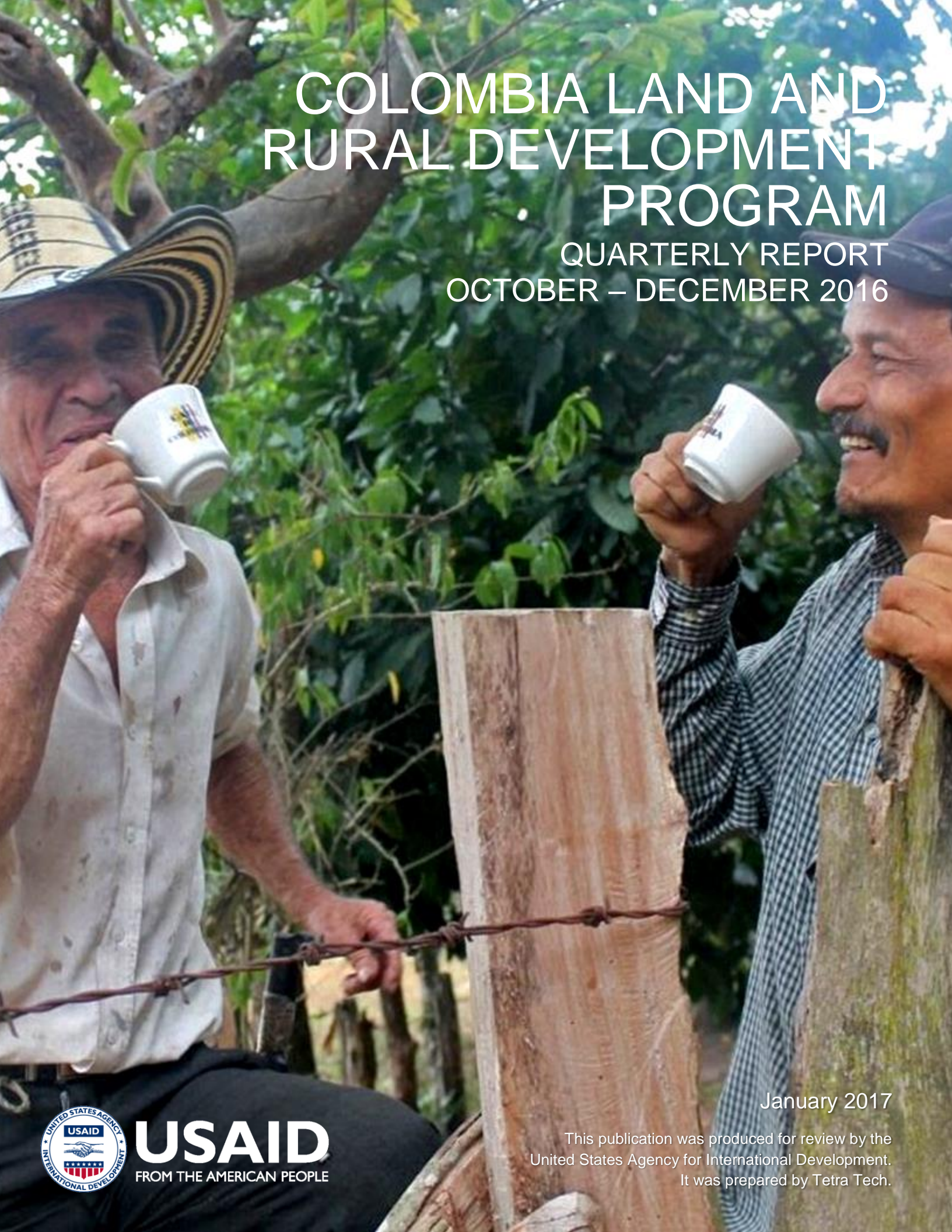


COLOMBIA LAND AND RURAL DEVELOPMENT PROGRAM

QUARTERLY REPORT
OCTOBER – DECEMBER 2016



January 2017



USAID
FROM THE AMERICAN PEOPLE

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Cover photo: Two *cafeteros* from Chaparral in Southern Tolima take a break to sip coffee.

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Acronyms and Abbreviations

AMEP	Activity Monitoring and Evaluation Plan
ANDI	Asociación de Industriales de Colombia (National Business Association of Colombia)
COR	Contracting officer's representative
FARC	Fuerzas Armadas Revolucionarias de Colombia (Revolutionary Armed Forces of Colombia)
GOC	Government of Colombia
IDECESAR	Instituto para el Desarrollo de Cesar (Cesar's Institute for Development)
IGAC	Instituto Geográfico Agustín Codazzi (Agustin Codazzi Geographic Institute)
INCODER	Instituto Colombiano de Desarrollo Rural (Colombian Institute for Rural Development)
LRDP	Land and Rural Development Program
LRU	Unidad de Restitución de Tierras (Land Restitution Unit)
MinTic	Ministerio de Tecnologías de la Información y las Comunicaciones (Ministry of Information Technologies and Communications)
PDET	Programas de Desarrollo con Enfoque Territorial (Development Programs with a Territorial Focus)
PIRS	Performance indicator reference sheets
PPP	Public-private partnership
SENA	Servicio Nacional de Aprendizaje (National Learning Service)
SINERGIA	Sistema Nacional de Evaluación de Resultados de la Gestión Pública (National System for Evaluation of Public Sector Performance)
SNR	Superintendencia de Notariado y Registro (Superintendence of Notary and Registry)
STARR	Strengthening Tenure and Resource Rights
UMATA	Unidad Municipal de Asistencia Técnica Agropecuaria (Municipal Unit for Agricultural Technical Aid)
UPRA	Unidad de Planificación Rural Agropecuaria (Rural Agricultural Planning Unit)
USAID	United States Agency for International Development

Executive Summary

PEACE BUILDING AND POLITICAL CONTEXT

November 24 marked the signing of the new peace agreement between the government of Colombia (GOC) and the Revolutionary Armed Forces of Colombia (FARC). Signed 53 days after the referendum in which a slim majority of Colombian citizens voted against ratifying the peace accords, this new agreement was the result of intense negotiations that included several initiatives promoted by the political opposition. On December 1, Colombia's Congress countersigned the agreement, and implementation commenced, surrounded by political controversies and operational complications. In the coming months, the guerrilla group is expected to fully disarm and initiate its transformation into a legal political party. Amidst an agitated political scenario, President Santos received the Nobel Peace Prize for his perseverance and will to end the 50-year conflict that has affected Colombians across the country, particularly those in rural areas.

Recent institutional reforms creating new entities to address the post-conflict implementation challenges are now starting their execution phase, giving way to the design of new policies and processes to respond to point one of the peace agreement (regarding comprehensive rural reform), which was only slightly modified in the new signed version. USAID's Land and Rural Development Program (LRDP) remains committed to preparing Colombia for peace, which



Yuca is a daily staple and a key crop for farmers in Montes de María. The farmers pictured here grow their crops with the help of an irrigation district that was rehabilitated by LRDP.

hinges on regional governments and entities being able to implement an integrated approach to rural development that embraces strengthened land rights and the restitution of land for families located in post-conflict regions, thereby facilitating sustainable livelihoods. To this end, we have achieved key milestones this quarter that contribute to the program's overall objectives and that support the GOC in its post-conflict goals, enhancing Colombia's capacity to mobilize resources to remote regions that have been neglected for decades.

Together with a territorial approach to peace building and rural development that includes strong community participation—a method being supported by the program through the design of the PDET¹ model—the GOC must also engage in an innovative and effective illicit crop reduction policy if it hopes to successfully implement the peace accords. Although not part of LRDP objectives, and recognizing the general lack of illicit crops in LRDP's municipalities, this issue is central to the rollout of integrated rural development and land policies in Colombia. As stated in a recent article by experts from *Fundación Ideas para La Paz*, “In a few weeks, the press will report on a new historic peak in [illicit] cultivations. The overlap between this increase and the start of

1 PDETs, or Development Programs with a Territorial Focus, are outlined in point one of the signed peace agreement.

the Trump era in the US is expected to result in great pressure for Colombia.”² The GOC can respond to this either through a rapid and unsustainable strategy for illicit crop substitution or by making structural changes to improve state presence and to support communities engaging in voluntary eradication. The development of a comprehensive land tenure policy, especially regarding land formalization, is critical to the success of an innovative approach to illicit crop substitution. LRDP will provide the National Land Agency with recommendations for adjusting the massive formalization methodology designed by the program in year 3 so that it contemplates the presence of illicit crops.

KEY ADVANCES



In Cesar, LRDP is assisting indigenous Yukpa communities with the preparation of evidentiary materials for their land restitution cases.

LRDP achieved an important milestone this quarter by helping the Land Restitution Unit (LRU) prepare its Inter-Institutional Strategic Plan, which provides a roadmap for the GOC in terms of solving the large number of pending land restitution claims between now and 2021. This plan, which was submitted to the Constitutional Court, recommends how the GOC can adapt its restitution policy with regard to areas that are home to illicit crops. In addition, as part of our effort to help the LRU streamline restitution processes, we completed evidentiary material for ethnic restitution cases in Cesar and Meta on behalf of indigenous Yupka and Sikuani communities.

In our effort to enhance local governments' capacity to address land formalization, we finalized the design of the municipal formalization plan for Santander de Quilichao (Cauca), which provides a formalization roadmap for 33,000 land parcels, consistent with the area's ethnic and geographical diversity. Our solid relationship with the mayor, coupled with his conviction of the importance of

interinstitutional linkages for the successful implementation of land policies, has resulted in a coordinated strategy for formalization and restitution processes at the local level. Furthermore, we advanced toward the implementation of our massive formalization pilot in Ovejas (Sucre) by organizing active interactions between key entities involved and convening technical discussions for the integration of this activity with the government's multipurpose cadaster initiative. Alongside these efforts, we continued strengthening our relationship with and assistance to the National Land Agency so that it can manage the very complex challenges ahead in terms of meeting the government's land formalization goals.

This quarter, we initiated one of the program's largest activities aimed at facilitating the implementation of Colombia's rural reform and multipurpose cadaster: the digitalization of property registration files housed by the Superintendence of Notary and Registry (SNR). Over one million files from 17 public registry offices will be digitalized, providing electronic access to property registry information for 20% of the country's territory. Although this activity has faced

² M. Llorente and J. Garzón, "2017: el año clave para la política contra las drogas," *Razonpublica*, January 9, 2017, <http://www.razonpublica.com/index.php/conflicto-drogas-y-paz-temas-30/9956-2017-el-a%C3%B1o-clave-para-la-pol%C3%ADtica-contra-las-drogas.html>.

major setbacks due to the sensitivity of the information and strict custody protocols, it is poised to have an enormous impact on the efficiency of Colombia's land registry and to considerably decrease the illegal manipulation of property files, a major factor fueling land tenure insecurity, land inequality, and conflict.

As part of LRDP's public-private partnership (PPP) strategy, which integrates land and rural interventions at the regional level, a new beekeeping school was established in Cesar. In November, 83 beekeepers graduated from the school, equipped with improved capacity and technical tools to generate sustainable livelihoods for their families. This is just the beginning of a promising project that will mobilize national and regional resources to benefit ethnic and campesino communities in the area. Likewise, in Montes de María, 123 cacao producers and representatives from public and mixed institutions participated in trainings conducted by Fedecacao and the National Company of Chocolates as part of the commitments made through the regional cacao PPP that seeks to improve productivity and product quality of the crop. LRDP is working closely with the Rural Development Agency to facilitate its involvement in prioritized PPPs, maximizing the impact of our support and engaging this new entity at the regional and local levels through tangible investments.

Property registration files are arguably the backbone of Colombia's land-related processes, as they not only indicate a property's location, type, and transaction history but also can reveal fraudulent owners. This information is essential for reducing tenure insecurity, land inequality, and conflict.

INTEGRATED APPROACH TO LAND AND RURAL DEVELOPMENT

This quarter, we consolidated our efforts to integrate the program's four thematic components and proposed concrete examples for strengthening such an integrated approach in years 4 and 5, as discussed during the Strategic Review Session held in Villavicencio (Meta).³ With PPPs as a cross-cutting activity to enhance the livelihoods of restituted families and promote land formalization to improve the delivery of rural public goods, we are working to guide the GOC at the national and regional levels toward this approach in order to ensure the sustainability of rural development interventions.



3 Details on these regional examples are provided in the formal Strategic Review Session report submitted to USAID in November.

Introduction and Background

LRDP began in July 2013 and is a five-year task order under the Strengthening Tenure and Resource Rights Indefinite Quantity Contract. We help the GOC improve its ability to resolve the many complicated land issues that have plagued the country for years and that must be resolved to achieve a lasting peace.

Our four integrated objectives also form the program's structural components:

1. Improved capacity of the GOC at the regional and national levels to restitute lands to victims of conflict (Restitution Component).
2. Improved capacity of regional and national GOC institutions to formalize rural property rights and to allocate public lands (*baldíos*) (Formalization Component).
3. Improved capacity of regional and national government entities to mobilize and execute public resources for rural public goods (Rural Development Component).
4. Improved information available and efficiently used to deliver land rights services (Information Sharing and Management Component).

After four years of intense negotiations in Havana, Cuba, between the GOC and the FARC, both parties signed a peace accord in the final months of 2016 with the intent of ending more than 50 years of civil war. Although several controversies swirled around the final terms of the agreement, they did not center on the agreement's commitments to strengthen land tenure security and rural livelihoods, giving the program significant latitude to continue collaborating with the GOC to facilitate restitution, strengthen smallholder land rights, and mobilize the provision of public goods and services in historically neglected rural areas—and thereby create the conditions for sustaining peace. Our results are achieved through the following approaches:

- *Adapting* to an ever-changing sociopolitical environment to effectively engage new government institutions and new local government authorities.
- *Defining and promoting the adoption* of international best practices for implementing quick, efficient, scalable land formalization activities to ensure that citizens have secure land tenure on paper and in practice.
- *Developing* methods for protecting land from being irregularly acquired and for identifying abandoned, illegally adjudicated, or stolen land, so as to create a reserve of land that can be provided to victims of conflict.
- *Accelerating* the processing of restitution claims, ensuring that the interests of good-faith secondary occupants are protected, and ensuring that local governments are equipped to comply with restitution rulings.
- *Identifying and tackling* constraints to efficiently move national-level government funding into rural areas to increase access of rural communities to public goods, services, and markets.
- *Identifying and proposing solutions* to specific land tenure access problems faced by women and ethnic minorities.

- *Partnering across government institutions* in the design, establishment, and maintenance of land-related knowledge management systems that will allow all public agencies to share information in real time, reducing the time associated with land-related transactions.
- *Strengthening coordination* among USAID implementing partners in the regions where we work to maximize efficiencies and reduce the duplication of efforts.

We work at the national level and in five focus regions: Cauca, Cesar, Meta, Montes de María, and Tolima.

Project Activities

COMPONENT 1: IMPROVED CAPACITY OF THE GOC AT THE REGIONAL AND NATIONAL LEVELS TO RESTITUTE LAND TO VICTIMS OF CONFLICT

LRU's Inter-Institutional Strategic Plan submitted to the Constitutional Court. In December, the LRU presented its Inter-Institutional Strategic Plan to the Constitutional Court. Prepared with LRDP's support, this court-ordered plan outlines how the government aims to solve the large number of pending restitution claims between now and 2021, when the Victims Law expires. The plan describes how Colombian entities will increase cooperation and efficiency and analyzes the bottlenecks currently hampering land restitution efforts. It also recommends how the government should adapt the current restitution policy, especially in the possible scenario of a failed peace deal or with regard to lands that are home to mines or illicit crops. In addition to helping design the plan, we developed the statistical model used to calculate the current restitution demand. Thanks to this model, the LRU was able to more precisely estimate the universe of restitution claims expected between now and 2021, thus allowing for a more effective and realistic strategy for the near future. In the coming months, the Constitutional Court will decide whether to approve the plan or request additional modifications.

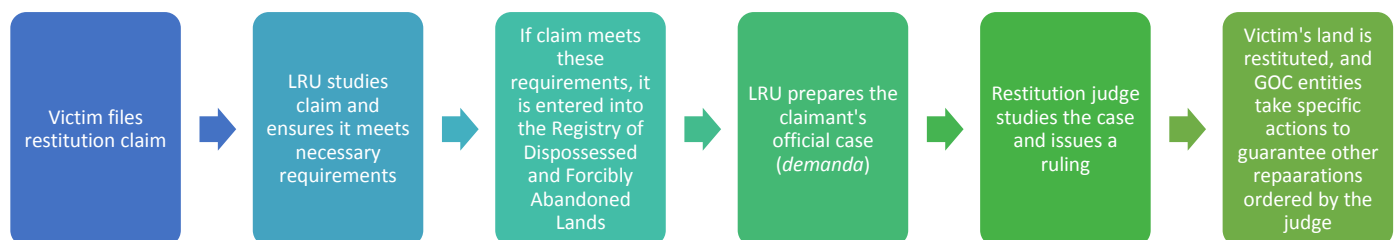
Evidentiary materials for ethnic restitution cases completed in Cesar and Meta. This quarter, we completed "characterization studies" for two ethnic restitution cases: one on behalf of indigenous Yukpa communities in Cesar and another on behalf of Sikuani communities in Meta. Characterization studies are an essential piece of evidentiary material that must be completed before an ethnic restitution case can proceed to a judge. Because of the significant human resources required to complete them, these studies can often be delayed, leaving indigenous communities waiting excessive amounts of time to receive rights protections. In Cesar, the characterization study involves three indigenous reserves of the Yukpa population in the municipality of La Paz and is expected to benefit 121 families. After holding an assembly to validate the study's results with the Yukpa population, we delivered the final product to the LRU, which expects to file the case by mid-2017.

In Meta, we completed the characterization study on behalf of 69 indigenous Sikuani families living in the Walianae reserve in Puerto Gaitán. We held an assembly to validate the study's results with the community, and next quarter we will present the final product to the LRU so that it can then file the case. We also continued working on another characterization study in Meta, for the Domoplanas reserve of the Sikuani, and expect to finalize it in the coming months.



Direct support for restitution cases in Montes de María and Meta. This quarter, we provided direct support to the LRU in the processing of 421 restitution cases—124 in Montes de María and 297 in Meta. In Montes de María, where we supported the LRU-Bolívar office, our focus was on the preparation of *demandas*, which are claims that have been studied and admitted by the LRU and then converted into official cases filed before a judge. Supporting this stage of the restitution process is important because it helps resolve bottlenecks that the LRU may experience in terms of high volumes of processed and accepted claims but low numbers of *demandas*. In addition to helping prepare these cases for judges, we developed typologies that classify each case according to a range of characteristics, such as the type of violations that occurred, the surrounding geographic area, and the time period in which displacement took place. Next quarter, we will synthesize these typologies and present them to the LRU in the form of recommendations that help the entity process similarly situated cases consistently and efficiently.

FIGURE 1 – STAGES OF THE RESTITUTION PROCESS



In Meta, our support was aimed at an earlier point in the restitution phase: the processing of claims to determine whether they should be included in or excluded from the Registry of Dispossessed and Forcibly Abandoned Lands. In addition to providing direct support for 297 claims, we supported the design and implementation of an internal organization strategy for the LRU-Meta office that looked at difficult claims whose processing was being delayed and, based on this assessment, allocated staff responsibilities, clarified roles, and identified key points to consider when resolving such claims. With this internal strategy in hand, the office is now

equipped to work more smoothly across its different operational areas when confronting complicated restitution claims, thus ensuring their efficient resolution.

Facilitating comprehensive restitution in Cauca and Montes de María. Building on the approach we adopted in Chengue (Montes de María), in Santander de Quilichao (Cauca), we began facilitating comprehensive restitution for residents of Lomitas who are beneficiaries of a recent restitution ruling. The ruling is emblematic because it orders GOC entities at both the national and local levels to undertake a number of interventions that benefit the entire community, including improvements to the community center, supplies for the health clinic and school, and improvements to recreational spaces. During the quarter, we designed and launched an interinstitutional coordination strategy in coordination with the mayor of Santander de Quilichao, who is now leading the effort. Traditionally, local government agencies have not

“For us, it is very important to have the support of international agencies like USAID, since its team and resources contribute to strengthening communities who benefit from the state’s policies in the exercise of their rights to land and territory as a form of overcoming the conflict and creating conditions for sustainable peace.”

— María del Mar Chaves,
Director of Cauca’s regional LRU office

viewed compliance with restitution rulings as part of their responsibility. However, this strategy has brought authorities together and changed that mindset, fostering a sense of co-responsibility for compliance with restitution rulings, thereby ensuring that victims enjoy comprehensive reparations.

Meanwhile, in Montes de María, we supported the formation of a technical roundtable aimed at following up on the restitution ruling for residents of Chengue. This roundtable—consisting of the Ombudsman’s Office, National Land Agency, Victims Unit, mayor’s office, and other entities—offers a strategic space for streamlining entities’ compliance with the various orders contained in the court ruling.

Diagnosis for Ombudsman’s Office offers a better way forward. This quarter, we conducted a diagnosis of the current workloads of public defenders, shedding light on pitfalls in the Ombudsman’s Office’s work systems and ways that it can better represent the interests of vulnerable secondary occupants. Using Meta as a case study, we examined the current caseloads among public defenders and their time spent supporting these cases. While the conclusions—public defenders are overworked—are perhaps unsurprising, being able to present them on the basis of solid evidence makes a compelling case to the Ombudsman’s Office, thereby increasing the likelihood of the office making changes to the distribution of its personnel and resources. Moreover, it provides the office with strong arguments that can be presented to the high courts in order to secure additional funding. Since the office’s duty to provide legal representation to low-income secondary occupants is a relatively new one that was not originally envisioned in the creation of the country’s restitution policy, a well-founded request is likely to draw additional funding to ensure the protection of the rights of this vulnerable population. We presented our diagnosis to the director of the Ombudsman’s Office, Carlos

Threats to community leaders pose a continued risk to restitution efforts

In certain regions of Colombia, community leaders continue to face threats and acts of violence due to their support for land restitution. This urgent human rights situation calls for close on-the-ground coordination between USAID programs and other local actors, as well as ongoing monitoring of the implementation of Colombia’s restitution policy.

Moving forward, LRDP will coordinate with USAID’s Colombia Human Rights Program to monitor these threats and acts of violence in our focus regions in order to facilitate protection on behalf of victims.

Rodríguez, who welcomed its findings and committed to drawing on them as the office considers ways to strengthen its ability to provide legal representation to secondary occupants.

Meanwhile, our mobile brigades—which bring public defenders directly to rural communities and connect vulnerable secondary occupants with lawyers—was put on hold this quarter due to the expiry of public defenders’ work contracts. Nevertheless, we continued to hold structured dialogues between the LRU and the Ombudsman’s Office to address concerns and challenges related to the legal representation of secondary occupants. One of the issues addressed is the dearth of women participants during the community mobile brigades; in this regard, we began constructing an internal strategy for the Ombudsman’s Office to increase women’s participation so that the office not only increases the number of secondary occupants with legal representation but also the number of women among them.

Analysis of gender focus in restitution rulings and implementation. Although women are increasingly benefitting from restitution rulings, it is not clear whether they are enjoying greater rights in reality. To remedy this, the LRU requested LRDP’s support in analyzing two-year-old restitution rulings for their presence or absence of a gender focus, as well as the level of implementation of this focus among the GOC entities responsible for fulfilling restitution-related court orders. Looking at two-year-old rulings (as opposed to more recent ones) is key because it means that enough time has passed to be able to assess their level of implementation.

As a first step in this activity, we analyzed 51 rulings in Tolima and Montes de María to determine the extent to which judges included gender-specific reparations in their rulings, as well as the quality of such recommendations (for example, a ruling may simply mention that a woman victim should have access to health services, or it may go further and specify that women are entitled to land rights and access on an equal basis with men). In addition, we held focus groups with women beneficiaries to examine the delays and barriers they have experienced in accessing the benefits promised in these rulings.



A woman farmer in Meta. LRDP is analyzing the extent to which restitution rulings are benefitting women victims of the armed conflict.

As of November 2016, restitution judges had issued 4,609 rulings (excluding ethnic restitution rulings) benefitting 5,977 women. But there is a lack of detailed information on how, if at all, these rulings incorporate a gender focus; on whether public entities charged with fulfilling court orders are applying such a focus; and on the delays that women beneficiaries are experiencing in enjoying their promised reparations.

Next quarter, we will conduct interviews with the various regional- and national-level institutions involved in complying with restitution rulings. By the end of the activity, we will construct guidelines with a twofold purpose: on the one hand, they will instruct government entities on how to better comply with restitution rulings in terms of women’s rights and, on the other, they will help judges develop a stronger grasp of women’s unique realities and needs, ensuring that restitution rulings give meaning to the gender-related provisions of the Victims Law.

COMPONENT 2: IMPROVED CAPACITY OF REGIONAL AND NATIONAL GOC ENTITIES TO FORMALIZE RURAL PROPERTY RIGHTS AND TO ALLOCATE PUBLIC LANDS (*BALDIOS*)

Completion of Santander de Quilichao's municipal formalization plan. Municipal formalization plans are essential tools that allow local governments to successfully plan and coordinate the massive formalization of public and private lands, thereby offering secure land tenure to local residents and taking the onus off individuals to initiate the formalization process. They also represent a key first step for municipalities before the parcel “sweep” methodology can be performed—a methodology that is being rolled out in Ovejas with LRDP support and which the government is keen to test as a methodology to support future massive formalization and enable it to meet ambitious goals outlined in the peace accords.

In Cauca, we completed a plan for Santander de Quilichao, which provides a formalization roadmap for the municipality's 33,000 land parcels. This plan, which integrates a differentiated approach consistent with the area's ethnic diversity and takes into account the varied geographical characteristics of the region (which is both flat and mountainous), is distinct from the plan that we developed for Ovejas (Sucre), a region that is more homogenous, both geographically and demographically. Beyond highlighting land tenure claims, the plan identifies various rural development opportunities for citizens whose land is formalized.

We presented the final plan to USAID and will present it to the municipal government next quarter, along with national-level land agencies (National Land Agency, Rural Development Agency, and Agency for Territorial Renovation). Looking forward, our strategy is to show the National Land Agency that Santander de Quilichao now has a planning instrument in hand and to ensure that the municipality is included in the government's “expansion plan” for the multipurpose cadaster, but with the critical added benefit of formalization.

Building on the momentum of the plan's creation and the mayor's political will to create a municipal land office in Santander de Quilichao, LRDP hired a legal expert and a cadaster expert to help form a “pre” land office, as we did last year in Ovejas. The mayor's office, for its part, has provided a social expert and office space. This team of three will compile cases of urban public parcels that can be titled by the mayor, thus providing the mayor's office with early victories in land formalization. This office will also support the implementation of the municipal formalization plan and the multipurpose cadaster in the expansion plan.

Formalizing private land parcels in Chaparral (Tolima). In support of the National Land Agency's goal to formalize 300 private land parcels in the town of Calarma (in the municipality of

Puerto Gaitán: Following the footsteps of Ovejas and Santander de Quilichao

In November, we met with a team of local government officials from the municipality of Puerto Gaitán (Meta)—including the mayor, the secretary of municipal planning, and an advisor to the mayor—to discuss LRDP's formalization efforts in Colombia. The mayor, who is keen to follow in LRDP's footsteps in Ovejas and Santander de Quilichao, expressed deep interest in receiving our advisory support in the creation of a municipal land office.

This initiative, which would be fully financed by the mayor's office, seeks to roll out such a land office in 2017. Our advisory efforts would focus on sharing our experiences and lessons learned from Montes de María and Cauca.

Puerto Gaitán's proposed land office is a testament to the success and replicability of LRDP's efforts in Montes de María and Cauca. In addition to allowing the mayor's office to achieve important victories in terms of formalizing urban public lands, the office will play a key role in accompanying the multipurpose cadaster process in light of the fact that Puerto Gaitán is one of the selected municipalities for the government's multipurpose cadaster pilots. As a first step in promoting knowledge exchange, we plan to invite the mayor to Santander de Quilichao when we present that municipality's municipal formalization plan next quarter.

Chaparral) by April 2017, we helped 232 campesinos present formalization requests to municipal judges. Unlike the traditional demand-driven method, this formalization approach is promoted and facilitated by the government, and provides a cost analysis for the formalization of private parcels in Southern Tolima. LRDP also helped establish mechanisms to streamline and accelerate judges' work and to sensitize judges on the importance of ensuring that their rulings encompass a focus on rural development opportunities for formalization applicants.

Moreover, in collaboration with USAID's Access to Justice program, we organized a workshop attended by 223 rural residents that served to advise residents on the status of their formalization applications and resolve their concerns regarding formalization and restitution processes, as well as raise citizens' awareness of land rights in general. Part of this effort involved conciliators hired by Access to Justice who formally married consensual union couples from Chaparral, thus helping them meet one of the requirements for securing a jointly held land title. In total, 56 couples—30 from Calarma—were married, bringing them one step closer to enjoying equitable and secure land tenure.



A newlywed couple in Tolima proudly shows their marriage certificate.

We also conducted five additional workshops—three with the children of formalization beneficiaries and two with women—that helped participants understand basic formalization concepts and their unique role within the formalization process. Attended by 115 beneficiaries, the workshops utilized a set of communication pieces aimed at raising land rights awareness.

This activity is being complemented by our efforts to digitalize and index property registration files from public registry offices in Chaparral, Ibagué, and Purificación, which will help provide a sustainable solution to the current difficulties surrounding the lack of readily available information among government entities involved in formalization and restitution processes.

Groundwork preparation for the multipurpose cadaster. The Colombian government's multipurpose cadaster initiative is an ambitious effort between now and 2025 that will facilitate its ability to provide much-needed basic services to communities. LRDP has been assisting this effort by providing the National Planning Department with the management team for the cadaster's pilot project, which will implement 24 pilots (including Ovejas) in the country.

This quarter, the LRDP-supported multipurpose cadaster management team contributed to the drafting of a statute to govern the cadaster's implementation. The draft, which was a collaborative effort among the Department of National Planning, Agustin Codazzi Geographic Institute (IGAC), and SNR, is now ready to be presented to Congress. The statute seeks to replace the traditional approach in which the cadaster is seen primarily as a tax-collection vehicle with one that accounts for parcels' legal and physical identification as well. Among other things, it proposes (1) a unified national system of cadastral information; (2) sources of financing for the multipurpose cadaster; (3) systems for resolving conflicting information on a given land parcel;

and (4) a unified numbering system for parcel registration, as well as parcel registration certificates, as a means to correct the current disconnect between the cadaster and the registry.

In addition, a number of advances were made in preparation for the launch of the pilots:

- Hiring negotiations were initiated with the private firms that have been pre-selected to operate the 11 first pilots (not including Ovejas). The pilots will be divided into three groups, each of which will be managed by one firm. The selection process also began for the co-managers—point people within each partner agency (SNR, IGAC, and National Land Agency) who will provide field supervision for each pilot group's implementation.
- The LRDP-supported multipurpose cadaster management team led the formation and first meeting of the cadaster's steering committee, the interinstitutional body that will provide technical guidelines for the pilots' operation and validate each pilot's products.
- The LRDP-supported multipurpose cadaster management team selected the auditor that will be responsible for reviewing the quality of and approving each pilot's products.

One challenge encountered thus far is that IGAC—which directs the cadaster's cartography-related aspects—has proposed standards that the potential operators argue will be very difficult to comply with under the existing budget. Moreover, during an expert meeting facilitated by the National Planning Department in November, international cadaster experts agreed that IGAC's proposal was too demanding and also noted inconsistencies and the lack of a gender focus. This point is currently being negotiated among the parties involved. Regardless of whether a gender and differentiated approach is eventually incorporated into IGAC's standards, we will incorporate such an approach in the Ovejas pilot, which USAID is overseeing, so that it can serve as an example for the government's future work.

Another challenge is IGAC's limited budget, which could be problematic for the pilots' implementation. In this light, we are generating spaces for interinstitutional dialogue so the agencies and operators can implement a cadaster that is reasonably priced and adequate for the country's needs.

Nearing implementation of Ovejas pilot. This quarter, we made headway in our massive formalization pilot in Montes de María, which seeks to strengthen the government's capacity to massively issue and register land titles and to secure the land rights of rural families.

- LRDP worked with the National Land Agency to determine the products that the formalization pilot would need to generate, as well as their associated quality standards. Through several working sessions, we developed a product matrix to determine which products are reasonable both from a practical and cost standpoint.
- LRDP is negotiating with the National Land Agency regarding the information systems that should be used to deliver the products in an attempt to identify the most practical, cost-effective, and sustainable solution, linking this solution to the needs of the multipurpose cadaster project being led by the National Planning Department.
- We generated spaces for dialogue with local institutions so that each one understands its role in the pilot's implementation and commits to assuming pertinent tasks. In November, we organized an initial meeting in Ovejas, which included the participation of the LRU, mayor's office, the governor's office, the judicial branch, IGAC, public registry office, and others. In

December, we organized a second meeting at which these entities followed up on their commitments in preparation for the pilot's launch next quarter.

- Ovejas's new land office, which is an important part of the pilot effort, achieved early victories consisting of a tax exemption for 50 landowners of urban parcels for the registration of their titles, saving them from having to pay expensive out-of-pocket fees for formalizing their land. These exemptions were thanks to support lent to Sucre's Office of Departmental Taxes. In addition, Sucre's governor committed to promoting an ordinance to exonerate these fees for nearly 4,000 parcels being processed as part of the pilot.

During the pilot, we will survey 5,500 parcels and initiate the legal paperwork to formalize around 3,000 parcels so that the National Land Agency can then complete the task of titling. This activity involves an integrated approach with LRDP's other focus areas. For example, we have prioritized the municipality in our digitalization efforts so that the pilot operator can easily access electronic information on property registration files. The pilot will also contribute to ensuring compliance with the recent restitution ruling in Chengue, which calls for the formalization of restituted parcels. The pilot furthermore involves linking formalization beneficiaries to rural development programs offered by the local government and the Rural Development Agency.



Young boys in Ovejas sit on a park bench overlooking the municipality. Ovejas is the site of LRDP's massive formalization pilot.

Formalizing parcels where public entities operate. As an activity with important linkages to rural development, we are supporting the formalization of 1,005 public land parcels on which government entities are located. Currently, many rural schools, health posts, and police stations are operating on lands that lack a registered title, which limits their ability to make investments that improve the quality of communities' health and education, among other things. This quarter, in collaboration with mayors' offices in each of our focus regions, we conducted a preliminary identification of the parcels to be formalized and began studying their physical and legal status in order to lay the groundwork for the titling process next quarter.

Given the scarcity of relevant information at mayors' offices, the parcels currently slated for formalization may change as we carry out our fieldwork. For example, a particular mayor's office may have identified 20 schools, 15 health posts, and 15 police stations at the outset, but field evaluations could reveal that 10 of the schools are not apt for formalization (for example, because they are located in an indigenous reserve or protected area), compelling the mayor to prioritize another 10 public entities in their place. In other words, while the *types* of entities slated to benefit from formalization may change as we advance in this activity, the total *number* of parcels will remain the same. Beyond formalizing 1,005 parcels, this activity seeks to leave regional and local governments with a replicable methodology and installed capacity to formalize further parcels housing public entities in the future.

Training conciliators in Cauca on land issues. In Colombia, many low-level disagreements among neighbors and community members are resolved via formal legal proceedings, which can be time consuming and costly for parties. An attractive alternative offered by the government is

the use of conciliators in equity, qualified individuals who work at legal assistance centers or community centers to mediate disputes through alternative conflict resolution mechanisms. This quarter, in an effort to strengthen the capacities of these conciliators, and in conjunction with IGAC and the SNR, we trained 30 conciliators in Northern Cauca on issues related to restitution, formalization, and cadaster. Given the prevalence of land-based conflicts in this region, it is important to ensure that conciliators are familiar with land issues so they can attend cases more efficiently, as well as offer better-quality services to rural citizens who find themselves in land-related disputes. Their increased knowledge also facilitates formalization and restitution efforts to the extent that citizens' disputes relate to these themes. Our land-related training complements the justice-related training previously provided by another USAID program, Access to Justice.

Satellite imagery delivered to GOC. In December, USAID delivered satellite imagery developed by the National Geospatial-Intelligence Agency to the National Planning Department for the ten municipalities of the multipurpose cadaster pilot being led by the Colombian government. LRDP has played a key coordinating role between the US and Colombian governments in this complicated handover effort. USAID has promised to deliver NGA-produced imagery for an additional 46 municipalities in the coming months.

Land Tenure: The Key to Prosperity

An interview with Antonio Londoño, the mayor of Fuentedeoro (Meta).

Many years ago, the now-defunct INCORA awarded collectively owned territories to residents in Fuentedeoro. Why wasn't that effort successful?

INCORA practically forced these people to become members of community businesses, but it didn't provide support for productive projects. It didn't offer orientation or training. It left people to their fate, and each person ended up going their own way.



What other problems does this model present?

Let's say you have a parcel with 15 users. If one of these users doesn't pay taxes, everyone is affected when it comes to requesting a loan. The bank will ask for a certificate of good standing, and no one will be able to get it.

How is the municipality planning to resolve this situation?

USAID is helping us formalize these parcels at an individual level. We have seven parcels covering about 1,100 hectares, where about 150 families live and which are important for agriculture. With USAID, we're helping the community formalize their lands and become true owners of this land. This helps them with many things: to be able to take out a loan, to mortgage, to make development and economic plans. Without a land title, they don't have anything, just the possession of their lands.

Once these parcels divided and formalized, how will you ensure that these families are productive?

We're creating associations that cater to the interests of these residents. We have 11 producers' associations for plantain, yuca, corn, passionfruit, pineapple, and citrus, and two cattle-raising associations. Also, USAID is facilitating productive chain alliances for many people in the municipality. We're putting life into the associations. Formalizing land gives us the needed push.

What else have you done with USAID?

We're working to formalize 17 schools. Having titled property gives us the ability to be able to make investments. Otherwise, these schools can't even buy paint, or remodel, or buy desks. It poses a huge difficulty for the learning experiences of the children who live in these rural areas. As part of this formalization process for the schools, we're conducting an analysis of educational infrastructure that will allow us to better plan our investments and to mobilize resources in the future.

COMPONENT 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

Cesar's honey PPP making headway. This quarter, the first class of beekeepers—83 in total—graduated from the new beekeeping school in Cesar, a regional school established as part of the new honey PPP (see text box). Now armed with more know-how and technical tools, these rural beekeepers have a stronger chance to improve their production and marketing, in turn generating more income and better living conditions for their families. The PPP also made other important advances:

- Cesar's Institute for Development (IDECESAR), one of the PPP's public partners, financed a field trip for 50 beekeepers, who traveled to Montes de María to learn firsthand from other beekeepers about honey production, honey management, marketing, and genetic improvements to bees. IDECESAR spent COP56 million (approximately US\$22,000), representing a 22% execution of its commitment outlined in the PPP.
- Apiagro, the partnership's commercial partner, drafted a purchase agreement for 100% of the PPP's honey production, which is set to be presented to partners and signed in January. Apiagro also purchased two tons of honey valued at COP3,890,000 (approximately US\$1,500) from the producer association in Pueblo Bello, in compliance with its commitments outlined in the PPP. In addition, it committed to purchasing the second honey harvest and also began making logistical arrangements for collection points and product transport.
- As part of the PPP's goal to link 500 new beekeepers to the partnership, the government of Cesar formulated a project to provide technical assistance and start-up support to 200 beekeepers and secure 6,000 hives. This initiative will be launched in January. In support of this effort, we helped the government identify the 200 producers, as well as their land tenure situation (which is not only a necessary step to formally present the project but also a critical piece of information for the government should it wish to assist them with formalization). The Rural Development Agency also announced that it would provide support in

During the next three years, the honey PPP aims to bring in 500 first-time beekeepers through the provision of 15,000 hives and comprehensive technical assistance.

First class graduates from beekeeping school in Cesar

One of the components of the new honey PPP, valued at US\$5.3 million, is a training school that instructs local beekeepers in technical and marketing aspects of honey production. Specifically, it provides technical assistance on genetic improvements, queen bee management, floral timetables, honey extraction, and best practices in production. In November 2016, the first cohort of students—83 in total—graduated from the school, armed with powerful new tools for growing their production and their businesses. The students were from three producer associations from the municipalities of Manaure and Pueblo Bello. Future classes of students will be taught by the top-performing graduates from this class, strengthening the community-centered aspect of the initiative.

The graduation ceremony was attended by USAID's mission director, APC-Colombia, the government of Cesar, IDECESAR, Apiagro, the Rural Development Agency, and other key stakeholders. Following the event, LRDP received a letter from APC-Colombia expressing its admiration for the effort: “I commend [LRDP] for its excellent work in the department and the synergy achieved with the government of Cesar, IDECESAR, and the Rural Development Agency. APC is poised to support this joint effort through other initiatives that complement the department's rural development goals.”



2018 for this regional-level effort to broaden Cesar's productive capacity in the beekeeping value chain. Having national-level funding in addition to regional-level funding will offer greater continuity to the initiative and will ensure that the goals are met more quickly.

Montes de María's cacao PPP making headway. This quarter, two of the PPP's largest partners made significant headway in fulfilling their commitments outlined in the partnership agreement. The National Federation of Cacao—which represents cacao producers in Colombia—conducted two technical tours and two field trips for 108 cacao producers and representatives from public and mixed institutions that are part of the PPP (such as Municipal Units for Agricultural Technical Aid, the departmental government, LRU, and SENA). Ten of the trainees are land restitution beneficiaries benefitting from the Chengue ruling who recently returned to their land. These sessions involved training and demonstrations on planting, cultivating, post-cultivation, and product maintenance. In carrying out these training activities, the federation spent COP26,698,600 (approximately US\$10,700), representing a 17% execution of its commitment to conduct trainings as outlined in the PPP.

The cacao PPP in Montes de María is expected to increase the region's cacao cultivation area by 75 percent (to 928 hectares) over four years and help 513 cacao farmers increase productivity and product quality.

In addition, the National Company of Chocolates, the PPP's main commercial partner, organized a technical tour for 15 representatives from public institutions that are part of the PPP. The tour focused on crop management—particularly harvest and post-harvest—from a market perspective. The company spent COP5 million (approximately US\$2,000) on this activity, representing a 13% execution of its commitment to conduct trainings as outlined in the PPP.

Also this quarter, we began evaluating current cacao production systems and producers in the PPP to obtain updated information on the number of hectares cultivated, number of producers, yield per hectare, markets, and how restituted parcels are being used. With this information in hand, the PPP will be able to invest resources where they are needed most.



Farmers collect samples for the cacao analysis in Montes de María.

Developing future PPPs in Cauca. In Northern Cauca, we made progress in the formation of new PPPs in the plantain, cacao, blackberry, and *lulo* value chains via our producers' roundtable, which is a recurring space for dialogue among various public and private actors. Members include representatives from Cauca's Secretariat of Agriculture, Amunorca (an association of municipalities in Northern Cauca), the National Business Association of Colombia (ANDI), Municipal Units for Agricultural Technical Aid (UMATAs), and the Banco Agrario. Using a participatory approach with the entire roundtable, we identified ten producer associations that will participate in the PPP; these producer associations include campesino, indigenous, Afro-descendant, and women farmers. Next quarter, also in collaboration with the roundtable, we will identify the commercial partners for these PPPs.

Three key products completed in PDET effort. In order to more effectively mobilize resources for rural development programs in the municipalities hardest hit by the conflict—and as part of the new peace accords—the Colombian government has prioritized the creation of a new tool known as Development Programs with a Territorial Focus (PDET). To assist with this effort,

LRDP is helping the Office of the High Commissioner for Peace and the newly created Agency for Territorial Renovation design and validate the PDET operational model through four case studies (Cauca, Cesar, Montes de María, and Tolima). This quarter, we completed three key aspects of this activity: (1) information gathering at the community level, with a special emphasis on indigenous and other marginalized groups; (2) presentation of the PDET operational model to USAID and the government; and (3) validation of this model with local communities.

With regard to the first aspect, we gathered information from the community level in four key areas—map of actors, sociopolitical context, productive context, and conflicts—in order to collect on-the-ground perspectives and information for the development of the PDET operative model. This exercise embraced a participatory methodology with a special focus on marginalized groups. For example, we worked with the Yukpa, Wiwa, Pijao, and Nasa indigenous populations, indigenous councils, campesino associations, community action committees, women's groups, and victims' associations.

Based on these inputs, we prepared the PDET operational model and presented it to USAID and the Agency for Territorial Renovation, the latter of which will take the lead in implementing the PDET. Then, in December, we brought this model back to the communities, who validated it and verified its suitability for implementation.

The unexpected results of the October 2 referendum delayed the implementation of this activity, which had been designed with a “yes” vote in mind. Nonetheless, we are on track to complete the activity next quarter and are adjusting the last deliverable (which relates to preparation for post-conflict) to accommodate the current political context.

Mini irrigation districts in Cesar nearly complete. Over the past year, we have been supporting the rehabilitation of small-scale irrigation districts in Cesar, namely through technical studies related to topography, cartography, system design, and budgeting; recommendations for the sustainability of irrigation investments; the strengthening of management plans for the community organizations charged with overseeing the systems; and the definition of technical and environmental requirements for ensuring the conservation of water sources. This quarter, the five irrigation districts whose development we supported during year 3 neared completion:

- Avemaría district (in Agustín Codazzi) – 100% complete
- Villa Lucy district (in Chimichagua) – 80% complete
- Cerro Azul district (in Becerril) – 80% complete
- La Estrella and El Triángulo districts (in La Jagua de Ibirico) – 40% complete

These districts will benefit 135 families who farm 314 hectares of cacao, avocado, plantains, and corn by improving the quantity and quality of their yields. Many of the families—a large portion of whom are Afro-descendants—are victims of the conflict, and some are restitution beneficiaries.

Also during the quarter, we began the studies and designs for an additional eight districts in the municipalities of Pueblo Bello, Agustín Codazzi, La Paz, Valledupar, Chiriguana, Curumani, La Gloria, and Tamalameque. We completed the designs for two of these districts and submitted them to the Secretariat of Agriculture. Next quarter, we will complete the designs for the other six districts, along with the documentation required for acquiring the necessary water concessions.

Studies and designs for tertiary roads in Meta. As part of its plan to ensure that rural residents have more and better access to development opportunities, Meta's regional government is planning to construct tertiary roads linking municipal centers with small rural communities. To help the government meet this goal, we began undertaking studies and designs for the tertiary road linking the El Castillo municipal center with Miravalles and other villages in

the municipality of Lejanías. This area belongs to the Ariari region, which the governor's office has prioritized as a potential food and agriculture reserve for the country—making it critical to ensure that small farmers living in this area are better connected to markets through, among other things, improved transportation routes. Once the studies are completed, we will deliver them to Meta's government so it can make the appropriate investments in these roads.

Resources mobilized. As shown in table 1, we mobilized US\$12.5 million this quarter. In Cesar, we mobilized US\$437,330 through the formulation of a productive project on sugarcane, which will benefit 36 families living in the town of Siete de Agosto, where we are implementing an integrated approach that includes, among other things, the formalization of lands on which public entities operate. In Montes de María, we mobilized US\$1.7 million for a productive project on cacao (within the framework of our cacao PPP), as well as a productive project in the *ñame* (yam) value chain that provides farmers with seeds and machinery; together, these two projects will benefit close to 200 families. Finally, in Tolima, we mobilized US\$10.3 million for the inclusion of budget lines on restitution and rural development in the department's development plan and territorial action plan, ensuring critical regional-level funding for low-income rural communities and victims of the armed conflict.

TABLE 1 – RESOURCES MOBILIZED DURING OCTOBER–DECEMBER 2016

REGION	AMOUNT MOBILIZED (USD)	SOURCE OF FUNDING	PURPOSE
Cesar	\$437,330	Ministry of Agriculture and Rural Development and government of Cesar	Productive project on sugarcane that benefits 36 families
Montes de María	\$1,707,590	Government of Sucre and Compañía Colombiana de Tabaco	Productive project on special cacao within the framework of the cacao PPP in Montes de María that will benefit an estimated 80-130 families; productive project for the cultivation of <i>ñame</i> that benefits 76 families
Tolima	\$10,317,060	Government of Tolima	Departmental development plan and territorial action plan

Exchange rate: \$2,500

COMPONENT 4: IMPROVED INFORMATION AVAILABLE AND EFFICIENTLY USED TO DELIVER LAND RIGHTS SERVICES

Digitalization of property registration files underway after critical setbacks. This quarter marked the beginning of one of LRDP's largest projects, which is the digitalization of property registration files housed by the SNR. Specifically, the activity seeks to organize, digitalize, index, and systematize over one million files from 17 public registry offices—16 located in Cauca, Cesar, Bolívar, Sucre, Meta, and Tolima, as well as the SNR's delegated land office in Bogotá—whose files cover 217 municipalities in Colombia. Once this information is organized and made digital, it will provide critical data for Colombia's comprehensive rural reform efforts as mandated in the peace accords, as well as for the implementation of the multipurpose cadaster. Property registration files are arguably the backbone of the country's land-related processes, as they

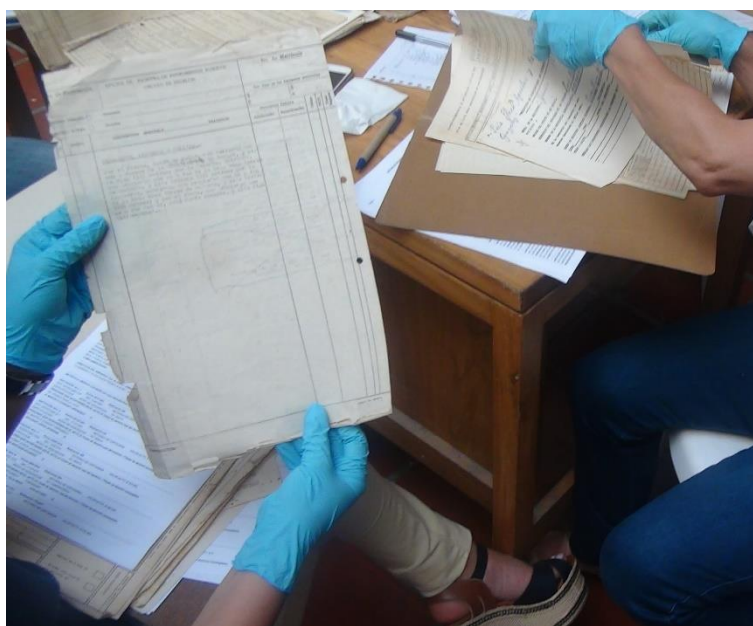
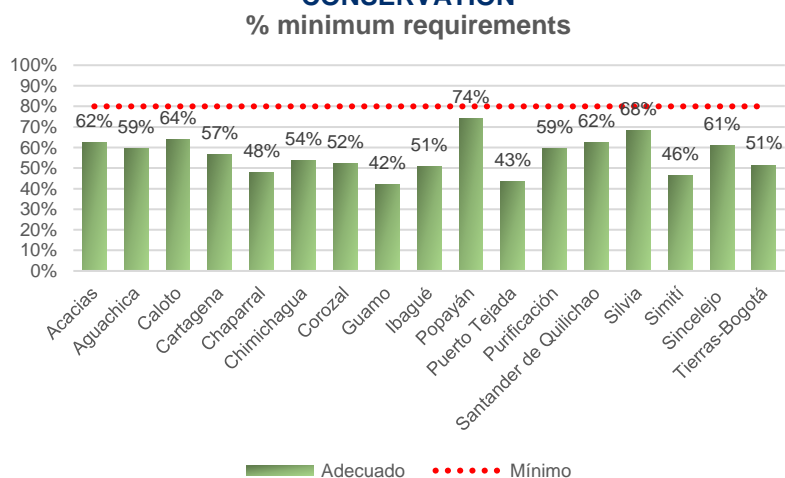
indicate a property's location, type, and transaction history; they also contain the property title and can reveal fraudulent owners.

As a first step, we conducted visited each of the 17 public registry offices to assess the extent to which each office was properly caring for its files. Our analysis considered factors such as industrial and physical security, the files' integrity, conservation practices, and environmental risks (such as flooding). The diagnosis revealed substandard conditions in every office (see figure 1), which led to the decision to move the files to Bogota for

digitalization instead of digitalizing them on site. This action, however, prompted a strong backlash by certain registry offices and some citizens, and the effort was temporarily put on hold until the General Archive of the Nation—the agency charged with conserving the country's documentary heritage—could determine the true “owner” of files: the national-level SNR or the individual public registry offices. In December, the archive agency determined that property registration files, although housed and managed by individual public registry offices, were the property of the SNR, thus allowing their transfer to Bogota for digitalization. Next quarter, we will commence the digitalization and systematization portion of the activity, while the SNR takes the lead in managing relations with the local registry offices and other authorities.

These challenges, while frustrating and at times unpredictable, underscore the enormous potential impact of this activity to strengthen the integrity of Colombia's land registry and considerably decrease the illegal manipulation of property files, which plays a role in fueling land tenure insecurity, land inequality, and conflict.

FIGURE 1 – PUBLIC REGISTRY OFFICES' COMPLIANCE WITH MINIMUM REQUIREMENTS FOR FILE PROTECTION AND CONSERVATION



Many paper-based property registration files have not been properly cared for in Colombia, generating a significant risk to the country's land-related reforms. LRDP's digitalization efforts are addressing this barrier.

Preparing a Land Node pilot project. Our work on the Land Node this quarter focused on the construction and rollout of a pilot—a sort of “mini” Land Node—that allows for the exchange of information between two of the most important entities in the restitution process: IGAC and the LRU. By focusing on just two institutions out of the node’s ten, as well as a more limited range of information exchange than will be offered by the complete node, the pilot will allow the government to obtain quick results that generate an immediate impact on the country’s land-related processes.

Specific advances in the pilot include the following:

- During the 2016 Chief Information Officer Summit in Colombia, which brought together over 300 IT directors from state entities, MinTic publicly presented the pilot.
- Thanks to MinTic, iNNpulsa (a Colombian agency that supports innovation and entrepreneurship) approved COP600 million (approximately US\$240,000) to cover the pilot’s initial operating phase.
- We initiated the development and testing of the 11 types of land-related information that will be offered in the pilot. This included testing technical, functional, and security aspects.

We expect the pilot to become operational next quarter.

With regard to the Land Node in general, we confirmed the participation of the Rural Agricultural Planning Unit (UPRA) and the Antioquia cadaster, increasing the total number of Land Node entities from eight to ten. We held a first round of technical meetings with these two institutions and identified their respective point persons for the node.

We also worked with each Land Node entity to identify the node’s possible impacts on their internal operations at both the technological and procedural levels. This is a critical issue that must be addressed by each entity if the node is expected to be made sustainable.

New information systems underway to reduce processing times and increase access to data. This quarter, we began working on three new systems for our GOC counterparts:

- *National Land Agency: Orfeo.* Orfeo, which will serve as the National Land Agency’s document management system, will organize both the historical land files inherited from the now-defunct INCODER and the agency’s new files. Importantly, it will facilitate the agency’s effective management of claims, requests, complaints, and information requests regarding both land and administrative matters, thereby reducing response times. Even at this early stage in the agency’s existence, bottlenecks in information requests have become evident, demonstrating the need for such a document management system. This quarter, we advanced 10% in the construction of Orfeo.
- *LRU: Security Management.* Required by law, this system strengthens the LRU’s protection of its IT assets (such as computers and software) and allows it to track compliance with security measures. In addition to promoting better institutional performance, this system is important for fostering citizens’ (particularly victims’) trust in the LRU. This quarter, we advanced 70% in the construction of this system.
- *LRU: Planning and Indicator Management.* This system will allow the LRU to monitor its progress against policies, programs, and goals; systematize its action plans; and control its monitoring and reporting to the National System for Evaluation of Public Sector Performance (SINERGIA), an online tool for tracking the government’s progress against the National Development Plan. This quarter, we advanced 10% in its construction.

Supporting the LRU's strategic IT plan. Colombian law requires all public entities to develop a technology plan that outlines their strategic vision for IT services through 2020. To support the LRU with this legal mandate, we are helping it develop a plan that guarantees the sustainability, implementation, and management of restitution information. The plan, which we expect to complete next quarter, will help the LRU do the following: (1) comply with Colombian law; (2) ensure that it is operating within the technological framework provided by MinTic; (3) project its information technology needs between now and 2020; (4) strengthen the technical capacity of its IT team; and (5) better organize the way restitution statistics are generated and delivered.

Demonstrating the impact of Colombia's restitution policy to date. The LRU was recently asked by Colombia's presidency to show the impact of the restitution policy thus far—a task that requires looking at each restitution ruling and the various court orders contained within it, and systematizing this information into a comprehensible whole. Although the number of rulings issued to date is quite small, the number of individual court orders within those rulings is massive, at over 80,000. This quarter, LRDP began assisting the LRU with this systematization by hiring ten expert lawyers to review each ruling and its associated orders. We completed 80% of this task and expect to finish it next quarter, enabling the LRU to respond effectively to the presidency, which in turn will enable Colombian agencies and citizens to have a better grasp of the policy's implementation across municipalities and beneficiaries. Indeed, for the first time ever, the country will know the level of compliance with restitution orders, especially those concerning economic compensation, return to land, productive projects, and infrastructure. All of the information gleaned from this activity will be housed in one of the systems that we previously developed for the LRU—the Restitution Ruling Monitoring System—thereby ensuring its future availability and accessibility for the LRU and other land-related entities.

HIGH-LEVEL CONVENINGS

STRATEGIC REVIEW SESSION

In October, we held a semi-annual Strategic Review Session in Villavicencio (Meta) with a twofold purpose: (1) to present the integration of LRDP's four components, as well as to present proposals to strengthen this integrated approach in years four and five of the project; and (2) to offer a platform for LRDP's counterparts in Meta to share first-hand their experiences working with the project.

The key message emanating from the session was that integrated activities are critical for ensuring the success and sustainability of LRDP's efforts. Without being interlinked, activities run the risk of helping beneficiaries in only some areas, rather than enhancing the livelihoods of rural families alongside the presentation of solutions to land tenure and restitution issues.

HIGH-LEVEL USAID VISITS

This quarter, we hosted two high-level USAID visits to our focus regions. The first visit, which took place in Cesar with the participation of USAID Mission Director Peter Natiello and COR Marcela Chaves, had three key objectives: (1) familiarize the Rural Development Agency and the Presidential Agency of International Cooperation with the Cesar government's rural development commitments and plans, with an eye toward encouraging future interinstitutional agreements to broaden the mobilization of public resources in this area; (2) showcase LRDP's progress in mobilizing public resources for the rehabilitation of small-scale irrigation districts and for productive projects that comply with leading standards on technical, financial, environmental, commercial, and organizational viability; and (3) highlight progress to date in the recently established honey PPP.

The second visit, which took place in Tolima with the participation of USAID's E3 team, showcased LRDP's impact in Southern Tolima, with a special focus on the program's integrated approach, its impact on the implementation of Colombia's land and rural development policies in the region, its adoption of a differentiated approach, and the sustainability of its actions at the local and national levels. The visit revealed that although LRDP was not conceived of in an integrated manner, the program's tireless efforts to integrate its four thematic components on the ground has facilitated the GOC's ability to optimize the investment of resources and improve the livelihoods of rural families.

Increasing USAID's Impact at the Regional Level

In December, with the participation of the governor of Meta, Marcela Amaya, and USAID Mission Deputy Director, Aman Djahanbani, we participated in the first follow-up meeting for the memorandum of understanding signed between the government of Meta and USAID.

The meeting sought to evaluate the effectiveness of such memoranda in allowing USAID to have a greater and better impact at the regional level in the areas of governance, human rights, inclusion, and rural economic development, among others. Present at the event were representatives from all USAID programs operating in Meta (about 14 in total). Each program presented an overview of its recent activities, and GOC counterparts then discussed their experiences working with USAID and their suggestions for improvements in USAID activities.

Of all programs, LRDP showed among the highest levels of coordination with departmental government agencies in Meta, as our counterparts include the Secretariat of Agroecoeconomic Development, the Secretariat of Equity and Gender, the Secretariat of Victims, the Agency for Infrastructure, the Social Secretariat, the Secretariat of Education, and the team of the governor's advisors.

Operations

GRANTS & SUBCONTRACTS

During the quarter, we successfully processed seven subcontracts. Five of these were approved by USAID's COR, as they exceeded the threshold of US\$150,000.

TABLE 2 – FY17Q1 SUBCONTRACTS AND GRANTS

SUBCONTRACT/GRANTEE	COMPONENT	START DATE	FINISH DATE	INSTRUMENT AMOUNT (COP)	TYPE OF INSTRUMENT
Corporación Opción Legal – protection measures	1	12-Jan-2016	05-Dec-2016	477,185,273	FPS
Heinsohn Technology – information systems	4	21-Jan-2016	7-Oct-2016	253,103,500	FPS
Geosoil – Santander de Quilichao formalization	2	3-Mar-2016	31-Oct-2016	308,531,238	FPS
Heinsohn Technology – Land Node	4	27-Jun-2016	24-Apr-2017	646,976,925	FPS
Alinatech – Land Note	4	26-Apr-2016	3-Feb-2017	475,146,051	FPS
Almarchivos – INCODER digitalization	4	5-May-2016	14-Oct-2016	1,793,715,630	FPS
Universidad Javeriana de Cali – post-conflict framework	3	7-Jun-2016	15-Feb-2017	1,895,791,000	FPS
Centro Nacional de Consultoría – restitution studies	4	10-Jun-2016	05-Dec-2016	267,510,797	FPS
Cispro – massive formalization in Tolima	2	24-Jun-2016	24-Apr-2017	738,010,000	FPS
Geosoil – public entities in Cauca	2	19-Sep-2016	22-May-2017	361,717,050	FPS
Procesos y Servicios – SNR digitalization	4	16-Sep-2016	18-Jun-2018	12,569,893,871	FPS
ITS – information systems	4	1-Nov-2016	31-Jul-2017	549,664,546	FPS
Geosoil – public entities in Montes	2	9-Sep-2016	8-Jun-2017	582,558,900	FPS

ECOCACAO – public goods in Cauca	3	9-Sep-2016	8-Sep-2017	860,026,627	FPS
Prodesarrollo – public goods in Montes	3	28-Oct-2016	27-Apr-2017	573,178,000	FPS
CPA – public goods in Cesar	3	26-Oct-2016	30-Jun-2017	767,761,400	FPS
GGAD – public goods in Meta	3	8-Nov-2016	8-May-2017	821,312,891	FPS
Prodesarrollo – public goods in Cesar	3	26-Oct-2016	30-Jun-2017	544,500,000	FPS
Geosol – public entities in Cesar	2	14-Oct-2016	20-Mar-2017	251,110,225	FPS
Proyectamos – public entities in Meta	2	1-Dec-2016	9-Jun-2017	540,036,591	FPS
Geicol – public goods in Cesar	3	23-Nov-2016	31-Mar-2017	215,415,750	FPS
TOTAL				25,493,146,265	

FPS – Fixed Price Subcontract

OFFICES

Several months ago, as part of our massive formalization activity in Ovejas, we opened up a “pre” land office adjacent to the Ovejas municipal government’s office. We hired five employees to support this activity, including legal assistants, social component specialists, and a cadaster expert. After nine months of successful implementation, the management of the office was transferred to the municipal government of Ovejas. We are donating computer equipment to ensure activity continuity.

STAFFING

At the close of the quarter, we had 117 employees, including Aecom, Global Communities, and Palladium partners. Throughout the quarter, we recruited eleven consultants and four employees; we will hire four more employees next quarter.

FICHA FORMULATION AND IMPLEMENTATION PLAN

Programming and Operations set up an ambitious schedule for the formulation and submission of Work Plan 4/5 *fichas* for USAID approval. Close coordination with the COP, regional managers, and technical teams ensured that 41 *fichas*—about 89% of the total *fichas* planned for years 4 and 5—were reviewed and approved by our internal committee during the reporting quarter. The remaining 6 *fichas* will reach the internal committee and be submitted to USAID for approval during the next quarter. This will ensure that we complete the formulation of all year 4/5 Work Plan activities in a timely manner and continue implementation at a steady pace.

ENVIRONMENTAL COMPLIANCE

During the reporting period, we advanced in the preparation of our Environmental Assessment, specifically in the construction of a revised Scoping Statement. As part of this process, we

carried out a stakeholder consultation that involved six meetings (one for each regional office plus a national-level meeting) at which current stakeholders discussed the potential impacts related to the implementation of LRDP activities. We will use the information collected in these meetings as cornerstone for the final version of our Scoping Statement, which is due in January.

Also during the quarter, we submitted several environmental requests to USAID for approval through the Monitor information system. Significant results can be summarized as follows:

- 41 categorical exclusions were requested and 36 categorical exclusions were approved (some from previous quarters).
- Three environmental reviews were submitted and two environmental reviews were approved.

Annex A: Project Specific Performance Indicators

INTRODUCTION

LRDP conducted monitoring and evaluation of program activities as outlined in the Activity Monitoring and Evaluation Plan (AMEP) approved by USAID on September 14, 2016. The purpose of this annex is to present the progress toward our results as defined in the approved AMEP. The information below summarizes quarterly, annual, and life-of-project results and progress toward targets.

Table 2 outlines all LRDP performance indicators, targets, and results for this reporting period and achievement toward annual and life-of-project targets. The following section provides further detail and analysis on those indicators for which progress is significantly higher or lower than expected results.

TABLE 2 – SUMMARY PERFORMANCE INDICATOR TABLE

No.	Indicator	Baseline	FY4 target (2017)	Q1 actual	% advance FY4 target	LOP target	LOP actual	% advance LOP target
PO1	Percentage of restitution and formalization beneficiaries that are women							
	URT (baseline: % women claims included in Registry of Dispossessed and Forcibly Abandoned Lands)	39.25%	48%	17%	35%	50%	17%	34%
	ANT (baseline: INCODER women title holders included in administrative acts)	48.70%	48%	No data	No data	50%	No data	No data
	Source LRDP (files supported by LRDP)	N/A	48%	92%	192%	50%	92%	184%
PO2	Number of restitution cases that benefit families belonging to ethnic groups (custom)	22	32	11	34.3%	117	52	44.4%
PO3	Percentage increase in resources mobilized as a result of LRDP support in the targeted regions	US\$ 6,745,440 (baseline 2014)	85%	**	**	90%	573.09%	636.77%
	Resources mobilized (US\$)	0	\$12,479,064	\$12,461,980	99.8%	\$48,904,440	\$57,176,942	116.92%
PO4	Number of government officials, traditional authorities or individuals trained in restitution formalization public project planning and information sharing and management as a result of LRDP assistance	0	3,400	3,799	112%	21,920	23,779	108.48%
O1.1	Number of restitution cases processed by the LRU (custom)	0	10,051	3,610	35.9%	50,000	30,090	60.1%

No.	Indicator	Baseline	FY4 target (2017)	Q1 actual	% advance FY4 target	LOP target	LOP actual	% advance LOP target
O1.2	Percentage increase in the average number of restitution cases processed monthly by the LRU (custom)	611 Jan-Oct 2015	20%	97%	485%	50%	97%	194%
1.1.1	Number of restitution cases supported by LRDP	0	1,000	484	48.4%	2,700	832	30.81%
1.1.2	Number of current vulnerable occupants of land claimed ("secondary occupants") in restitution that are represented in case proceedings	0	400	815	203.75%	1,320	4,182	316.8%
O2.1	Number of titles issued (legal certainty)	0	10,000	55	0.55%	35,000	2,008	5.7%
O2.2	Reduced cost of formalization	TBD	TBD	TBD	TBD	TBD	0	0%
O2.3	Reduced time to register issued titles (baseline: number of days it takes to advance a title application from issuance of resolution to its register)	1,648	1,318	0	0%	365	0	0%
2.1.1	Number of formalization cases that advance to a key milestone in the process	0	30,000	1,488	4.96%	75,000	26,913	35.9%
2.2.1	Reduction in time of the formalization process	TBD	TBD	TBD	TBD	TBD	0	0%
2.2.2	Legal framework enabling rapid and massive formalization developed with LRDP support	0	1	0	0	4	2	50.00%
2.3.1	Number of cases of recoverable public lands inventoried to potentially feed into the Land Fund	0	0	0	0	47,000	48,840	103.91%
O3.1	Percentage of projects funded with LRDP support that are in implementation	0	70%	76.67%	109.5%	75%	76.67%	102%
	Number of projects in implementation	0	24	2	8.3%	85	69	81%
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	0	2,000	1,776	88.8%	5,000	3,697	74%
3.1.1	Number of public-private partnerships (PPPs) formed with LRDP support	0	4	0	0%	13	5	38.46%
3.1.2	Number of submissions for resources from municipal governments supported by LRDP to obtain funding from national regional or local GOC entities (custom)	0	30	2	6.67%	113	90	79.6%
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)	0 (baseline 2016)	4	0	0%	12	0	0%

No.	Indicator	Baseline	FY4 target (2017)	Q1 actual	% advance FY4 target	LOP target	LOP actual	% advance LOP target
O4.2	Reduced time to access inputs for restitution processes (baseline in hours)	0	40%	0	0%	60%	0	0%
	SNR	281	40%	91.01%	227.53%	60%	91.01%	151.68%
	IGAC	264	40%	0	0%	60%	0	0%
	INCODER	No data	40%	0	0%	60%	0	0%
4.2.1	Number of land-related files digitalized	0	1,500,000	0	0%	4,200,000	767,579	18.28%

** This indicator measures the percentage increase in resources mobilized with LRDP's support compared to those resources invested by focus municipalities during the 2014 calendar year in the agricultural sector. Results are measured annually in accordance with the Colombian fiscal year, which includes three quarters from FY2016 and the first quarter of FY2017.

ADDITIONAL ANALYSIS AND BACKGROUND ON THE PERFORMANCE OF SELECTED INDICATORS

Cross-Cutting PO1. Percentage of restitution and formalization beneficiaries that are women

Based on data provided by the LRU, for the first quarter in year 4, the percentage of women beneficiaries of the restitution process—in other words, women who received a favorable ruling—is 17%, representing a total of 785 out of 4,609 rulings.

Based on LRDP records, the percentage of women beneficiaries in the formalization process—in other words, women who are either single heads of household or part of a couple and who obtained a land title (whether urban or rural)—is 92%, representing a total of 46 out of 50 titleholders. These numbers are the result of advances in Ovejas's new land office.

For next quarter, we hope to have official information from the National Land Agency regarding women beneficiaries. We have been working with the agency to define the types of data it will provide LRDP and expect to reach an agreement next quarter.

Cross-Cutting PO2. Number of restitution cases that benefit families belonging to ethnic groups

This indicator measures the number of restitution cases characterized by the LRU that benefit families belonging to ethnic groups for the collective restitution of ethnic territories. For this quarter, the number of ethnic cases that completed the characterization study is 11, which includes 5,906 families and covers approximately 119,475 hectares.

Cross-Cutting PO3. 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

This indicator (measured annually in accordance with the Colombian fiscal year) measures the percentage increase in resources mobilized with LRDP's support compared to the investments made by municipalities in the agricultural sector during 2014, which was equal to US\$6,745,440.⁴

In 2016, LRDP mobilized US\$45.4 million.⁵ On the basis of the established baseline, the rate of increase in mobilized resources as a result of LRDP support in our five focus regions is

⁴ US\$1 = COP2,500

⁵ The total calculation of PO3 includes progress recorded as mobilized resources during FY2016Q2, FY2016Q3, FY2016Q4, and FY2017Q1.

573.09%,⁶ well above our established goal. This mobilization occurred through the inclusion of resources for rural development and restitution activities in municipal and departmental development plans and territorial action plans.⁷

As shown in table 3, 85.57% of these resources were mobilized through territorial action plans and development plans in LRDP focus regions; 14.41% was mobilized through the implementation of productive projects, irrigation, construction, and improvements to infrastructure; and 0.02% was mobilized for the functioning of Ovejas's municipal land office.

TABLE 3 – RESOURCES MOBILIZED IN FY16

Instrument	Amount (USD)	Percent
Plans (territorial action plans, development plans)	\$38,849,688	85.57%
Projects with financing	\$6,544,320	14.41%
Decree (for the functioning of Ovejas land office)	\$9,200	0.02%
Total	\$45,403,208	100%

We are still awaiting USAID's standardization of this indicator so we can adjust our PIRS from our current AMEP and report on the advances achieved to date according to the new definition.

O1.2. Percentage increase in the average number of restitution cases processed monthly by the LRU

This indicator shows a 97% average increase over the baseline (611), with an average of 1,203 cases processed during the last quarter (593 cases above the baseline). This indicates that the LRU has increased its monthly processing capacity and revised its strategies for evaluating cases, especially for those that are not included in the Registry of Dispossessed and Forcibly Abandoned Lands—possibly in light of Decree 440 of 2016.⁸ Given that our progress was well above our goal established for 2018, we may need to consider adjusting the LOP target for this indicator in our current AMEP.

1.1.1. Number of restitution cases supported by LRDP

In our five focus regions, we supported 484 restitution cases, of which 421 correspond to restitution claims (297 in Meta and 124 in Bolívar) and 63 to the facilitation of legal representation for vulnerable secondary occupants. Of the total cases supported, 392 involved support during the administrative phase and 92 involved support during the judicial phase. Moreover, 36% correspond to cases involving women (either as the sole claimant or in conjunction with a spouse).

O2.1. Number of titles issued

Progress this quarter due to our direct support includes 55 titles issued (5 in Cauca and 50 in Sucre). Of these, three correspond to *baldíos* (public lands) and the remainder to private lands.

This indicator contributes to standard indicator EG 3.1-13 (number of households with documented property rights as a result of USG assistance). In this regard, 50 households obtained property titles this quarter.

⁶ The percentage is estimated in accordance with the calculation outlined in the PIRS for indicator PO3: (total GOC money mobilized/baseline) - 1) x 100/2,500

⁷ For 2016–2019.

⁸ Decree 440 introduces new grounds for excluding claims from the registry and also facilitates the LRU's ability to resolve claims more quickly than the legally established timeframes, provided it has sufficient evidence.

For next quarter, we hope to have official information from the National Land Agency regarding progress in titling and formalization processes, which we have been supporting in order to contribute to more secure land tenure.

Despite the launch of the National Land Agency's activities, the delays created by the institutional transition are evident. We are therefore in the process of requesting a reduction in this indicator's goal, which is linked to the GOC's goal in the 2014–2018 National Development Plan.

O2.2. Number of titles issued (legal certainty); and 2.2.1. Reduction in time of the formalization process

These two indicators, which are related to reductions in costs and times in formalization processes, are linked to our pilot in Ovejas. Since the pilot has not yet begun, there are no advances to report yet. We commenced measurements for the baseline, which we expect to complete next quarter.

O2.3. Reduced time to register issued titles

This indicator will be measured based on the results of our Ovejas pilot; thus, there are currently no advances to report.

2.1.1. Number of formalization cases that advance to a key milestone in the process

For this reporting period, we adjusted progress reports from FY15Q4 onward in order to match the new definition of this indicator and to accommodate new information that had not previously been reported on. With this adjustment, the total number of formalization milestones reached to date is 26,927, of which 1,488 correspond to progress from this quarter (see table 4).

TABLE 4 – FORMALIZATION MILESTONES

	Bolívar	Cauca	Cesar	Sucre	Tolima	TOTAL
Step 1 – Preliminary analysis	108	190	200	49	0	547
Step 2 – Gather topographical data	0	0	0	222	0	222
Step 3 – Technical report (judicial – cadaster)	16	0	0	216	0	232
Step 4 – Presentation of the case, memorandum, or request for adjudication	0	79	0	50	165	294
Step 5 – Submission of case or request for adjudication	0	1	0	0	98	99
Step 6 – Field visit by relevant entity	0	0	0	0	0	0
Step 7 – Processing and delivery of resolution, sentence, or registered deed	0	5	0	50	0	55
Step 8 – Notification	0	18	0	0	0	18
Step 9 – Period for third-party intervention/appeals	0	7	0	0	0	7
Step 10 – Submission to registry	0	13	0	0	0	13
Step 11 – Registration in the official registry file (<i>folio de matrícula inmobiliaria</i>)	0	1	0	0	0	1
Total	124	314	200	587	263	1,488

This indicator—specifically, milestone #11—contributes to indicator EG10.4-5⁹ in the sense that the titles issued (adjudication resolutions, deeds, or rulings) are formally registered before public

9 Number of parcels with relevant parcel information corrected or newly incorporated into an official land administration system (whether a system for the property registry, cadaster, or an integrated system) as a result of USG assistance.

registry offices. For this quarter, we incorporated titles for private lands and from the National Agrarian Fund that have reached this milestone, leaving us with an accumulated total of 1,953 registered titles during the life of the project; just one of these titles was registered this quarter.

O3.1. Percentage of projects funded with LRDP support that are in implementation

Of the projects that LRDP has helped formulate, 76.67% are currently in implementation. Of these, 5 are for the rehabilitation of small-scale irrigation districts, 4 for basic sanitation, 2 for technical assistance, and 58 for productive projects. The productive projects include projects aimed at the plantain value chain (6 projects at US\$2,658,532), the dairy value chain (1 project at US\$818,810), the coffee value chain (10 projects at US\$654,593), sheep/goat raising (1 project at US\$400,000), cattle raising (6 projects at US\$301,380), the *ñame* value chain (3 projects at US\$255,363), and the honey value chain (2 projects at US\$247,037).

TABLE 5 – PROJECTS IN IMPLEMENTATION

Department	Total number of projects with assigned resources (indicator 3.1.2)	Total number of projects in implementation (disaggregation of indicator O3.1)	Percentage of projects in implementation (indicator O3.1)
Bolívar	16	7	44%
Cauca	31	31	100%
Cesar	12	10	83%
Meta	4	4	100%
Sucre	17	17	100%
Tolima	10	0	0%
Total	90	69	76.67%

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

3,697¹⁰ rural households have accessed public goods as a result of program support, achieving 73.94% of the program's goal. This quarter, 1,776 of these are being reported, which is equivalent to 88% of our goal for year 4. Of the total households, 2,447 have received benefits at the individual level and 1,250 students have benefitted from the potable water initiative at schools in San Antonio de Palmito (Sucre).

TABLE 6 – RURAL HOUSEHOLDS WITH ACCESS TO PUBLIC GOODS

Type of household	Number of households	Benefit received
Indirect	1,250	Access to potable water in schools
Subtotal	1,250 indirect rural households	
Direct	1,998	Productive projects
	251	Access to potable water
	135	Irrigation/drainage
	63	Construction/improvements to productive infrastructure
Subtotal	2,447 direct rural households	

¹⁰ We adjusted the figure cited for indicator PO3 in the quarterly report for FY2016Q1, eliminating 48 households.

3.1.1. Number of public-private partnerships formed with LRDP support

LRDP's rural development component continues to work on the formation of eight new PPPs. Next quarter, we expect to show progress on this indicator in Cauca.

04.2. Reduced time to access inputs for restitution process

This indicator is composed of the results achieved in the reduction of times for nine types of information, distributed among the SNR, IGAC, and INCODER (three types of information each). We are awaiting approval from USAID to modify our PIRS for this indicator so that the three types of information belonging to INCODER can be replaced with three types of information belonging to the LRU, given that INCODER is no longer functioning.

We completed our support for the information systems housed by the SNR,¹¹ achieving a 91% average reduction in time needed to access land information from this entity, as shown in table 7.

TABLE 7 – REDUCTION IN TIME NEEDED TO ACCESS LAND INFORMATION FROM THE SNR

Information system	Baseline	Current time needed	Unit of measurement	% decrease in time
Landowner search system	60	4	minutes	93.33%
Exemptions system	160	0.5	hours	99.69%
Property title study system	5	1	days	80%
Average reduction in time				91.01%

INDICATORS AND SOCIAL INCLUSION

The following table provides disaggregated information based on gender, which is expressed in either numbers or percentages.

TABLE 8 – DISAGGREGATED INFORMATION BASED ON GENDER

Indicator	Total	Women (single or couple)	%
Number of rural households that gain access to relevant public goods through expanded funding as a result of LRDP assistance (direct)	2,447 ¹²	1,477	60.36%
Percentage of restitution beneficiaries that are women (LRU)	4,609	785	17%
Person hours of government officials, traditional authorities, or individuals trained in restitution, formalization, public project planning, monitoring and/or information and knowledge management systems as a result of LRDP assistance	23,795	10,521	44%
Titleholders in formalization processes who are supported by LRDP	50	46	92%
Secondary occupants with legal representation in restitution proceedings who are supported by LRDP	211	82	38.86%
Restitution cases supported by LRDP	529 ¹³	200	37.81%

11 In the 2016 annual report, we reported on the progress in two of these types of information. For this report, we have included the third, which is the property title study system.

12 251 households do not have information on heads of household.

13 One ethnic case not included.

Annex B: Success Story



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FROM THE AMERICAN PEOPLE

SUCCESS STORY
NOVEMBER 2016

A Sweet Deal

A public-private partnership in the honey value chain, facilitated by USAID, stimulates public investment in Cesar's rural development.

La Gobernación del Cesar apuesta por la apicultura y vincula a nuevos productores a través de una alianza innovadora.



In Colombia, there are 22,134 members of the Arhuaco indigenous people, 78% of whom live in the department of Cesar. The Arhuaco people account for less than 2% of Colombia's indigenous population.

For Oswaldo Ramos Chaparro, beekeeping is a legacy passed down the generations from his ancestors, who used honey mainly for medicinal purposes. Now Oswaldo—a young indigenous Arhuaco leader in the department of Cesar—wishes to share his beekeeping knowledge with others in order to preserve the tradition and turn it into a productive commercial activity for his community.

Over the last twenty years, Oswaldo and his community have endured droughts, robberies, and poisoned bees. They struggled to maintain the tradition when the community came to this part of the Sierra de Santa Marta mountain range. The land, more arid and used for cattle, does not seem ideal for beekeeping.

The hardest years were 2000–2005, when the community was forced to move further up the mountains after being threatened by the armed actors of Colombia's drawn out conflict. These groups took away the community's freedom to move throughout the territory and even placed them at risk of starvation.

"We had to leave our farms, leave everything in order to stay alive and maintain a balance with mother nature. For a long time, our

leaders have focused on spiritual healing to mitigate those impacts," explains Oswaldo

The community has since found peace in the village of Jimain, located on near Pueblo Bello (Cesar), where Arhuaco beekeepers started again from scratch. Oswaldo and the community's spiritual leaders have spent hours and days meditating on the floral diversity in the forest to provide for the bees, an essential part of their goal to preserve a healthy balance with their natural surroundings.

A Beekeeping Revival

In 2016, the Arhuaco community obtained 100 new hives as participants in a public-private partnership (PPP) facilitated by USAID's Land and Rural Development Program. The PPP—largely funded by Cesar's Secretariat of Agriculture and the Ministry of Agriculture—benefits 80 beekeepers from three producer associations from the municipalities of Manaure and Pueblo Bello, and four commercial partners. The PPP is valued at US\$5.3 million, and 93 percent of its funding comes from public sources.

In the context of improving livelihoods for rural citizens, the partnership represents a positive step in the departmental



“As an indigenous population, we are often forgotten, and it can be hard to access programs sponsored by the municipal and departmental governments. This project gives us a chance to access those programs and bring a message back to the community. It feels like we have a brother standing by our side.”

— Oswaldo Ramos Chaparro, Arhuaco beekeeper

government’s strategy to link land use in protected areas—where extensive cattle ranching and large-scale agriculture are prohibited—to the needs of local residents.

Under the partnership, the government of Cesar delivered 500 hives, beekeeping equipment and honey processing material to 80 beekeepers, including 15 families from the Arhuaco community. The government then leveraged this support and created the region’s first beekeeping school, which provides technical assistance to beekeepers on genetic improvements, queen bee management, floral timetables, honey extraction, and production best practices.

“Before, we would squeeze the honeycombs with our hands. We don’t do that anymore, which is more hygienic and allows to reuse the combs,” says Witman Martínez, a beneficiary of the PPP from Manaure, who has eight years of experience as a beekeeper and continued to improve his knowledge through the beekeeping school.

With the better techniques and processing, each producer is expected to increase production from 10 kg to 30 kg per hive each year and sell 70% of their supply to commercial partners.

Each One, Teach One

In November, Oswaldo, Witman and the rest of the first round of the partnership’s beekeepers graduated. Next step: teaching. A handful of the most successful beekeepers were selected and will deliver practical training to 100 new beekeepers from their municipalities. During the next three years, the PPP aims to train 500 beekeepers and secure 15,000 extra hives for residents in municipalities with beekeeping activities.

“We’re carrying out an agricultural and rural development policy with a vision towards the future. Beekeeping has served as a concrete example for applying the same methodology to other value chains, like mango. And thanks to USAID, each one benefits from increase effectiveness and efficiency from our part. We are able to better attend to requests, not just in terms of response times but also in terms of quality,” explains Carlos Campo Soto, Cesar’s secretary of agriculture.



EMPOWERED YOUTH

Twenty-three-year-old Gunabia Chaparro Torres is an indigenous Arhuaca who has benefitted from beekeeping training. Now empowered with new technical training, she is sharing her knowledge with other young members of her community, motivating them to create a business instead of leaving the indigenous reservation in search of work. With this project, she notes, she has achieved her dream of studying something related to the natural environment in order to promote conservation policies that change people’s way of using the land.

“With this support, we know where we’re going. The beekeeping school taught us to look at beekeeping with a broader view, one that looks at the commercial aspects as well. We feel like we’re not alone,” Gunabia says.

Annex C: Project Brief Update



January 2017

LAND AND RURAL DEVELOPMENT

The transition of regions submerged in conflict to stable and thriving democracies requires secure land tenure and socioeconomic opportunities for its citizens. USAID's Land and Rural Development Program (LRDP) helps Colombia's rural areas address land issues that unlock opportunities for improved livelihoods by strengthening land governance systems and public-private partnerships. With capacity building, USAID supports the government of Colombia (GOC) in addressing the following:

- **Insufficient funding for rural development** in conflict-affected regions that prevent land beneficiaries, families, and farmers from improving their livelihoods
- **Land informality and insecure land tenure** that inhibits investments, increases insecurity, and limits farmers from reaching their agricultural potential
- **Significant challenges in restituting land to victims of conflict** and securing adequate socioeconomic conditions
- **Difficulty in accessing electronic land data**, which hampers the effective implementation of land policies

Through an integrated approach, USAID focuses resources on strengthening institutions—the foundation of effective land governance and sustainable socioeconomic development—by streamlining policies and procedures that will improve land access and rural development opportunities for the poor.

SUPPORT TO THE COLOMBIAN GOVERNMENT

MOBILIZE PUBLIC AND PRIVATE SECTOR FUNDS FOR RURAL DEVELOPMENT TO HELP FARMERS AND RURAL FAMILIES.

USAID works with mayors, governors, and national-level officials to strengthen their capacity to increase public and private spending in underserved regions. In doing so, it helps the government ensure that farmers have access to the resources they need—such as irrigation and technical assistance—to increase agricultural production and reduce poverty. Special attention is placed on the incorporation of land beneficiaries into income-generating initiatives. **By 2018, USAID will establish 13 public-private partnerships that mobilize public and**

USAID/COLOMBIA

USAID FACT SHEET: LAND AND RURAL DEVELOPMENT PROGRAM

private sector funds and incorporate beneficiaries of land restitution and formalization into income-generating business models.

STRENGTHEN LAND RIGHTS AND SECURE LAND TENURE TO IMPROVE LIVELIHOODS.

Approximately half of rural properties in Colombia are informal. Land informality inhibits citizens and public entities from accessing investments. In addition, citizens without land rights are often disincentivized from sustainably managing natural resources, which leads to environmental degradation and the improper use of land.

By 2018, USAID will help the GOC pilot a massive land titling approach to reduce the average time and cost of securing land rights and to expand coverage.

RESTITUTE LAND TO VICTIMS OF CONFLICT, LINKING THEM TO SOCIOECONOMIC OPPORTUNITIES THAT IMPROVE THEIR LIVELIHOODS.

The Land Restitution Unit and other GOC agencies involved in restitution have encountered significant challenges in restituting land to claimants. In addition, there are 2,000 rural families occupying land that is being claimed by others in the land restitution process; many of these families are entwined in complex legal cases but cannot afford a lawyer. USAID helps the Land Restitution Unit address these challenges and incorporates restituted families into public-private partnerships that target strategic value chains for livelihood improvement. **By 2018, USAID will help the GOC accelerate the processing of restitution cases and enable restituted families to secure socioeconomic opportunities. USAID will also support the Public Defender's Office in providing legal representation to 800+ vulnerable families occupying land being claimed by others.**

IMPROVE THE QUALITY AND ACCESSIBILITY OF INFORMATION TO EXPEDITE LAND POLICIES.

Without access to high-quality, electronic land information, the implementation of Colombia's land policies is slow, difficult, and costly. USAID is building the Land Node, an innovative platform that aggregates data from eight land agencies and makes it available in real time, thus increasing transaction efficiencies, reducing costs, and catalyzing a positive economic impact across the country. **By 2018, USAID will improve access to land data, facilitating the assertive implementation of the GOC land agenda, and will digitize over four million land files from six departments to protect the integrity of land information and fill the information gaps that currently impede restitution and formalization efforts.**

ACCOMPLISHMENTS

- US\$45.4 million resources mobilized by LRDP into conflict-affected regions in one year, representing a 573% increase in government spending in those areas.
- Direct support provided for 484 land restitution cases.
- Municipal formalization plan created for the municipality of Santander de Quilichao (Cauca), providing the local government with a roadmap for the massive titling of public and private lands.
- First class of graduates—83 in total—trained on technical and marketing aspects of honey production as part of a new regional beekeeping school in the department of Cesar.
- Evidentiary case material completed for two indigenous communities (Yukpa and Sikuani) seeking land restitution, which is expected to benefit 201 families.
- 91% reduction in time achieved at the Superintendence of Notary and Registry for processing three key types of land information required in the restitution process.

Annex D: Media List

COVERS OCTOBER 1 – DECEMBER 31, 2016

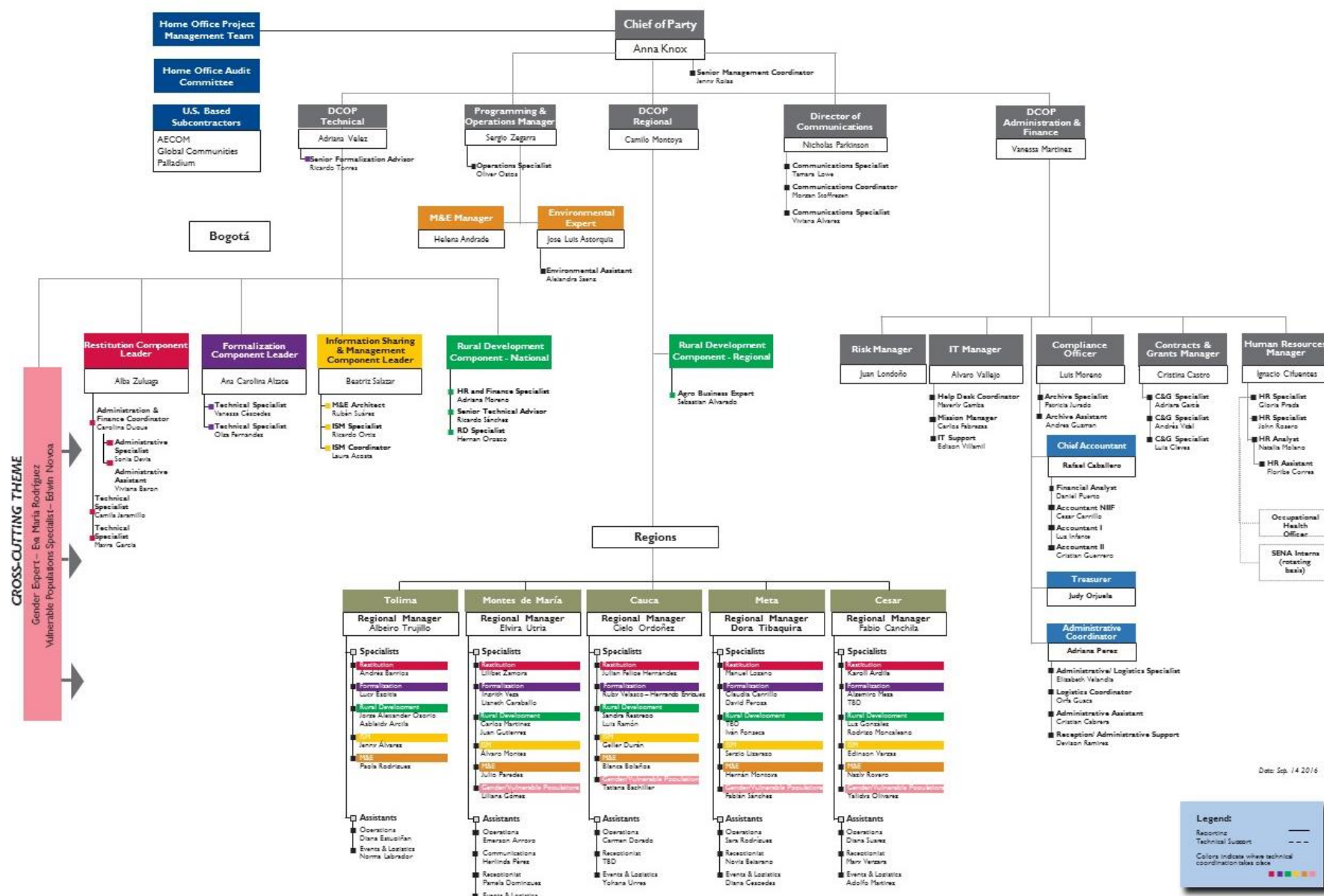
News where USAID/LRDP is referenced:

- “200 sedes educativas, en 10 municipios del Meta, tendrán títulos de propiedad,” *Gobernación del Meta*, October 10, 2016, <http://www.meta.gov.co/web/blog/200-sedes-educativas-en-10-municipios-del-meta-tendr%C3%A1n-t%C3%ADtulos-de-propiedad>
- “Minagricultura y Usaid inspeccionan minidistrito de riego en el Cesar,” *El Pílon*, November 25, 2016, <http://elpilon.com.co/minagricultura-usaid-inspeccionan-minidistrito-riego-cesar/>
- “El reto de la restitución,” *Semana*, December 2, 2016, <http://www.semana.com/nacion/articulo/restitucion-de-victimas-en-colombia/507746>

News of potential interest to USAID:

- “Macayeo, Bolívar: tierra de muerte, de gaitas y tambores,” *El Tiempo*, December 21, 2016, <http://www.eltiempo.com/politica/proceso-de-paz/macayepo-bolivar-tierra-de-muerte-de-gaitas-y-tambores/16778259>
- “Servicios financieros para el Sur del Tolima,” *El Nuevo Día*, December 5, 2016, <http://www.elnuevodia.com.co/nuevodia/opinion/columnistas/reyes-jaime-eduardo/298166-servicios-financieros-para-el-sur-del-tolima>
- “Tolima: La tierra que soñamos,” *Revista Semana*, October 2016, http://especiales.semana.com/especiales/Especial_Tolima/#/148/

Annex E: Organizational Chart



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Annex F: Frontlines Story

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FRONTLINES

ONLINE EDITION

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They Call It Home. Colombia's Leaders Are Working to Make That Designation Official

By Nicholas Parkinson and Herlinda Pérez



A farmer in San Rafael walks through a farm of trellised yams after crop irrigation in the area resumed for the first time in more than 20 years.

Herlinda Pérez

The Colombian Government wants to help people with reasonable claims to land to formalize those arrangements with documents declaring official ownership.

Ómar Teran and his family had already invested four years of sweat into land preparation, built a house and survived armed militia shootouts in the hills of northern Colombia. That was in 2009, and the most violent period of the conflict that divided the country was behind them. He and 35 people from his extended family—all from the Zenú indigenous community, living on the 9-hectare parcel—saw a peaceful and prosperous future.

There was only one problem: The land did not belong to Teran, and the owner wanted it back.

"I searched for the owners in 2004. Back then, neighbors told us that the land was worth what was planted on it," says Teran. "It would be hard to leave this now. It hurts to think of losing all the life we have created."

Teran's story is nothing new in Colombia, where 50-plus years of conflict displaced more than 6 million people. In the desperate shuffle, thousands of families ended up settling on lands owned or claimed by others. Today, the country's Land Restitution Unit, an institution mandated to represent displaced land owners and deliver restitution to victims, is helping local authorities sort out the situation.

<https://www.usaid.gov/news-information/frontlines/november-december-2016/they-call-it-home-colombias-leaders>

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Until recently, the Government of Colombia had not taken stock of the situation of “secondary occupants”—good-faith occupants of land being claimed by others—and restitution rulings have lacked sustainable solutions for people like Teran. The challenges run even deeper: Most such occupants are not aware of their land rights, and families like Teran’s never had a public defender to support their case.

The government estimates that more than 160,000 people are in need of land restitution, a tall order for an institution that has processed approximately 38,000 restitution cases in the last five years. Under the country’s recently passed Victims and Land Restitution Law, the government is obligated to return victims to their former state of productivity before *la violencia* wreaked havoc on rural communities, small towns and indigenous lands all over the country. Nine out of 10 of these restitution cases fall in favor of the claimant, but when judges recognize innocent third parties as secondary occupants at an early stage, they are likely to receive some form of compensation, including relocation.

USAID is supporting the government to strengthen its institutional framework—the foundation of effective land governance—to provide land and rural development interventions that enhance rural livelihoods. This project focuses on priority areas with high concentrations of vulnerable groups such as indigenous communities, and where rates of land informality are as high as 70 percent.



Omar Teran and his wife
Herlinda Pérez

This year, fertile fields were irrigated for the first time in nearly two decades.

In 2014, with USAID’s support, a public defender visited Teran’s parcel to provide his family with legal assistance and carry its case through the restitution process.

“We hope that through the process, which is in the evidentiary phase, we will gain the court’s recognition of them as secondary occupants, which will permit them to receive benefits from the state. Without this designation, it will be difficult for them to receive any compensation,” explains Carlos Andres Beltrán, public defender in the region. “This case is even more unique since there are several families living on the parcel.”

Starting Over

Problems establishing land ownership are only one thing farmers in Colombia must face. In the same region where Teran is seeking help with restitution, guerrilla groups dismantled entire irrigation systems during the conflict, looting kilometers of pipelines installed by the government to support agriculture and rural development. In many cases, these water systems were abandoned almost immediately after displaced farmers had started using them.

The story of Jaime Narváez, whose father was murdered by the FARC in Ovejas municipality, represents that of hundreds of farmers in Ovejas who witnessed the atrocities of war, including mass graves, torture and disappearances. Narváez was displaced in 1998 and returned in 2004 to recover his lands and the irrigation system.



A farmer in San Rafael, Montes de Maria in northern Colombia talks about how the rehabilitated irrigation system has helped put farmers back on the right track.
Herlinda Pérez

Narváez soon realized that he had to start from scratch. Lack of water, problems linked to climate change and unreliable rains forced him and others to plant smaller areas and restrict themselves to crops suited for rain-fed agriculture. “Unable to irrigate, during the dry seasons we couldn’t count on our yam and yucca. The dry season killed them, left us with no seeds, and we lost our crops,” Narváez says.

In early 2015, LRDP assisted the regional government to draft a proposal to rehabilitate the area’s broken water system, enabling it to get funding from the national government. This year, fertile fields were irrigated for the first time in nearly two decades.

“USAID’s help was key to doing this work quickly and efficiently. Those farmers now have irrigation, and they worked with engineers on its design,” said Héctor Blanco Barraza, a regional officer who led the rehabilitation project. For 2017, an additional 10 irrigation districts in Montes de Maria are prioritized for rehabilitation.

Since USAID began training them to develop proposals three years ago, regional level authorities in five target regions—Montes de Maria, Cesar, Meta, southern Tolima and northern Cauca—have mobilized more than \$15 million from national budgets to fund

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agriculture and infrastructure projects for rural farmers and victims of the conflict. In addition, the program helps these same farmers create and execute public-private partnerships that will further incentivize farmers to focus on productivity.

Over the next 18 months, Teran's and Narváez's families will witness a historic moment in Colombia, when Ovejas leaders, under the direction of the National Land Agency, formalize more than 3,000 land parcels. Formalized land rights provide land security while providing farmers like Teran and Narváez a valuable tool to access government services, such as loans, to begin improving their livelihoods.

The land formalization process ends with registering and issuing a title for those families who aren't tied up in restitution cases, such as Narváez, or who are secondary occupants, such as Teran. In the latter case, the judge may order that the land be returned to its owner.

With USAID's assistance, the land agency is closer to reaching its goal of issuing 35,000 new property titles under its National Development Plan 2014-2018.

"This methodology requires the government to take an active approach to land administration and go to the people. We can no longer wait for farmers with no resources to come to us for these services," explains Miguel Samper, director of the National Land Agency. "If Ovejas was once a symbol of violence, today it stands as a symbol of progress in terms of land tenure and rural development."

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