontract, direct implementation)									<ul style="list-style-type: none"> <li>✓ Methodology designed and implemented to individualize 7 collective parcels in Fuentedeoro</li> <li>✓ Report on results of pilot implementation methodology, adjustments made to methodology, and final recommendations</li> <li>✓ 140 families benefitting by formalization of rural parcels adjudicated by INCORA in this manner</li> <li>✓ Adoption of refined methodology by the ANT</li> </ul>	Meta	O2.1 2.1.1
<b>Strategic line: Pilot a method for registering public lands in the name of the state based on an inventory of identified public land</b>											
2.5 Pilot for creating registration files for public lands in the name in of the state (subcontract)									<ul style="list-style-type: none"> <li>✓ Pilot of methodology for creating property registration files in the state's name implemented and results documented</li> <li>✓ 364 property registration files for public lands created in the state's name.</li> <li>✓ Methodology adopted by ANT and SNR.</li> </ul>	National level (based on information from Meta)	2.3.1 O2.1 2.1.1
<b>Strategic line: Continue to support the National Land Agency and the registry to identify public lands still assigned to the extinct INCORA in order to transfer them to the National Land Agency</b>											
2.6 Legal review of all remaining public lands eligible for transfer from INCORA to the National Land									<ul style="list-style-type: none"> <li>✓ 256 public land properties reviewed and their eligibility for transfer to the National Land Agency presented in a report and via presentation to the agency</li> </ul>	National level	2.3.1



### COMPONENT 3: RURAL DEVELOPMENT

Activity (estimated resources) (fixed-fee deliverable)	FY 2017				FY 2018				Products	Location	AMEP indicators*
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4			
<b>Strategic line: Support to public-private partnerships</b>											
3.1 Mobilize resources through the strengthening of value chains and technical assistance plans to promote public-private partnership management (subcontract, STTA) (FFD: RD1Y4)									<ul style="list-style-type: none"> <li>✓ Six new public-private partnerships formed</li> <li>Formulated projects with allocated resources or under implementation. Funds mobilized TBD.</li> </ul>	Cauca Cesar Meta Montes de María Tolima	3.1.1 PO3 O3.2 O3.1
<b>Strategic line: Institutional strengthening of departmental Secretariats of Agriculture</b>											
3.2 Strengthen Secretariats of Agriculture by improving planning processes and processes around the provision of public goods, for improved resource execution (subcontract, STTA, direct implementation) (FFD: RD1Y5)									<ul style="list-style-type: none"> <li>✓ Secretariat of Agriculture created in El Copey (Cesar)</li> <li>✓ Productive landscape management plan supported (Meta and Tolima)</li> <li>✓ Irrigation studies and designs completed (Montes de María)</li> <li>✓ Tertiary roads inventory conducted for 6 municipalities (Tolima)</li> <li>✓ Secretariats of Agriculture strengthened through the implementation of strengthening plans, action plans (Municipal Councils for Rural Development and Sectoral Agricultural Development Councils), and update of the Single Registry on Beneficiaries of Technical Assistance (Cauca)</li> </ul>	Cauca Cesar Meta Montes de María Tolima	PO3 PO4 O3.2 O3.1 3.1.2
<b>Strategic line: Support to the new institutional framework in a post-conflict scenario</b>											
3.3 Support the rollout and management of the new agencies (National Land Agency, Rural Development Agency, and Agency for Territorial Renovation) within the framework of post-conflict (STTA, direct implementation)									<ul style="list-style-type: none"> <li>✓ Management model and strategic plan for the Agency for Territorial Renovation</li> <li>✓ Strategic plan for the Rural Development Agency and a methodology for its socialization and adoption</li> <li>✓ Document containing the comprehensive territorial management model for the three new agencies and a strategy for its socialization and adoption</li> </ul>	National level	PO3 PO4

Counterparts: National Land Agency, Rural Development Agency, Agency for Territorial Renovation, Office of the High Commissioner for Peace, Secretariats of Agriculture, governors, mayors

## COMPONENT 4: INFORMATION SHARING AND MANAGEMENT

Activity (estimated resources)	FY 2017				FY 2018				Products	Location	AMEP indicators*
	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4			
<b>Strategic line: Strengthening of information systems for the management of land-related information</b>											
4.1 Strengthen information systems for the management of land information in LRDP focus regions (STTA)									✓ 3 information systems that allow for information management among producers, georeferencing, and territorial characteristics in order to strengthen follow-up and decision-making at the regional level with regard to productive chains supported by LRDP	Cauca Cesar Tolima	PO4
									✓ 3 systems for following up on victims and on compliance with restitution rulings	Meta Montes de María Tolima	PO4
									✓ 1 system for Ovejas's land office that helps manage information on the parcel sweep process	Montes de María	PO4
									✓ 13 systems for strengthening planning, resource management, and project banks of departmental Secretariats of Agriculture	Cesar Meta Montes de María	PO4

**Strategic line: Organization and digitalization of land files**

*See Annex B*

Counterparts: LRU, IGAC, SNR, mayors, governors

# Activity Overview by Region

During years 4 and 5, we will be implementing a number of activities initiated in year 3, in addition to launching new activities in year 4 that will continue into year 5. The paragraphs and infographics below feature highlights of our work in each of the regions during years 4 and 5, including some work which was programmed in year 3.

In **Montes de María**, the government's land restitution efforts are transitioning from receiving and processing applications (i.e., the administrative phase) to obtaining restitution rulings and ensuring their implementation (i.e., the judicial and post-ruling phases). We will respond to this shift by ensuring that restitution beneficiaries are linked to broader rural development processes (such as PPPs). Additionally, we will support the formalization of public and private land in areas where restitution beneficiaries are being resettled, paving the way for increased public investments, agricultural development, and sustainable peace. Our efforts will be most visible in Ovejas (Sucre), where we will support the implementation of the municipality's massive formalization plan, along with the mobilization of resources for comprehensive restitution in the wake of the recent ruling benefiting 37 families in the village of Chengue. Using the lessons learned from the cacao PPP launched in year 3, we will mobilize new PPPs focused on yam and yucca. Additionally, we will deliver project design and studies to rehabilitate seven small-scale irrigation districts through the investment of resources from the Rural Development Agency, to benefic grower associations from supported PPPs.

In **Cesar**, the pivotal theme will be value chains, to which we will connect restituted families. A more effective and efficient mobilization of resources will be enabled by empowering the Secretariat of Agriculture and other territorial entities to ensure the sustainability of productive projects, especially through remedying water constraints, a major priority for the region. During year 3, we worked with the honey value chain; for the remainder of the program, we will focus on the coffee and panela value chains. Similarly, we will formalize land parcels on which public entities (such as schools and health clinics) are operating, with the aim of attracting investments in these areas, as well as undertake concerted efforts to reconstitute land to ethnic groups and women. We will work with the Guacoche (Afro-Colombians), Yukpa, and Chilia communities located in the municipalities of Valledupar, La Paz, and El Copey, respectively. Our support will strengthen the Guacoche community council and help these ethnic groups claim the restitution benefits that are rightfully theirs. In years 4 and 5, we will support women land restitution beneficiaries in Cesar, including linking restituted women in the community of El Toco (San Diego municipality) to GOC programs that support productive initiatives.

In **Meta**, we will mobilize and strengthen PPPs to support dairy, cacao, and plantain value chains, together with the titling of public entities located in corresponding productive areas. Of our 11 target municipalities in Meta, 8 belong to the Ariari subregion, which the governor's office has prioritized as a potential food and agriculture reserve for the country. Puerto Gaitán, a municipality in the high plains and home to indigenous communities, is still being discussed by the government in terms of its involvement in the Zidres program—a matter that we will follow closely due to its potential impact on the nature of our support in the region. In Fuente de Oro, we will develop and pilot a method to convert land that was titled to groups of families by INCORA to individual family parcels, with the aim of reducing land conflicts and strengthening tenure security. Finally, we will continue supporting the LRU's efforts to reconstitute collective territories to the Wuayannai and Domoplanas indigenous communities in Puerto Gaitán.

In **Cauca**, we will focus much of our efforts on the municipality of Santander de Quilichao, where we have been supporting the municipal formalization plan. Here, we will open a land pre-office to support the National Land Agency with piloting the LRDP-designed formalization methodology. We will likewise strengthen the PPP focused on the plantain value chain through ongoing technical assistance. In Cauca, intercultural land conflicts are prominent, and restitution has moved forward only in Santander de Quilichao, where we will facilitate comprehensive restitution in the village of Lomitas. Here, strategic support is required to ensure that the requirements established for the post-ruling phase are met. This includes facilitating access to land formalization services and to public resources for productive initiatives.

Finally, in **Tolima**, we will support the coffee and cacao value chains by channeling investments in tertiary roads and other public assets that will improve productive conditions and enable these value chains to thrive. Newly developed information systems will enable decision-makers to link potential agricultural projects to land-use and production data. In Ataco, the municipality where most of Tolima's restitution rulings have been issued to date, we will ensure that victims of the conflict can enjoy comprehensive restitution, complete with the necessary infrastructure and productive support to enable farmers to secure improved livelihoods.

## Environmental Compliance

LRDP program design and implementation has undergone some changes since its environmental threshold decision (ETD) was updated on September 25, 2015 (LAC-IEE-15-48) and its contract was modified on May 24, 2016. Several initiatives were implemented to assure the Program's observance of the new conditions and to include environmental considerations in the design of upcoming activities. These initiatives included assembling an environmental team and reviewing previous, current and future activities to assess their environmental compliance status.

Key actions being carried out for years 4 and 5 programming include:

- Obtain environmental approval for all the LRDP activities. Activity approvals will be requested through the MONITOR information system, using the procedures defined for this purpose. No activity will commence without an approval. In cases where an environmental approval is obtained through a negative determination with conditions (Environmental Review as it is known in the Colombian Mission), the program will carry out the prescribed follow-up actions.
- Prepare, submit, obtain approval and implement an Environmental Assessment (EA). This EA, defined in the most recent ETD, will focus on critical activities that have the potential for significant environmental impacts. The approved version of the EA will further strengthen the program's environmental compliance and performance and will also serve as a guide for program counterparts.
- Plan activities with an environmental lens, and review products emanating from potentially higher risk activities (e.g. those that support formulation of policies, laws or decrees; investments in public infrastructure; mobilization of public-private partnerships; and launching of massive formalization and other pilot projects) to ensure environmental implications are considered and negative impacts are avoided or mitigated.



# Annex B: Year 3 Activities That Will Continue into Year 4

## COMPONENT 1: RESTITUTION

Activity	FY 2017				Products	Location	AMEP Indicators
	Q1	Q2	Q3	Q4			
1.9 Increase the number of secondary occupants with legal representation by strengthening the technological and operational capacities of the Defensoría del Pueblo ( <i>ficha C1-195</i> )					<ul style="list-style-type: none"> <li>✓ Agreements for <i>judicantes</i> (legal interns) at the Defensoría del Pueblo</li> <li>✓ Document with workload and time measurements</li> </ul>	Meta	1.1.1 1.1.2
1.10 Increase the number of families benefitting from the ethnic restitution process by strengthening the tools used by the LRU ( <i>ficha C1-200</i> )					<ul style="list-style-type: none"> <li>✓ Preliminary studies, characterizations, and claims</li> </ul>	Meta	PO2 1.1.1
1.11 Increase the LRU's capacity to process claims based on the analysis of restitution rulings with a differential focus ( <i>ficha C1-200</i> )					<ul style="list-style-type: none"> <li>✓ Document containing analysis of rulings</li> </ul>	National level Montes de María Tolima	PO1 1.1.1

GOC counterparts: LRU, Ombudsman's Office, mayors, governors

## COMPONENT 2: FORMALIZATION

Activity	FY 2017				Products	Location	AMEP Indicators
	Q1	Q2	Q3	Q4			
2.9 Generate greater institutional capacities for the issuance of land titles for baldíos to public-sector institutions ( <i>fichas C2-163, 165, 180, 189, 191</i> )					<ul style="list-style-type: none"> <li>✓ Land titles given to public-sector institutions in LRDP target municipalities</li> </ul>	National level Cauca Cesar Meta Montes de María Tolima	O2.1 2.1.1 PO3
2.10 Support the development of municipal formalization plans, with a focus on gender ( <i>fichas C2-178, 134</i> )					<ul style="list-style-type: none"> <li>✓ Finalization of a municipal formalization plan for Santander de Quilichao</li> <li>✓ Implementation of an institutional strengthening plan for maintenance of land information in Ovejas</li> </ul>	Cauca Montes de María	2.2.2 O2.1 2.1.1 PO3 PO4
2.11 Support DNP in developing a legal instrument to govern implementation of a multipurpose cadaster ( <i>ficha C2-216</i> )					<ul style="list-style-type: none"> <li>✓ Draft legal statute to govern multipurpose cadaster</li> </ul>	National level	2.3.1 O2.1 2.1.1
2.12 Design a method for registering <i>baldíos</i> in the name of the state, and draft a legal instrument to enable its adoption					<ul style="list-style-type: none"> <li>✓ Methodology for identifying public lands eligible for registration in name of the state</li> <li>✓ Draft legal instrument for registering public lands in the name of the state</li> </ul>	National level	2.3.1 O2.1 2.1.1

GOC counterparts: National Land Agency, MARD, IGAC, SNR, Superior Judicial Council, mayors, governors

### COMPONENT 3: RURAL DEVELOPMENT

Activity	FY 2017				Products	Location	AMEP Indicators
	Q1	Q2	Q3	Q4			
3.5 Mobilize rural development resources through the improved provision of public goods, including resources for land policy, applying comprehensive tools for decentralization and the exchange of regional experiences, in preparation for post-conflict ( <i>fichas C3-171, 168</i> )					✓ Formulated projects with allocated resources or under implementation	Meta	PO3 O3.1 O3.2 PO3
3.6 Mobilize resources and provide technical assistance to strengthen public-private partnerships for select value chains ( <i>fichas C3-170, 171, 166, 168, 169</i> )					✓ Formulated projects with allocated resources or under implementation	Cauca Cesar Meta Montes de María Tolima	3.1.1 PO3 O3.2 O3.1
3.7 Build capacity through strengthening plans for municipal Secretaries of Agriculture, forging closer links with departmental counterparts ( <i>ficha C3-174</i> )					✓ Drafted and/or implemented strengthening plans for municipal Secretariats of Agriculture and Municipal Councils for Rural Development ✓ Projects and funding identified	Cauca Cesar Meta	PO4 PO3 O3.2 3.1.2
3.8 Develop regional management model (PDET) for how multiple entities will operate in a post-conflict scenario ( <i>ficha C3-183</i> )					✓ Operations manual for National Land Agency and PDET	National level Cauca Cesar Montes de María Tolima	PO4

GOC counterparts: MARD, Office of the High Commissioner for Peace, governors, mayors, National Planning Department, Secretariats of Agriculture (departmental and municipal), Agency for Territorial Renovation, Office of the High Counselor for Post-Conflict

## COMPONENT 4: INFORMATION SHARING AND MANAGEMENT

Activity	FY 2017				Products	Location	AMEP Indicators
	Q1	Q2	Q3	Q4			
4.2 Improve the capacity of land-related entities to plan, conduct monitoring and evaluation, and report information ( <i>ficha C4-32</i> )					<ul style="list-style-type: none"> <li>✓ 6 information reports completed by land-related entities for SINERGIA (certified by the report image captured by the relevant entity)</li> <li>✓ 100 officers with planning, monitoring and evaluation, and information reporting skills</li> </ul>	Cauca Cesar Meta Montes de María Tolima	O4.1
4.3 Improve the delivery of information among land entities through the digitization of files in LRDP focus regions (FFDs: ISM1Y4, ISM1Y5) ( <i>fichas C4-209, 210, 219, 157</i> )					<ul style="list-style-type: none"> <li>✓ INCODER: 687 linear meters, 85,000 blueprints, 26,050 files</li> <li>✓ IGAC: 3,493 linear meters, 2,794,329 files</li> <li>✓ Public registry offices: 12,243 linear meters, 1,249,371 files</li> <li>✓ LRU: 380 linear meters, 30,593 files</li> </ul>	Cauca Cesar Meta Montes de María Tolima	4.2.1 O4.2
4.4 Gather key information for restitution, formalization, and rural development processes within regional entities in Cesar ( <i>ficha C4-144</i> )					<ul style="list-style-type: none"> <li>✓ Inventory of the cartography of 9 municipalities</li> <li>✓ Database with primary information through a survey in the municipality of El Copey</li> </ul>	Cesar	PO4
4.5 Stabilize and support information exchange services for the 8 target entities of the Land Node ( <i>ficha C4-214</i> )					<ul style="list-style-type: none"> <li>✓ 57 services in operation</li> </ul>	National level	O4.2

GOC counterparts: National Planning Department, LRU, National Land Agency, IGAC, SNR, Antioquia Cadaster, UPRA

# Annex C: Performance Indicators

In various parts of the main text, we refer to our indicators. This annex provides the complete set of indicators, including their life-of-project targets, baseline, achievements to date, and FY17 targets.

The indicators below include four cross-cutting indicators and eighteen indicators spanning our four project components: restitution (four indicators), formalization (seven indicators), rural development (four indicators), and information sharing and management (three indicators). Each indicator is useful for monitoring progress, whether of a particular component or of the program as a whole, and provides information about the products, results, and effects of our work on GOC institutions—and in turn, on the communities in our focus regions. Due to the budget constraints encountered for Years 4 and 5 programming and shifts in the GOC institutional landscape, we foresee that it may not be possible to achieve our originally envisioned targets in some cases. For these indicators, we have proposed revised targets in parentheses beneath the current targets.

## LRDP'S NEW AMEP (EFFECTIVE AS OF JUNE 2016): TARGETS AND INDICATORS

NO.	INDICATOR	LIFE OF PROJECT TARGET	BASELINE	CUMULATIVE PROGRESS AS OF Q3FY16	YEAR 4 TARGET (FY17)
<b>LRDP Project Objective: Improved ability of regional and national government to equitably meet the needs of people, communities and business for secure land tenure and for rural public goods that support sustainable licit rural livelihoods in conflict-affected areas</b>					
Cross-Cutting PO1	Percentage of restitution and formalization beneficiaries that are women <b>(B)</b>	50%	LRU (39.25%) INCODER (48.7%) MARD's formalization program (45.58%)	LRU 20%	48%
Cross-Cutting PO2	Number of restitution cases that benefit families belonging to ethnic groups (custom) <b>(B)</b>	117 (78)	21 <sup>9</sup>	30 <sup>10</sup>	32 (20)
Cross-Cutting PO3	Percentage increase in resources mobilized as a result of LRDP support in the targeted regions (custom) <b>(A)</b>	90%	US\$ 6,745,440	N/A	85%
Cross-Cutting PO4	Number of government officials, traditional authorities, or individuals trained in restitution, formalization, public project planning, information sharing and management as a result of LRDP assistance (contributes to STARR IQC iv) <b>(A)</b>	21,920	0	15,020	3,400
<b>Objective 1: Improved capacity of GOC, at the regional and national levels, to reconstitute lands to victims of conflict</b>					
O1.1	Number of restitution cases processed by the LRU (custom) <b>(B)</b>	50,000	14,848	22,830	10,051
O1.2	Percentage increase in the average number of restitution cases processed monthly by the LRU (custom) <b>(B)</b>	50% (916 cases/month)	611	N/A	20% (733 cases/month)
1.1.1	Number of restitution cases supported by LRDP <b>(A)</b>	2,700	0	N/A	1,000
1.1.2	Number of current vulnerable occupants of land claimed ("secondary occupants") in restitution	1,320	0	834	400

<sup>9</sup> Baseline is included in the progress to date.

<sup>10</sup> According to LRU data as of May 2016.

	that are represented in case proceedings (custom) <b>(B)</b>				
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**Objective 2: Improved capacity of regional and national GOC institutions to formalize rural property rights and to allocate public lands (baldíos)**

O2.1	Number of titles issued (legal certainty) (contributes to STARR IQC ii) (DO1-040, custom) <b>(C)</b>	35,000 (21,744)	8,744 <sup>11</sup>	10,690 <sup>12</sup>	9,700 (1,700)
O2.2	Reduced cost of formalization (custom) <b>(A)</b>	TBD	TBD	TBD	TBD
O2.3	Reduced time to register issued titles (custom) <b>(A)</b>	78% under baseline (365 days)	1,648	0	20% under baseline (1,318 days)
2.1.1	Number of formalization cases that advance to a key milestone in the process <b>(C)</b>	75,000 (40,500)	0	15,714	30,000 (10,200)
2.2.1	Reduction in time of the formalization process (custom) <b>(A)</b>	TBD	TBD	TBD	TBD
2.2.2	Legal framework enabling rapid and massive formalization developed with LRDP support (custom) <b>(A)</b>	4	0	1	1
2.3.1	Number of cases of land parcels inventoried to potentially feed into the land fund (custom) <b>(A)</b>	600	0	N/A	200

**Objective 3: Improved capacity of regional and national government entities to mobilize and execute public resources for rural public goods that meet community needs and market requirements**

O3.1	Percentage of projects funded with LRDP support that are in implementation <b>(A)</b>	75% (85 projects of 113)	0	45% (51 projects)	70%
O3.2	Number of rural households in conflict affected regions that gain access to public goods through expanded funding as a result of LRDP assistance (custom) <b>(A)</b>	5,000	0	1,410	2,000
3.1.1	Number of public-private partnerships formed or strengthened with LRDP support (FACTS-PP5) <b>(A)</b>	13	0	0	4
3.1.2	Number of submissions for resources from municipal governments supported by LRDP that obtained funds from national, regional or local GOC entities (custom) <b>(A)</b>	113	0	86	30

**Objective 4: Improved information available and efficiently used to deliver land rights services**

O4.1	Number of GOC land entity action plans developed, systematized, and reporting to national system for the evaluation of public sector performance (SINERGIA) (custom) <b>(A)</b>	12	0	N/A	4
O4.2	Reduced time to access inputs for restitution processes (custom) <b>(A)</b>	60%	Baseline for each service	N/A	40%
4.2.1	Number of land related files digitized <b>(A)</b>	4,200,000	0	N/A	1,500,000

(A) Indicators that reflect direct project activities and collected by LRDP M&E systems

11 Baseline is included in the progress to date.

12 Progress has been adjusted according to our Performance Indicator Reference Sheets.

(B) Indicators that LRDP can affect partially through improvement the capacity of GOC institutions, the progress is dependent on GOC actions outside LRDP's scope.

(C) Indicators that have data of both sources: LRDP and GOC institutions.

The following table presents the indicator targets and results for AMEP 2, through quarter 3 of fiscal year 2016.

#### PERFORMANCE INDICATOR TABLE UNTIL Q3Y2016 (AMEP 2) AND MAJOR CHANGES TO AMEP 3

No. <sup>13</sup>	Indicator	LOP Target (Total over 5 years)	LOP Results	% LOP Target Achieved	Major changes to the AMEP 3
PO1	Number of households that have obtained documented property rights as a result of project assistance through restitution, titling and allocation of public lands (custom)	32,560	17,038	52.3%	Removed
PO2 A	Percentage of restitution and formalization beneficiaries that are women (custom)	50%	20%	40%	None
PO2 B	Number of restitution beneficiaries that are ethnic minorities (custom)	20,000	2,504	12.5%	Changed Unit: Cases (of restitution that benefit families belonging to ethnic groups)
PO3	Number of rural households that gain access to relevant public goods through expanded funding as a result of LRDP assistance (custom)	5,000	1,410	28%	None
PO5	Person hours of government officials, traditional authorities, or individuals trained in restitution, formalization, public project planning, monitoring and/or IKM systems as a result of LRDP assistance (contributes to STARR IQC iv)	21,920	15,020	68.5%	None
O1.1	Number of restitution cases processed by the LRU (custom)	20,000	22,830	114.1%	LOP Target
O1.2	Reduced time for restitution case preparation by LRU (custom)	224	TBD	0%	Removed
1.1.1	Number of restitution cases that have complete parcel information in targeted municipalities (contributes to STARR IQC vi)	1,900	1,687	89%	Removed
1.1.2	Number of current vulnerable occupants of land claimed ("secondary occupants") in restitution that are represented in case proceedings (custom, contributes to: STARR IQC vi)	800	834	104.2%	Lop Target
O2.1	Number of titles issued (legal certainty) (contributes to STARR IQC ii) (DO1-040)	8,000	1,946	24.3%	Lop Target
O2.2	Number of issued titles directly resulting from LRDP-supported area-wide formalization (contributes to STARR IQC ii)	2,496	0	0%	Removed (included in O2.1 like a disaggregation)
O2.3	Reduced time to register issued titles (custom)	1,154	0	0%	None
2.1.1	Number of formalization cases that advance to a key milestone in the process (application accepted, parcel demarcated, legal proceedings started) (custom)	16,000	15,714	98.2%	Adjusted milestones and LOP target
2.2.1	Legal framework enabling rapid and massive formalization drafted and submitted to GOC entities and Congress with LRDP support (custom)	6	1	16.7%	Adjusted name and definition (removed "submitted to Congress")

13 Some of the indicator's codes or numbers will change in the AMEP 3

No. <sup>13</sup>	Indicator	LOP Target (Total over 5 years)	LOP Results	% LOP Target Achieved	Major changes to the AMEP 3
2.3.1	Number of cases of recoverable public lands inventoried to potentially feed into the Land Fund (custom, contributes to STARR IQC i)	47,000	48,605	103,4%	None
2.3.2	A roadmap for recovery of public land is produced	1	1	100%	Removed (totally fulfilled)
O3.1	Percentage increase in resources mobilized by the national GOC as a result of LRDP in the targeted regions that meet community needs and market requirements (custom)	90%	89.7%	99.7%	Adjusted (definition – moved to cross-cutting level)
O3.2	Percentage of projects funded with LRDP support that are in implementation (custom)	75%	51%	68%	Adjusted (the calculation: # implementation / # funding)
3.1.1	Number of projects which reflect community needs included in rural development plans or in other mechanisms (custom)	113	100	88.5%	Removed (to internal control only)
3.1.2	Number of public-private partnerships (PPPs) formed or strengthened with LRDP support (FACTS-PPP5)*	13	0	0%	Removed the category “strengthened”
O4.1	Increased ability to access and use data for results management as measured by the IKM capacity index score of relevant institutions (custom)	3.52	0	0%	Removed
O4.2	Reduced time to access inputs for restitution and formalization processes (custom)	60%	29,3%	48.8%	Adjusted (definition and calculation)

# Annex D: Outreach and Communications Strategy

## BACKGROUND

LRDP's outreach and communication strategy crosscuts program components in support of three key objectives:

1. Support LRDP technical teams in communicating effectively with USAID, GOC institutions, and community audiences.
2. Communicate LRDP innovations and policy recommendations to national and regional government entities to catalyze institutional adoption.
3. Raise awareness of the program's focal issues and interventions in target communities.

During years 4 and 5, we will focus our communication efforts on creating a wide variety of products to reach the following priority audiences:

- *USAID*: We will market and promote program successes, impact, lessons learned, and thought leadership to USAID audiences to ultimately communicate LRDP's legacy interventions and activities.
- *Government of Colombia*: We will conduct strategic outreach and advocacy with key GOC counterparts at the national and regional levels to raise awareness of program activities, approaches, successes, and lessons learned, and to motivate uptake of LRDP methods, tools, best practices, and policy recommendations. This includes events for the handover of piloted approaches and investments and development of policy briefs that synthesize key findings and recommendations emerging from LRDP research.

## GUIDING PRINCIPLES

Our communications approach is guided by the following best practices:

- The strategy is flexible in its approach and allows us to use communications to respond to and prioritize emerging issues as they arise.
- Our messaging is tailored and contextualized to meet the unique information needs of each audience.
- Our messages and materials are clear, accurate, transparent, and audience appropriate. The products targeting communities employ language that is accessible to women, indigenous communities, and other marginalized groups.
- Our messaging is consistent with our results framework and strategic elements framed in the work plan.

The program will continue to abide by its contractual commitment to notify USAID of all events and meetings engaging high-level government officials at national and regional levels, as well as ensuring USAID review of all publicly disseminated communications products.

## ACTIVITIES FOR YEARS 4 & 5

LRDP audiences, including the GOC, project beneficiaries, and USAID, receive high volumes of information ranging from program reports to stories and short films. We will develop succinct, digestible, and relevant communication products that cut through the saturated media space to effectively tell our story. The following list describes ongoing and new products in development, in addition to frequency, distribution channels, and intended audiences.

### Reporting

- *Annual and Quarterly reports:* We deliver contractually required reports to USAID each quarter and at the end of the fiscal year. These reports include activities, as well as analysis and recommendations for the following quarter or year.
- *Monthly Highlights:* This two-page document articulates program accomplishments at the regional and national levels and includes a brief progress report and/or success stories that demonstrate the human impact of program interventions. These documents allow the COR to distribute program achievements on a regular basis within USAID, both in Colombia and abroad. We circulate these highlights through program channels and with GOC counterparts.
- *Success Stories:* We submit these contractually required stories via the Quarterly Report. Additional success stories are submitted on an ad hoc basis or in conjunction with the Monthly Highlights. Employing an easy-to-digest story format, Success Stories present all levels of LRDP impacts, ranging from GOC uptake of LRDP-developed methods, models and policy recommendations to changes in the lives of families benefiting from program interventions.

### Programmatic Information

These products are meant to reach a wide audience including Colombian government officials and policymakers. They play a key role in distilling complex themes emerging from work performed by LRDP and its partners in Colombia.

- *Fact sheet, regional profiles, and technical briefs:* The project fact sheet is updated on a quarterly basis, submitted periodically to the COR and USAID's Land Tenure and Property Rights Portal, and delivered to guests at events and outreach activities. In year 4, we will publish a series of regional profiles and component technical briefs that are versatile in nature and deliver graphic overviews of our activities and goals.
- *Policy briefs:* We are aware that much of our progress depends on the adoption of new policies and changes in the way the GOC delivers services to its citizens. In order to inform policy, we carry out strategic research on themes prioritized by GOC counterparts and consistent with our results framework. In order to ensure that valuable findings and recommendations from this research are not lost in voluminous studies that end up on shelves, we will prepare briefs that succinctly summarize the overall results and recommendations of the most important studies. Similarly, we will distill complex technical approaches in simple formats that are easy to digest and understand, facilitating their uptake by GOC counterparts.
- *Municipality postcards:* These products will give us the chance to showcase a series of emblematic municipalities—such as Ovejas (Sucre)—in postcard format. We believe that consumers are less likely to throw postcards away, as opposed to brochures or flyers.

## Storytelling

By harnessing two web-based platforms, we will be able to push more content and images onto social media, thereby raising the profile of USAID's impacts on government processes and protocols and land and rural development. As the country prepares to implement the Havana peace agreement, USAID projects are in a privileged position to put their achievements on the world stage.

- *Klipfolio*: This web-based app allows us to showcase progress on indicators and major milestones in a format rich with imagery and infographics. Klipfolio is an innovative platform that will allow us to automatically update progress while transmitting the “big picture” to a wider audience. The app is accessible across multiple platforms.
- *Exposure site*: Much like USAID's latest publication website, the *Exposure* platform is based on a similar interface and allows us to publish more photography, use titling to tell stories, and feature a large amount of stories in a small space.
- *Short films*: In conjunction with USAID DOCS, we are currently developing two short films presenting human interest stories from the beneficiary's point of view.

## Events and Visits

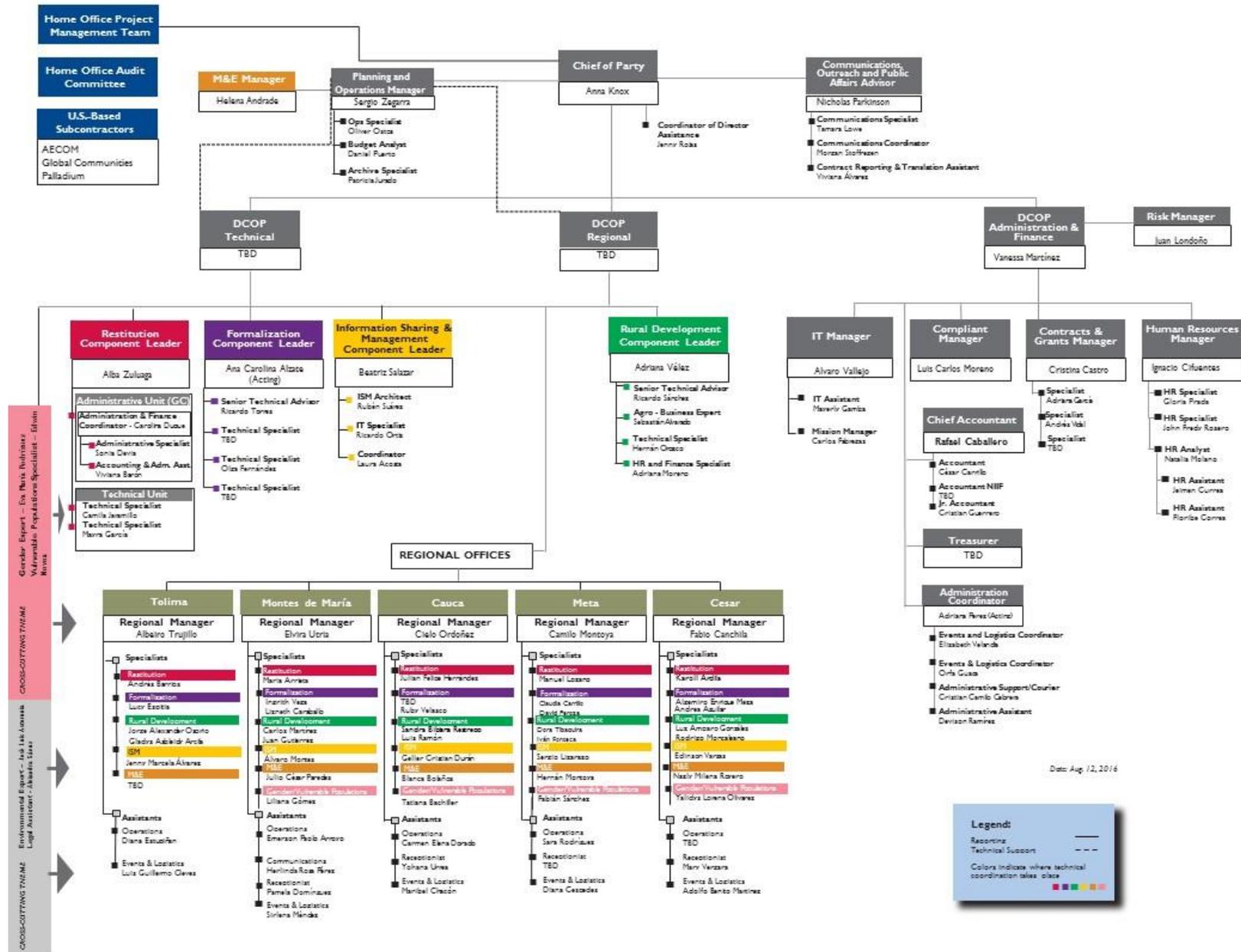
We collaborate with USAID and the GOC on public events and visits to the region by mission and government officials. Many of these offer an opportunity to feature our plans and achievements to concerned audiences. At these events, our communications team assists with providing information and crafting messages for the audience.

## Knowledge and Experience Sharing

In the program's final two years, we intend to collaborate with other USAID projects and the development cooperation community to share innovations, best practices, and experience, while also learning from others.

- Proactively look for and create opportunities to share approaches and experiences with other USAID projects, creating synergies that will contribute to the overall success of the USAID Mission in Colombia.
- Engage with the Presidential Agency for International Cooperation in Colombia to document select LRDP innovations and experiences that can be featured in *Saber-Hacer Colombia*, a portfolio of national and regional experiences offering major learning opportunities for the broader development cooperation community. Participate in *Col-Col*, which provides exchange visit opportunities among development partner beneficiaries to promote cross-fertilization and the spread of innovations.

# Annex E: Organizational Chart



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