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COLOMBIA LAND AND RURAL DEVELOPMENT PROGRAM

ANNUAL REPORT: OCTOBER 2014-SEPTEMBER 2015



OCTOBER 2015

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

Cover photo: Aldemar Paz Rivera stands in front of his new tank for drying coffee beans in La Llanada, Caldono (Cauca). With LRDP's assistance, he received a productive project subsidy from the Colombian Institute for Rural Development, which will help him improve his small-scale coffee-growing business.

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Acronyms and Abbreviations

AMEP	Activity Monitoring and Evaluation Plan
FARC	Fuerzas Armadas Revolucionarias de Colombia (Revolutionary Armed Forces of Colombia)
GOC	Government of Colombia
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)
MARD	Ministerio de Agricultura y Desarrollo Rural (Ministry of Agriculture and Rural Development)
MINTIC	Ministerio de Tecnologías de la Información y las Comunicaciones (Ministry of Information Technologies and Communications)
NDP	National Development Plan
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
USAID	United States Agency for International Development

Executive Summary

The close of fiscal year 2015 brings with it renewed hope and optimism for the peace process in Colombia. On September 23, President Juan Manuel Santos shocked the nation with an historic announcement from Havana. After close to four years of negotiations, the government of Colombia (GOC) and the Revolutionary Armed Forces of Colombia (FARC) reached an agreement on perhaps the most complex negotiation point: measures of justice for those actively involved in the civil conflict. Furthermore, for the first time, President Santos provided a timeline for the conclusion of the negotiation process and for the signature of the final peace agreement—March 23, 2016—and the subsequent handover of arms by the FARC. Although many details remain unaddressed, Colombia is now closer than ever to lasting peace. Land was the driver of, and is the solution to, the half-century conflict in Colombia.

Throughout FY2015, the Land and Rural Development Program (LRDP) continued its work with both national and regional GOC entities to better prepare them to address the many complex issues related to land tenure security, which are essential to the post-conflict phase. The very essence of LRDP is to prepare the GOC at the regional and national levels to implement land reform and to provide rural Colombia with the services it needs to improve the quality of life for rural citizens and other vulnerable populations.

The recent National Agricultural Census paints a bleak picture of rural Colombia. Rural poverty stands at 44.7%—nearly three times higher than urban poverty. As the rural population grows older, younger generations migrate to urban centers in pursuit of employment opportunities and a better quality of life. Rural producers lack access to roads, markets, technical assistance, extension services, and basic infrastructure. Large tracts of land are concentrated in the hands of a few, and land rights in rural areas are informal and insecure. Institutional fragmentation and a lack of coordination between national and regional GOC actors prevents the government from effectively addressing the challenges that have plagued rural citizens for decades.



Campesinos mobilize in front of the Ministry of Agriculture and Rural Development to protest the lack of resources reaching rural areas.

LRDP is bridging the gap between national GOC entities and their regional branches, building government capacity to mobilize resources into rural areas and to streamline land restitution and formalization procedures—and ultimately, to position these entities to address new challenges in a post-conflict Colombia. We covered much ground in FY2015, which was the program's second year of implementation, and have positioned ourselves to provide targeted support to the GOC at this critical time in Colombia's history.

KEY ADVANCES

Key advances during year 2 include the following:

Reducing processing times for the GOC's land-related entities. Electronic information systems are essential for accelerating the provision of land tenure-related services to *campesinos* and ethnic groups. The demand for these systems will become even more critical in a post-conflict environment. To this end, LRDP is helping the GOC migrate from antiquated systems (i.e., hard copy, analogue files) to electronic systems. During year 2, we completed five such systems, achieving a substantial reduction in processing times for GOC efforts related to land restitution and formalization. These systems are now being used by GOC entities throughout the country:

1. *Landowner search system* (Superintendence of Notary and Registry): 93% reduction in processing time for gathering landowner information from among the country's 194 public registry offices.
2. *Ethnic module* (Land Restitution Unit): 55% reduction in processing time for the registration and analysis of ethnic restitution cases.
3. *Restitution claim monitoring system* (Land Restitution Unit): 40% reduction in processing time for checking the status of restitution claims.
4. *Restitution ruling monitoring system* (Land Restitution Unit): 40% reduction in processing time for following up with relevant GOC entities on their compliance with court orders on restitution.
5. *Property title study system* (Superintendence of Notary and Registry): 50% reduction in processing time for performing legal analyses of land parcels.

In February 2016, we will organize a joint meeting with the relevant GOC entities and USAID at which each entity will present the solutions delivered by their new system(s), as well as how other entities stand to benefit from them.

Influencing national-level policy. LRDP provided technical inputs for Colombia's 2014–2018 National Development Plan (NDP), a four-year government plan and budget that establishes guidelines for growth and improvement in the country, and outlines the steps to achieve these goals. In particular, we advocated for the inclusion of transformative land formalization and rural development initiatives that will be key in the post-conflict era. Most of our key recommendations were adopted in the NDP—namely (1) the creation of a national Rural Development Fund (or other similar mechanism) that will autonomously and transparently operate as a link between the national and regional governments to ensure that funding reaches the country's rural populations; (2) the creation of a national Land Authority, a new entity, empowered to streamline the currently fragmented land formalization process, thus guaranteeing greater secure land tenure for Colombia's rural citizens; and (3) a multipurpose cadaster system that will facilitate the GOC's ability to provide much-needed basic services to communities, providing added value above and beyond the traditional use of the cadaster primarily for tax-collection purposes.

Supporting Colombia's Rural Mission initiative. We supported the National Planning Department's Rural Mission initiative, a 20-year endeavor comprising some of Colombia's

greatest minds on land and rural development issues. Rural Mission seeks to modernize rural Colombia through an improved institutional, legal, and policy framework. In an important vote of confidence, Rural Mission asked LRDP to write a report evaluating the government’s current land policy. Our report, which was featured in a full-page article in a Sunday *El Tiempo* (see Annex E) after being presented to the government, showed that the government’s approach to land administration was out of date and out of touch. We called for a new legal framework that decentralizes land formalization, simplifies the process of accessing land, and streamlines the recuperation of public lands (*baldíos*).

Identifying *baldíos* for the Land Fund. At the end of year 2, we met one of our life-of-project goals (key indicator 2.3.1) regarding the identification of *baldíos* that could potentially feed into the Land Fund, an inventory of public land parcels that can be distributed to poor people. Together with the Superintendencia de Notary and Registry (SNR), we analyzed 48,605 registration files, surpassing the requirement of the Constitutional Court—as called for in Sentence T-488—to review 47,429 files. LRDP was directly responsible for reviewing 34,461 files, or 71%, of the total files reviewed. This strategic project serves as a basis for the development and implementation of the country’s new formalization and land-use policy for rural lands, particularly in a post-conflict Colombia, as it is one of the key elements within the agreement on rural issues in Havana. At the conclusion of the activity, the SNR formally thanked USAID for “the valuable support provided for the compliance with Sentence T-488” and expressed its desire to “continue counting on [USAID’s] assistance in current and future projects.”



Digitalizing cadastral information. We supported IGAC in the recovery and digitalization of 2,317 magnetic tapes containing 624,039 property files from 22 departments. The conversion of these magnetic tapes is critical for the country’s land policy, as it is an input for reconstructing the context of displacement and providing key information for the processes managed by the Land Restitution Unit (LRU). It also provides cadastral information in an accessible, reliable, digital format that facilitates the tracking of the history of land parcels, an important source of evidentiary material for restitution rulings in Colombia.

Mobilizing resources for rural populations. During year 2, we secured the commitment of the GOC to allocate approximately US\$4.3 million for rural development projects that will benefit communities in our focus regions.

Improving LRDP’s internal operations. Colombia’s land and rural development challenges are incredibly complex, with multi-layered challenges, shifting political priorities, and many stakeholders. In this environment, it is critical for LRDP to clearly articulate how we operate, what we hope to achieve, and how we “tell our story.” Coordinating closely with USAID in year 2, we better positioned the program to measure development impact, improve overall project operations, and overhaul our communications and messaging strategy. To this end, we revised

our program indicators, developed new communications products, added high-level staff, and relied on strategic and targeted short-term international expertise.

LOOKING AHEAD

The key advances and internal management actions taken in year 2 have positioned LRDP to help GOC entities at the national and regional levels prepare to implement activities in a post-conflict scenario. In year 2, we adapted our approach to promote development impact and to engage new entities that are critical partners in the peace process. Some of these actors include the Ministry of Post-Conflict and the Office of the High Commissioner for Peace—both of which will play an important role in the transition to peace. Furthermore, the recognition and trust established by LRDP with national and regional GOC entities will streamline implementation in year 3. With highly qualified staff in our Bogota office and five regional offices (Cauca, Cesar, Meta, Montes de María, and Tolima), LRDP is set to achieve significant impact in year 3.

Key Lessons Learned from Year 2

- To ensure GOC adoption of program products, it is essential to build institutional accompaniment and post-handover technical assistance into the activity process.
- Activities implemented in the regions must include a communications component to ensure that national-level entities are informed of their relevance and importance.
- Internal communications within national- and regional-level GOC offices is essential and must be fostered.
- It is important to ensure the strategic exchange of experiences among regions—both among LRDP regional offices and among GOC regional offices.

Introduction and Background

The USAID/Colombia Land and Rural Development Program began in July 2013 and is a five-year task order under the Strengthening Tenure and Resource Rights Indefinite Quantity Contract. As an institutional strengthening initiative, LRDP is designed to help the GOC improve its ability to resolve the many complicated land issues that have plagued the country and fueled conflict for years.

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

1. Improved capacity of GOC at the regional and national levels to reconstitute 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 that meet community needs and market requirements (Rural Development Component).
4. Improved information available and efficiently used to deliver land rights services (Information Sharing and Management Component).

Sustainable and inclusive peace hinges on whether the GOC can effectively meet the needs of society's most vulnerable populations. To this end, we work closely with Colombian institutions

to prioritize the unique needs of these vulnerable groups, ensuring their access to legal representation, land and property, and public goods and services in rural areas.

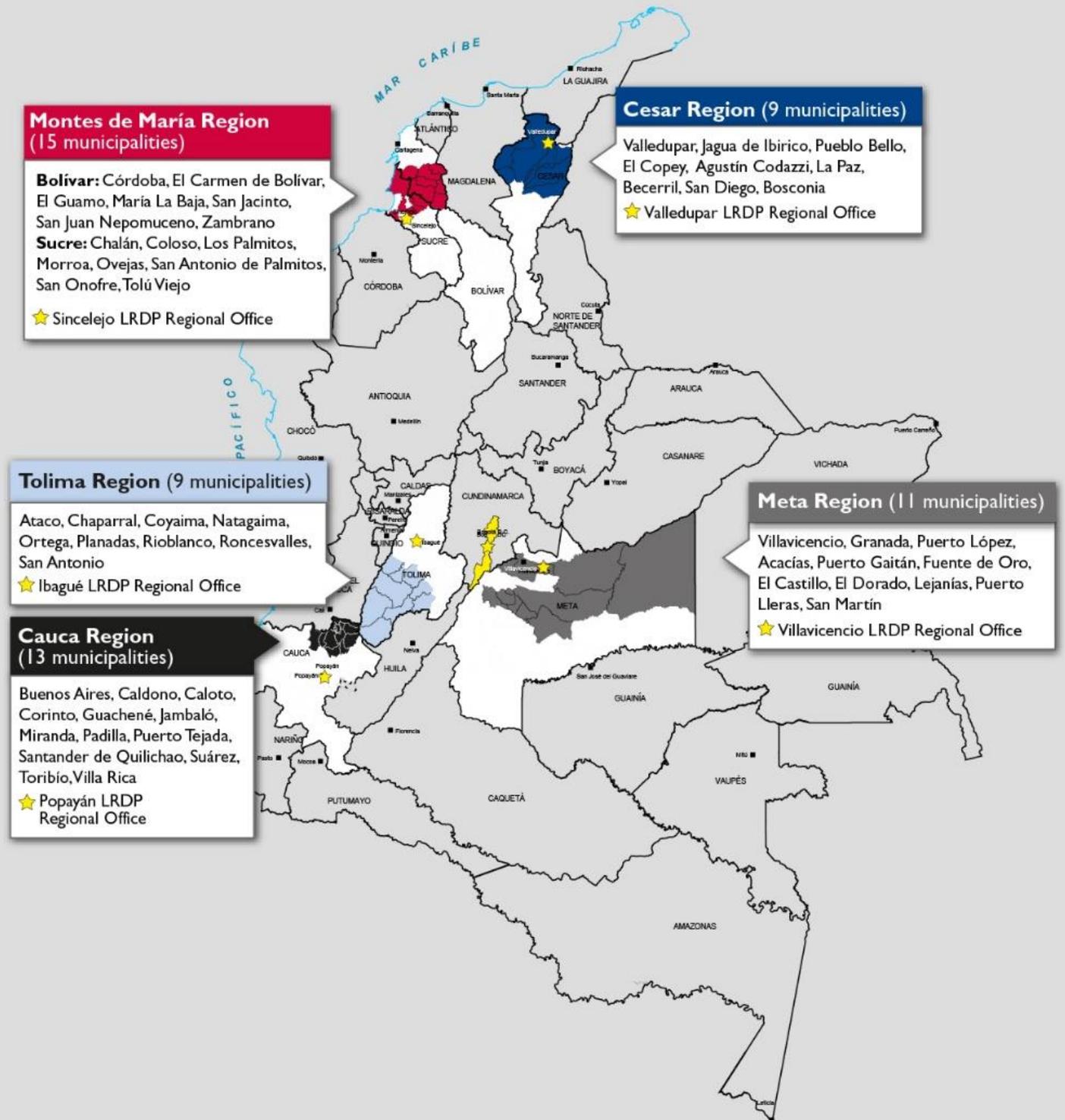
The program achieves results through the following approaches:

- *Testing* improved methods for returning stolen or abandoned land to victims of conflict (through replicable pilot initiatives).
- *Defining and up-taking* global best practices for implementing quick, efficient, scalable land formalization activities that will ensure that citizens, small producers, and medium- and large-scale investors in rural areas have secure tenure on paper and in practice.
- *Identifying and tackling* constraints to efficiently move national-level government funding into rural areas so that rural communities have increased access to public goods and markets.
- *Partnering across institutions* in the design, establishment, and maintenance of land-related knowledge management systems that will allow all government agencies to share information in real time, reducing the time associated with land-related transactions such as registering a title.

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

LRDP WORKS IN 57 MUNICIPALITIES ACROSS FIVE FOCUS REGIONS

The Land and Rural Development Program (LRDP) selected these areas in consultation with USAID and the Government of Colombia (GOC) based on the need to strengthen the GOC's capability to title and register lands held informally (formalization), return stolen or abandoned lands to their rightful owners (restitution), and to provide the basic services required for improved rural livelihoods—all of which are important elements of a broader effort by LRDP to help the GOC develop the rural sector. LRDP also provides targeted technical assistance to strengthen GOC capacity to monitor and evaluate restitution, formalization, and rural development programs. No matter how an activity is developed, LRDP initiatives are designed to help the GOC understand and respond to the different needs of women and ethnic minorities.



Project Activities

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

During year 2, our restitution efforts were shaped in large part by the LRU's 2015 geographic strategy, which overlaps with just two of our focus regions: Cesar and Montes de María. In practical terms, this meant that in LRDP regions that are not under the 2015 strategy (Cauca, Meta, and Tolima), the LRU is not focused on resolving *all* claims filed in the department, but rather just those filed in microfocalized zones. Thus, our activities in Cesar and Montes de María were oriented toward our indicators whereas our activities in Cauca, Meta, and Tolima were focused on quality-based activities that will eventually have an impact on quantity (when these regions are eventually prioritized by the LRU).

In addition, the issue of secondary occupants came to the fore significantly in year 2. While the LRU has known about the importance of protecting this vulnerable population throughout the restitution process, other entities (such as the Defensoría del Pueblo) had not dedicated much attention to the issue—and none of the entities, the LRU included, truly appreciated the dimension of the problem, whether in terms of the complexity or in terms of the volume of cases. Heightened awareness in this regard, due in part to LRDP's efforts, brought the issue front and center during year 2.

Year 2 Activities

We organized nine intercultural dialogues that brought together indigenous and Afro-descendant leaders, restitution judges, and GOC entities, including the LRU, the Agustín Codazzi Geographic Institute (IGAC), the Victims Unit, and the Colombian Institute for Rural Development (INCODER). These dialogues—held in Apartadó, Cartagena, Quibdó, Tumaco, Valledupar, Villavicencio, Buenaventura, Cali, and Putumayo—sought to break down communication barriers between the state and these communities, as well as to reach understanding between the various actors regarding each one's specific role in the collective restitution process. Through these encounters, we helped increase awareness among indigenous and Afro-descendant communities regarding their collective land rights; improve land restitution judges' grasp of the daily realities and histories of ethnic minorities to better inform their rulings; and increase understanding among LRU lawyers of how restitution judges handle collective restitution cases, thus enabling them to develop more compelling legal arguments. Based on these workshops, a methodology was developed for replicating similar dialogues in other regions. Because these sessions were developed hand in hand with GOC counterparts and were designed to respond to a specific need regarding the collective restitution process, we expect these entities to fully adopt this methodology. During the first quarter of year 3, the methodology will be formally socialized with USAID and all institutions involved. Further, the workshops contributed to the development of recommendations for improving the processing of ethnic restitution claims during both the administrative and judicial phase. These recommendations will also be socialized with counterparts during the first quarter of year 3.

In Puerto Gaitán (Meta), we carried out preliminary studies in eight indigenous reserves where members of the Sikuani, Sálibas, and Hiw peoples live. Preliminary studies, which identify the violations or harms that indigenous territories have suffered, are key inputs for collective restitution claims that the LRU develops on behalf of indigenous communities. Indeed, such claims should not be pursued without these studies, for they provide the LRU with the necessary elements to make a decision regarding the validity of a claim. In November 2015, the studies will be formally presented to the GOC and USAID.



A member of the Sikuani people holds an arrow. To ensure the quality of the studies carried out in *resguardos*, members of the indigenous communities are hired as part of the investigative team.

In Northern Cauca, we helped Fundación Ayara organize nine festivals in the municipalities of Villa Rica, Santander de Quilichao, Puerto Tejada, Corinto, and Padilla, where young Afro-Colombians learned how to create and performed rap songs on land rights that will be included in the LRU's forthcoming enhanced communications strategy (which LRDP is supporting) and in other community events. LRDP provided technical assistance in the creation of key conceptual points (for example, ethnic identity, collective territories, and territorial rights) and strategic support in the organization of the events. Through our work with Fundación Ayara, we are empowering these young members of society as enablers of land-rights concepts within their communities, which will contribute not only to greater awareness in general but also to an anticipated increase in collective restitution claims within Northern Cauca. Based on this activity, we are developing a series of videos and radio pieces that will be disseminated during year 3.

Year 2 involved a significant focus on the issue of secondary occupants, a vulnerable group of people that are themselves victims of displacement, fraudulent land deals, or other failed land transactions, and are at risk of eviction and additional displacement as land is restituted back to its rightful owners. Throughout our focus regions, we trained 236 public defenders to provide legal representation to secondary occupants in restitution proceedings. In addition, in Montes de María, we supported the “characterization” of secondary occupant cases. Characterizations are an important instrument that helps the LRU understand the number, locations, and needs of secondary occupants. In addition to better defining the universe of secondary occupants in Colombia, these characterizations brought to light important adjustments needed to improve the characterization process itself. Finally, getting a head start on an activity that is scheduled for year 3, we organized community sessions in Cesar, Montes de María, and Meta that brought together public defenders and communities, and facilitated the signing of powers of attorney for secondary occupants who cannot afford private legal representation. At these sessions, we secured 70 powers of attorney.



Throughout the year, we supported the LRU on several other fronts. First, we completed the design of a cash-flow management model that allows the LRU's Compensation Fund to estimate future cash requirements in accordance with projected judicial rulings and restitution cases. The model can now be accessed by all LRU offices, allowing the LRU to more efficiently assist victims with debt relief. We carried out seven training sessions for LRU staff on how to use the model. Second, we strengthened the management capacity and skills of senior LRU officials by conducting a series of strategic management workshops in our focus regions and by training LRU staff on the unit's Integrated Management System, which will allow it to improve its decision-making process by analyzing internal processes and alerting officials to areas for improvement. Third, we provided technical assistance to help the LRU revamp its security procedures so that LRU staff are better protected in the range of tasks and functions they carry out in rural areas. In addition to drawing up risk maps and providing specific safety recommendations, we conducted field visits to regional LRU offices to ensure that the final recommendations matched the reality on the ground. Finally, we helped the LRU comply with the government-wide “zero paper” mandate by digitalizing restitution case files (see discussion under Component 4, p. 16).

In Cauca, Cesar, and Meta, we worked alongside the LRU to strengthen departmental restitution subcommittees (which are part of regional transitional justice committees) in their formal creation, organization, and management. For example, we supported the implementation of a departmental roundtable on restitution and assisted in the naming of a new technical secretary for one of the subcommittees. Strengthening these subcommittees is important because it leads to more effective restitution processes, particularly in the way that information is shared among different institutions and in the way that institutions comply with restitution

rulings. Any given restitution ruling can include a number of individual orders that requires specific GOC entities to take concrete actions; thus, by monitoring how and whether these entities are complying with their orders, the subcommittees play a key role in safeguarding the rights of restitution beneficiaries.

Finally, we supported the LRU in running five multidisciplinary case clinics in Cartagena, Pasto, Sincelejo, and Popayán that involved the participation of various GOC entities, including INCODER, the SNR, IGAC, the Defensoría del Pueblo, and the Office of the Inspector General. At each clinic, participating entities explored difficult restitution cases that had been unable to be resolved (for example, cases involving discrepancies in the legal and material identification of certain land parcels), using the solutions to draw larger lessons about the restitution process, specifically on how to improve the quality of the process. In doing so, they were able to establish guidelines for restitution efforts moving forward. In total, the clinics supported the processing of 113 cases. The LRU's National System for Victims' Assistance and Comprehensive Reparations is conducting follow up with the regional offices to ensure the effective adoption of these guidelines. On a more general level, these clinics offer a critical space for strengthening interagency cooperation and getting the entities accustomed to working together to solve complex cases that had stalled in the process.

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

Year 2 was characterized by significant developments in the country's jurisprudential and policy landscape that shaped our formalization efforts. On the one hand, the Constitutional Court's T-488 ruling—which was handed down just a few months prior to the start of year 2—created a window of opportunity for LRDP to support the government in developing a plan to determine the property regime status of the nation's *baldíos* (public lands) and in identifying irregularly adjudicated *baldíos*. On the other hand, about halfway through year 2, the lead-up to and passage of the 2014–2018 National Development Plan cemented the inclusion of transformative land formalization and rural development initiatives in the country's development efforts in the coming years.

Year 2 Activities

During year 2, we supported the National Planning Department's Rural Mission initiative, a twenty-year endeavor involving some of the country's top experts on land issues. Rural Mission aims to modernize rural Colombia through an improved institutional, legal, and policy framework that will facilitate and quicken the delivery of public goods and services throughout the country. In an important vote of confidence, Rural Mission asked LRDP to write a report evaluating the government's current land policy. Our report, which was presented in March 2015, called for the government to adopt a new legal framework that decentralizes formalization, simplifies the process of accessing land, and streamlines the recuperation of *baldíos*. Among other things, we recommended the creation of a new entity, the Land Authority, as well as a new Land Fund to inventory lands that the government will be able to distribute to poor people. The government welcomed these recommendations, most of which have been included in the document published by the director of Rural Mission establishing the office's official position. These recommendations will be also key elements that the GOC can consider as part of the upcoming institutional reforms that will take place following the signing of Colombia's peace agreement.

Another significant achievement during year 2 was the completion of a large-scale, first-of-its kind analysis of approximately 121,000 *baldíos* included in the databases of INCODER and the SNR, which shed light on the universe of land parcels adjudicated by INCODER between 2003 and 2015 that currently lack a registered title. The database cross-referencing activity revealed that 66,347—or 54%—of the *baldíos* throughout Colombia that were adjudicated by INCODER during this period remain unregistered, and thus informal, inhibiting secure land security for many of Colombia's rural citizens. After the completion of the cross-referencing exercise,

INCODER assumed responsibility for maintaining the technological tool that was developed for this purpose, ensuring that the GOC will be able to continue with such cross-checking in the future. With this valuable information in hand, LRDP is providing technical assistance to INCODER to organize programs and plans that facilitate the large-scale registration of these lands.

The completion of this cross-referencing activity was due in large part to an interinstitutional roundtable that LRDP facilitated, which consisted of technical staff from INCODER, SNR, IGAC, the Unit for Land Use Planning, and the Ministry of Agriculture and Rural Development (MARD). The aim of the roundtable, which will continue to operate during year 3, is to identify resolutions for *baldíos* that have not yet been registered and to design and implement pilot strategies to register these lands in some of the territories where INCODER works. The work of this roundtable not only permitted the successful cross-referencing of the two aforementioned databases but also helped shed light on larger structural issues facing the entities, which then requested our help in resolving them. For example, after the database cross-referencing activity revealed the large number of resolutions that had been adjudicated but not registered, INCODER decided to lead the registration of resolutions through SNR, rather than putting the onus on individual title holders to initiate this process.

We also met our life-of-project goal for analyzing the parcel identification files of rural properties that may have been illegally adjudicated and that could potentially feed into the Land Fund, an inventory of public land parcels that can be distributed to Colombia's rural poor. This activity was critical for helping the SNR successfully comply with Sentence T-488 of the Constitutional Court, ordering the entity to identify such lands. During year 2, a total of 48,605 files were reviewed. Of these, LRDP analyzed 34,461 files, or 71% of the total.



A March 2015 Sunday full-page article in *El Tiempo* summarized a report authored by LRDP. The report, which outlines the need to overhaul the country's land formalization policy, has been adopted by the Rural Mission.

During year 2, we also played a key role in advancing transformative formalization and rural development efforts in Colombia by providing technical inputs to the GOC with regard to the National Development Plan, a four-year government plan and budget that establishes guidelines for growth and improvement in the country, and outlines the steps that will be taken to meet these goals. Most of our key recommendations were adopted in the NDP—among them, the creation of a national Land Authority and the reform of a multipurpose cadaster system, both of which will be key to facilitating large-scale land access, formalization, and management programs in the post-conflict era. The Land Authority, which must be created by December 2015 through President Santos’s extraordinary faculties, will streamline the currently fragmented formalization process, making it easier for citizens to navigate. By housing the formalization process in one institution, the new entity will make formalization more efficient and reduce processing times.

In collaboration with local and international experts, we completed a policy note that provides recommendations for legislative design. The policy note analyzes current judicial and administrative processes, highlights the critical need for gender considerations, identifies methods for ensuring the sustainability of the formalization process, and outlines the role that the new institutional framework must play. It seeks to help the GOC develop more transparent and efficient processes that are less costly for ordinary citizens and for the entities providing formalization-related services. Since this policy note was written as a means to incorporate USAID’s comments on the formalization bill—and not in response to a GOC request—we are currently designing an appropriate dissemination plan that will facilitate the note’s acceptance by GOC decision makers.

Currently, citizens are responsible for initiating the formalization process so that they can secure a legal land title. By supporting the development of municipal formalization plans, we seek to put the onus on the government instead—specifically, on the new Land Authority, which will be charged with analyzing and formalizing public and private properties on a massive scale, municipality by municipality. During year 2, we undertook interagency coordination efforts as well as the design of a methodology for the creation of a municipal formalization plan for Ovejas (Sucre). This methodology will be formally presented to the GOC and USAID during the second quarter of year 3. Parallel to this, we moved forward in validating the new methodology for the national-level multipurpose cadaster, which will be an important tool for informing Ovejas’s municipal formalization plan.

Focus on Cesar: Eliminating fees for rural citizens

In Cesar, the signs of rural poverty are evident, with the working *campesino* earning an average wage of about US\$7.50/day. This population depends on land and agricultural assets for their livelihood, yet few have access to the land they need to support themselves and their families. The cost of registering a land title—US\$45—has constrained *campesinos’* ability to secure the land they need to thrive. During year 2, LRDP worked with mayors and governors in Cesar to eliminate the fees associated with the land registration process, putting land titles within financial reach of Colombia’s rural population. Now that citizens no longer have to pay registration fees, INCODER can send adjudication resolutions directly to the relevant public registry office (previously, the landholder had to do this step because he or she had to pay the required fees). The public registry office then completes the registration and sends it back to INCODER, which then returns the completed land title to the landholder. During year 2, INCODER’s Cesar office sent more than 170 resolutions to be registered.

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

Colombia's National Agricultural Census, released in August 2015, demonstrated that poverty levels—though improving—still remain worryingly high, particularly in rural areas, and highlighted the need to work on issues related to public goods (such as irrigation and technical assistance) in order to help reduce this poverty. These two observations affirm the importance of LRDP's focus on land-based interventions that support economic development (and thus rural development) in our focus regions. In addition, the recent arrival of El Niño—which has already begun to bring harsh weather phenomena to Colombia—highlighted the urgent need for agricultural systems such as irrigation that help ensure rural citizens' economic and food security in times of drought.



Two men stand in front of an abandoned church in Macayepo (Bolívar). Many years ago, community members took refuge in this church to avoid being killed in the crossfire of the country's violence. By supporting the mobilization of rural development funding, LRDP helps ensure that the country's most conflict-affected communities receive needed agricultural resources.

Two contextual factors had an important bearing on our resource mobilization efforts during the latter half of the year. On the one hand, MARD's budget was cut by approximately 30% in light of the drop in global oil prices. On the other, in April 2015, six months prior to elections, the Ley de Garantías took effect, thus restricting the use of public funds. These two elements limited the availability of resources that could be mobilized in our focus regions.

Year 2 Activities

One of our primary efforts during year 2 was to mobilize rural development resources for Colombia's hardest-to-reach communities. In this regard, we supported the design of several community-prioritized projects under the Agrarian Pact initiative, which seeks to maximize the impact of rural development resources at the local level. Despite difficulties in the implementation of the Agrarian Pact initiative as a whole (including bureaucratic delays and poorly designed projects), we successfully secured the approval of 19 projects that resulted in increased funding for rural communities. The total amount of resources committed by the GOC through our technical assistance during year 2 came to approximately US\$2.7 million, representing significant progress for rural families in LRDP focus regions. We will continue to support these projects during year 3 as part of our strategic interventions around value chains and the provision of relevant public goods, thus contributing to the sustainability of investment strategies measured through one of the program's key indicators (O3.1).

Further, by providing technical assistance on project design, in Cauca we secured the effective allocation of INCODER's productive project subsidies, mobilizing 148 subsidies valued at approximately US\$1.07 million. Through this activity, we transferred lessons learned and best practices to INCODER to strengthen its capacity to allocate resources and bridge the gap between central and local offices that has hindered the effective implementation of INCODER's rural development instruments. At the regional level, we organized meetings with managers and deputy managers in which the lessons learned were shared; and at the national level, we are organizing a meeting for November 2015 with Rey Ariel Borbón, the managing director of INCODER, to socialize these products. As part of these lessons learned, we presented a model system to help INCODER monitor the implementation of the projects, and will follow up during year 3 to accompany the entity in institutionalizing the system. This activity also strengthened the leadership of local governments—particularly mayors' offices—which were empowered to assume oversight of the technical assistance needed for project beneficiaries.

In an effort to overcome the extreme centralization of rural development initiatives—and the difficulties in disbursing funds from the national to local level that accompanies this—we provided technical assistance to help departmental Secretaries of Agriculture improve their capacity to plan, execute, and monitor resources for rural development projects that benefit their communities. Indeed, the NDP emphasizes the importance of empowering local governments to play the part and take full advantage of national-level offerings. Part of our effort in this regard included initiating the implementation of institutional strengthening plans (including the critical first step of conducting rapid institutional assessments, a tool for diagnosing an institution's administrative and management capacity). By helping departmental Secretaries of Agriculture more fully recognize the public policy framework in which they operate, manage information systems that allow them to provide feedback to the national-level government and to follow up on projects, and develop a greater capacity to be proactive rather than reactive in terms of managing national-level resources, these institutional strengthening plans—with accompanying funding, as promised in the NDP—will improve these secretaries' coordination with MARD, in addition to strengthening their ability to execute resources. Another part included helping these secretaries successfully pull down rural development resources from the national level. For example, in Cesar, through technical assistance geared toward the design of productive projects, we assisted the Secretary of Agriculture in mobilizing funding from INCODER valued at US\$480,000 for the rehabilitation of four mini irrigation districts. These resources will be key for reactivating fruit and vegetable value chains in the department of Cesar, which currently suffers from a lack of food security.

These activities strengthened regional institutions to be better prepared for a post-conflict scenario and strengthened national GOC agencies to better recognize the difficulties that the most vulnerable and conflict-affected communities face in accessing GOC programs and funds.

At the policy level, we undertook an in-depth study on rural women in Southern Tolima and Northern Cauca that characterized women's status in these areas and examined the barriers they face in accessing rural public policy instruments. This study—which drew on both primary and secondary research—was based on a statistically significant sample, meaning that its lessons and conclusions can be extended to other similar regions. This work had an impact at the national level, particularly within MARD, which used it as an input for its gender policy design and committed itself to adopting the report's recommendations regarding the allocation of rural development resources in Cauca and to replicating these efforts throughout the country. Importantly, the results of this study were validated by the preliminary results of the National

Agricultural Census, which shows that national-level percentages regarding women (such as female heads of households) are in line with those reported in the study.

Also at the policy level, we produced inputs within the framework of the National Planning Department's Rural Mission initiative that presented a long-term vision for the reform of Colombia's rural development efforts. One of our recommendations was the creation of a new entity that can autonomously and transparently operate as a link between the national and regional governments, enabling regions to receive more funding and helping align investments with regional realities. In addition, we recommended the creation of regional technical units for this new entity. Our recommendations were reflected in the NDP, which calls for the creation of a Rural Development Fund that enables funds to efficiently flow to the regions in a way that responds to communities' needs. The Department of National Planning (via Angela Penagos, director of sustainable rural development) has requested our assistance in designing the operations manuals for the regional technical offices of the new entity or agency once it is created.

Finally, we helped inaugurate a new regional civil society network—the Network for the Modernization of Rural Sector Institutions—consisting of over 400 representatives from academia, trade unions, businesses, community organizations, and small farmers from ten regions (Barranquilla, Valledupar, Medellín, Bucaramanga, Villavicencio, Tunja, Cali, Pasto, Ibagué, and Cundinamarca). This initiative draws on the technical knowledge that emanates from each region and thus represents a genuine and realistic panorama of the challenges and opportunities within these areas, enabling effective contributions and inputs to the national level. Nevertheless, in light of our new program indicators adopted in June, it will be a challenge to justify our continued support for the network during year 3, as it does not directly relate to any of the new indicators.

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

In June, the government initiated a project known as the *Road Map for Online Government*, which prioritizes the online services that most Colombian citizens and institutions need. The road map, required under Colombian law, outlines the services that meet the strategic objectives of the state and ensures funding for these services. Representing a significant sign of GOC support for our work, the road map prioritizes the Land Node as a key system for land restitution. The Land Node is an interoperable web-based platform that will make information readily available for GOC entities involved in land restitution and titling—in turn reducing processing times in all phases of the restitution and formalization processes. The prioritization of the Land Node in MinTic's roadmap ensures MinTic's commitment to the technical and financial sustainability of this important interagency initiative. The Land Node's inclusion in the road map is attributable to strong coordination among LRDP, the LRU, and MinTic.

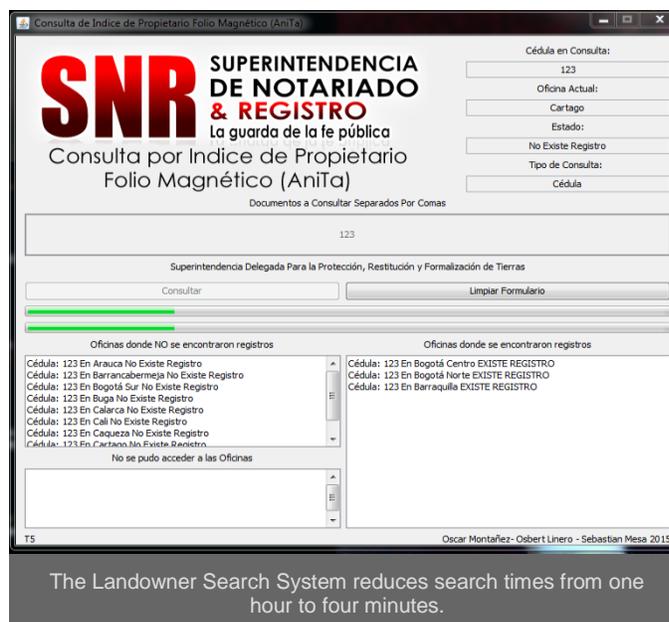


Year 2 Activities

During year 2, we advanced 43% in the development of the Land Node. This development comprised advances on four fronts: the legal phase (47%), definition of processes (87%), definition of analysis and design of Land Node services (28%), and administration of information exchange (10%).

We also completed five electronic information systems that are now being used by relevant GOC entities. These systems have achieved critical reduction in processing times for GOC efforts related to land restitution and formalization:

1. **Landowner search system (SNR):** 93% reduction in processing time for gathering landowner information from among the country's 194 public registry offices.
2. **Ethnic module (Land Restitution Unit):** 55% reduction in processing time for the registration and analysis of ethnic restitution cases.
3. **Restitution claim monitoring system (Land Restitution Unit):** 40% reduction in processing time for checking the status of restitution claims.
4. **Restitution ruling monitoring system (Land Restitution Unit):** 40% reduction in processing time for following up with relevant GOC entities on their compliance with court orders on restitution.
5. **Property title study system (SNR):** 50% reduction in processing time for performing legal analyses of land parcels.¹



In February 2016, we will organize a joint meeting with the relevant GOC entities and USAID at which each entity will present the solutions delivered by their new system(s), as well as how other entities stand to benefit from them.

We also supported land entities in the organization, verification, and digitalization of records to improve the availability and systematization of information. During year 2, we supported the digitalization of 5,513 restitution case files for the LRU. This means that all pending restitution claims that await decisions by judges are now available in digital form as opposed to paper. The information from these files will be made available through the LRU's Registry of Dispossessed and Forcibly Abandoned Lands and through the Land Node.

TABLE 1 – VERIFICATION AND DIGITALIZATION OF RESTITUTION CASE FILES

Case files digitalized	Claimants represented	Households represented	Parcels represented	Grounds represented
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¹ Information for the five systems validated by the relevant GOC counterpart on the following dates, respectively: May 27, 2015; May 27, 2015; August 27, 2015; December 11, 2014; and October 8, 2015.

Year 2	5,513	3,797	17,032	11,041	5,686
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Also in the realm of digitalization, we supported IGAC in the recovery and digitalization of 2,317 magnetic tapes containing historical property information from 1985 to 1999. The tapes contain 624,039 property files from 22 departments. The conversion of these magnetic tapes is critical for the country's land policy, as it is an input for reconstructing the context of displacement and providing key information for the processes managed by the LRU. It also provides cadastral information in an accessible, reliable, digital format that allows for the tracking of the history of land parcels, which is an important source of evidentiary material for restitution decisions in Colombia.

This year, we also helped the GOC complete the restructuring of SINERGIA (the National System for Evaluating Public Sector Performance), an online tool for tracking the government's progress against the National Development Plan. Created by the Colombian government, SINERGIA allows citizens and public officials to monitor and evaluate the government's progress on its public policy commitments. Flaws in the system's initial design however, prevented widespread uptake, use, and management, and the system contained largely out-of-date information. We helped the government improve SINERGIA by revamping its interface and including more detailed information. As a result, Colombians can now easily monitor the government's progress against the goals outlined in the NDP and other public policies. The revitalized SINERGIA is operational at <https://sinergia.dnp.gov.co>. Due to staffing changes at the National Planning Department, we were unable to organize the official launch event during quarter 4, as initially scheduled; we are currently working with the entity's new management to schedule this event for the first quarter of year 3.

Finally, in line with our support for decision-making and evaluation processes on public policy between state entities and communities in LRDP focus regions, we helped convene 14 candidates' and community forums in Cauca, Cesar, Meta, and Montes de María. These events, which were attended by approximately 650 people, contribute to the following aims:

- Promote community participation in local policy making
- Evaluate advances in public policies
- Ensure that national-level land-related messages are communicated to the regions
- Sensitize mayoral candidates on land-related issues

Operations

GRANTS & CONTRACTS

LRDP had a productive year, awarding nine subcontracts and two grants between October 1, 2014, and September 30, 2015 (see table 2 for list of year 2 subcontracts and grants, which includes eight subcontracts and two grants awarded during year 1). At the end of the fiscal year, 10 new sub-awards were in different stages of development, having been competed in the prior months (see table 3). LRDP has procedures in place to process a grant or subcontract within 50 workdays of finalization of the Terms of Reference.

TABLE 2 – YEAR 2 LRDP SUBCONTRACTS AND GRANTS

SUBCONTRACT/GRANTEE	COMPONENT	START DATE	FINISH DATE	TYPE OF INSTRUMENT
Fundación Semana	3	Feb 21, 2014	Feb 9, 2015	FOG
Activa	4	May 12, 2014	Jun 29, 2015	FPS
Cordupaz	1	May 12, 2014	Mar 27, 2015	FOG
Technology	4	Jun 16, 2014	Apr 15, 2015	FPS
Ocaribe	3	Jul 15, 2014	Feb 27, 2015	FPS
Consucol - massive registration	2	Aug 5, 2014	Mar 30, 2015	FPS
Fedesarrollo	3	Jul 15, 2014	Jun 17, 2015	FPS
ICP	3	Sep 1, 2014	Jun 30, 2015	FPS
Gonet	4	Sep 15, 2014	May 29, 2015	FPS
Coobra 1	3	Sep 29, 2014	Apr 28, 2015	FPS
Codhes	1	Nov 13, 2014	Sep 13, 2015	FOG
Fundación Ayara	1	Nov 14, 2014	Nov 13, 2015	FOG
Pactos	3	Jan 5, 2015	May 30, 2015	FPS
Consucol - T488	2	May 6, 2015	Nov 6, 2015	FPS
Coder	3	May 21, 2015	Dec 21, 2015	FPS
Grupo 13 SAS	1	Jun 30, 2015	Jan 31, 2016	FPS
Coobra 2	3	Jul 21, 2015	Apr 21, 2016	FPS
Prodesarrollo	3	Jul 29, 2015	Dec 29, 2015	FPS
CCV	3	Aug 24, 2015	Apr 24, 2016	FPS
Unibague	3	Sep 18, 2015	May 18, 2016	FPS
ITS	4	Sep 17, 2015	Feb 11, 2016	FPS

FOG – Fixed Objective Grant; FPS – Fixed Price Subcontract

TABLE 3 – SUBCONTRACTS AND GRANTS UNDER DEVELOPMENT

OBJECTIVE	COMPONENT	SUBAWARD INSTRUMENT	ESTIMATED SIGNATURE QUARTER
Estimate the potential demand for restitution claims	1	FPS	1
Land market study based on experiences in Montes de Maria and Cesar	1	FPS	1
Analyze individual and collective patrimonial protection measures in Sucre, Bolívar, and Meta	1	FPS	1
Massive land parcel transfer strategy from MARD to INCODER's National Agrarian Fund as basis for Land Fund	2	FPS	1
Design of a management system for the Meta Agro-Economic Development Secretariat.	3	FPS	1

Mobilize public and private resources to promote comprehensive regional development of Montes de María (grant to Fundación Semana)	3	FOG	1
Formulate an institutional adjustment plan for Cesar's Secretary of Agriculture	3	FPS	1
Develop and implement the secondary occupant module of the LRU's Registry of Dispossessed and Forcibly Abandoned Lands	4	FPS	2
Implementation of ISO Norm 27001-2013/Information Security Management in the LRU's Registry of Dispossessed and Forcibly Abandoned Lands and in the Land Node	4	FPS	2
Formulate the LRU's strategic information technology plan (2015–2019)	4	FPS	2

LRDP issued an Annual Program Statement (APS) on February 26, 2014, which was valid until February 25, 2015. The APS was publicized on the GOC Presidential Office for International Cooperation's website, as well as in our focus regions. In the 12 months that the APS was active, we received 36 proposals, mainly in the area of gender and minorities and rural development. Most of the proposals did not have the potential to directly affect LRDP indicators, and thus only two of the proposals received program financing: CODHES and Fundación Ayara (see table 2).

OFFICES

During year 2, we made the Villavicencio (Meta) and Valledupar (Cesar) offices operational, completing the program's four originally planned regional offices. During the second part of the year, we requested USAID approval for a fifth office in Ibagué (Tolima) to cover the program's focus municipalities in Southern Tolima. This fifth regional office was included in Modification No. 1 to the task order, which was signed on June 30, 2015. We immediately started required activities to locate a suitable office space, and anticipate having a fully operational office by mid-November 2015.

STAFFING

LRDP's recent budget modification incorporates 109 local staff in Bogota and our five regional offices. Of this total, 88 have been hired, with the remaining 21 positions under recruitment, primarily in the regional offices. This year, we undertook important changes in staffing, among them the hiring of a new Deputy COP–Technical; a Communications, Outreach and Public Affairs Advisor; and leaders of our restitution and rural development components. These personnel have improved the quality of the services and technical assistance that we provide and are positioning the program to achieve significant results in a complex and dynamic environment. Further, we are using our Regional Coordinator more strategically to streamline the flow of information from our regional offices to the Bogota office (and vice versa), which is helping narrow the national-regional gap.

INTERNAL MANAGEMENT ACTIONS

Coordinating closely with USAID in year 2, we better positioned the program to measure development impact, overhaul our communications and messaging strategy, and reap the benefits of international expertise.

Indicators. In June, USAID approved our revised Activity Monitoring and Evaluation Plan (AMEP), which better conveys our progress toward targets and better tells our story. Following this approval, our monitoring and evaluation staff worked diligently to transition to the new AMEP, emphasizing verification methods and support for each dataset that we provide to USAID and others. This Annual Report contains our first official report on progress against this new set of indicators.

LRDP's monitoring and evaluation system depends on the information generated through our GOC counterparts. As a program, we do not generate primary data—which means that we depend on GOC-provided information to measure advances in the implementation of the country's land and rural development policies (and thus the impact of our support). Nevertheless, land is a sensitive topic in rural Colombia, and many GOC entities are reluctant to provide this information. During a semi-annual strategic review session in April with high-level GOC representatives, USAID's Mission Director made a verbal plea to those present to provide LRDP with the information required to measure results. We followed up on this request by sending letters to relevant entities detailing the information required by the program. To date, we have received positive responses from INCODER, SNR, and the Defensoría del Pueblo, while further follow-up is necessary with the LRU and MARD's formalization program.

Communications. We developed a new set of communications products, including a revised Fact Sheet that focuses on key objectives and anticipated results, program “talking points,” and a new format for our Monthly Highlights. These materials are now helping us communicate complex information more effectively to both USAID and GOC decision makers. Further, we prepared a communications protocol that will allow us to improve the timeliness and quality of our responses to USAID and meet our goal of providing clear, accurate, and fast information to USAID as needed. Finally, the communications team adopted a new structure in which each team member provides communications support to a component lead and regional office, thus improving the quality of LRDP's communications materials and ensuring consistent messaging across the program. Going forward (and as a year 3 priority), the communications team will support technical staff in effectively disseminating and socializing regional experiences, pilots, successes, lessons learned, and guidelines with the appropriate national-level stakeholders.

Short-term international support. While there are many issues unique to Colombia, there are also many lessons learned throughout the world that can help Colombia transform its rural sector and improve land security. Throughout year 2, we relied on strategic and targeted short-term international expertise. Most notably, our U.S. subcontractor, the Land Alliance, provided high-quality technical assistance in support of our formalization efforts—which included analyzing the draft formalization bill and drafting a policy memo to highlight key issues that the GOC should consider, suggestions to take into consideration for the soon-to-be-created Land Authority, and support to maximize the impact of IGAC's new multipurpose cadaster system. In addition, an international land specialist supported the revision of our AMEP, bringing international experience to bear; an international rural development specialist helped refine our strategic focus in this area; and a rural roads specialist analyzed models for tertiary road maintenance involving the private sector. Finally, to ensure that LRDP continues to implement a “differentiated approach” to promote the social inclusion of historically marginalized groups, we engaged a home office specialist to review and improve our inclusion strategy.

Annex A: Project Specific Performance Indicators

No.	Indicator	Baseline (2013)	FY2 target	FY2 progress	% achievement of FY2 target	LOP target (total over 5 years)
LRDP Project Objective: Improved ability of regional and national government to equitably meet the needs of people, communities and business for secure land tenure and for rural public goods that support sustainable licit rural livelihoods in conflict-affected areas						
Cross-Cutting PO1	Number of households that have obtained documented property rights as a result of project assistance (FACTS 4.7.4-5 and D01-034) through restitution, titling and allocation of public lands (custom) (A)	0	7,000	7,270	103%	32,560
Cross-Cutting PO2A	Percentage of restitution and formalization beneficiaries who are women (custom) (A)	38%	40%	44.4%	110%	50%
Cross-Cutting PO2B	Number of restitution beneficiaries who are ethnic minorities (custom)	0	2,865	762	25%	9,865
Cross-Cutting PO3	Number of rural households that gain access to relevant public goods through expanded funding as a result of LRDP assistance (custom) (B)	0	1,000	0 <i>(beneficiaries calculated only at final stage of mobilization)</i>	0%	5,000
Cross-Cutting PO4	Score of LRDP institutional capacity index for key entities engaged in restitution, formalization and rural public goods provision (custom) (B)	ICI= 2.87	2.95	<i>Progress will be measured in 2016</i>	N/A	3.16
Cross-Cutting PO5	Person hours of government officials, traditional authorities, or individuals trained in restitution, formalization, public project planning, monitoring and/or IKM systems as a result of LRDP assistance (contributes to STARR IQC iv) (B)	0	3,400 people	3,952 people	116%	21,920
Objective 1. Improved capacity of GOC, at the regional and national levels, to restitute lands to victims of conflict						
O1.1	Number of restitution cases processed by the LRU (custom) (C)	0	5,000	7,948	159%	20,000
O1.2	Reduced time for restitution case preparation by LRU (custom) (C)	249 days	0	<i>Requested data not provided by the LRU*</i>	N/A	25

No.	Indicator	Baseline (2013)	FY2 target	FY2 progress	% achievement of FY2 target	LOP target (total over 5 years)
1.1.1	Number of restitution cases that have complete parcel information in targeted municipalities (contributes to STARR IQC vi) (C)	0	900	853	95%	1,900
1.1.2	Number of current vulnerable occupants of land claimed ("secondary occupants") in restitution that are represented in case proceedings (custom) (A)	0	120	422	352%	800
Objective 2: Improved capacity of regional and national GOC institutions to formalize rural property rights and to allocate public lands (<i>baldíos</i>)						
O2.1	Number of titles issued (legal certainty) (contributes to STARR IQC ii) (C)	10,411	2,000	1,009	50%	8,000
O2.2	Number of issued titles directly resulting from LRDP-supported area-wide formalization (contributes to STARR IQC ii) (B)	0	496	9	2%	2,496
O2.3	Reduced time to register issued titles (custom) (C)	4.52 years	10% below baseline	<i>Progress not yet available, as baseline was defined in September 2015; the calculation of this baseline represents an important first for Colombia</i>	N/A	30% below baseline
2.1.1	Number of formalization cases that advance to a key milestone in the process (application accepted, parcel demarcated, legal proceedings started) (DO1-040, custom) (C)	0	620	<i>To be able to measure this indicator, LRDP had to first obtain information about the status of each case in the formalization process; since this data was obtained in FY15 Q4, progress will be measured in FY16 Q1</i>	N/A	16
2.2.1	Legal framework enabling rapid and massive formalization drafted and submitted to GOC entities and Congress with LRDP support (custom) (B)	0	2	1**	50%	6
2.3.1	Number of cases of recoverable public lands inventoried to potentially feed into the Land Fund (custom, contributes to STARR IQC i) (A)	0	40,000	48,605	122%	47,000

No.	Indicator	Baseline (2013)	FY2 target	FY2 progress	% achievement of FY2 target	LOP target (total over 5 years)
2.3.2	A roadmap for recovery of public land is produced (B)	0	0	0	N/A <i>(target is scheduled to be met in year 3)</i>	1
Objective 3: Improved capacity of regional and national government entities to mobilize and execute public resources for rural public goods that meet community needs and market requirements						
O3.1	Percentage increase in resources mobilized by the national GOC as a result of LRDP in the targeted regions that meet community needs and market requirements	US\$6,686,080	70%	<i>Progress cannot be calculated until December 31, 2015, when GOC fiscal year ends</i>	N/A	90%
O3.2	Percentage of projects funded with LRDP support that are in implementation	0	60%	54%	90%	75%
3.1.1	Number of projects which reflect community needs included in rural development plans or in other mechanisms (custom) (B)	0	22	44	200%	113
3.1.2	Number of public-private partnerships (PPPs) formed or strengthened with LRDP support (FACTS-PPP5) (B)	0	1	0	0%	13
Objective 4: Improved information available and efficiently used to deliver land rights services						
O4.1	Increased ability to access and use data for results management as measured by the IKM capacity index score of relevant institutions (custom) (B)	2.97	3.05	<i>Measurement will take place in 2016 to ensure sufficient one-year difference between calculation of baseline and progress</i>	N/A	3.52
O4.2	Reduced time to access inputs to restitution and formalization processes (custom) (A)	<i>Each entity has its own baseline***</i>	10% below baseline	<i>The baseline was calculated in FY15 Q4; thus, progress on this indicator will be measured in FY16 Q1</i>	N/A	60% below baseline

A – Key indicators | B – Indicators that reflect direct project activities and are collected by LRDP monitoring and evaluation systems | C – Indicators that LRDP can affect partially; progress is dependent on GOC actions outside LRDP's scope

* LRDP believes that it is critical for the USAID Mission Director to send a letter requesting this information as soon as possible.

** Inputs to the NDP.

***On average, in LRDP's focus regions, IGAC takes 41 days to provide information, INCODER and the SNR take 55 days, the Victims Unit takes 61 days, the Attorney General's Office takes 42 days, and DAICMA takes 35 days.

Annex B: Success Story



SUCCESS STORY

Mobilizing Funds for Small-Scale Coffee Growers

October 2015



“My dream is to mend my house and provide better living conditions for my children and parents.”

—María Aurora Ipia Belálcazar



Telling Our Story

U.S. Agency for International Development
Washington, DC 20523-1000
<http://stories.usaid.gov>

María Aurora Ipia Belálcazar is a coffee grower in El Cidral, Caldono (Cauca). A single mother, she not only cares for her two children (aged 18 months and 7 years) but also looks after her two aging parents, whose delicate health prevents them from working in the fields. Since María Aurora’s coffee-growing activities on her one-hectare plot do not provide her with enough income, she also works as a day laborer on other people’s farms, using a machete as her tool.

This is all changing, however, thanks to a productive project subsidy from the Colombian Institute for Rural Development, facilitated by the USAID Land and Rural Development Program. With USAID assistance, María Aurora and 13 other coffee-growing families successfully designed a proposal for an income-generating productive project centered on the cultivation of coffee and plantains. By securing the subsidy, they now have access to the funds, machinery, and know-how that was previously out of reach. María Aurora, for example, will be able to expand her one-hectare plot to two hectares, and will have the resources to ensure that her crops get the nutrients, water, and attention they need to thrive.

In five focus regions of Colombia (Cauca, Cesar, Meta, Montes de María, and Tolima), the Land and Rural Development Program works with government entities to address the barriers that hamper the flow of money into rural areas. In the department of Cauca, the program has helped mobilize 148 subsidies valued at US\$1.07 million. In addition to mobilizing resources, USAID is supporting the design of a model that improves the efficiency of funding mechanisms, making the funding process less cumbersome and increasing harmonization between government entities at the local, regional, and national levels



The additional land parcel where María Aurora will cultivate coffee.



Members of the group of beneficiaries, accompanied by USAID representatives. María Aurora (far right) holds her son.

Annex C: Project Brief Update



FACT SHEET

October 2015



USAID LAND AND RURAL DEVELOPMENT PROGRAM

The USAID Land and Rural Development Program (LRDP) helps the government of Colombia (GOC) bring displaced victims of conflict back to their land, provide the rural poor with legal certainty of land ownership, and catalyze investments in public goods and services that support licit rural livelihoods. Unlike more traditional USAID projects that measure success by the number of beneficiaries reached, LRDP successes are measured by whether key Colombian institutions are able to effectively implement land policies that address the causes and consequences of conflict, in line with the first point of the Havana peace talks.

PROGRAM COMPONENTS

Information Sharing & Management

GOC land data in rural areas is outdated, paper-based, and housed across eight different institutions, making it highly inaccessible. USAID helps the GOC build and deploy innovative information technologies that allow real-time access and data sharing across institutions, improving the efficiency of restitution and formalization processes, and reducing case processing times. By 2018, USAID will digitize records, upload data into information systems, and build web-based platforms for information exchange, reducing the time it currently takes to access information by 60%

Land Formalization

- USAID will help the GOC establish the Land Fund, an inventory of public land parcels that can be distributed to poor people. This fund is vital to sustainable peace and prosperity in Colombia, and is referenced in point one of the peace talk agenda. By the end of the project, USAID will support the inventory of 47,000 parcels of land to be used for these purposes.
- Transformational land initiatives can succeed only when they are supported by sound policy and laws. USAID completed a policy note providing foundational inputs that the GOC must take into consideration in drafting new legislation related to massive formalization. USAID is also supporting the design of the national Land Authority—an entity that will reduce institutional fragmentation, streamlining formalization efforts and reducing processing times.
- Sixty percent of rural land in Colombia (around 2.5 million parcels) lacks legal documentation of ownership. USAID is piloting large-scale formalization methodologies that it will transfer to the government to help it achieve its goal of titling approximately 12,000 households by 2018.
- The GOC estimates that the final registration phase of the formalization process takes five years. USAID is piloting preliminary titling activities, and initial findings demonstrate that this process can be completed in around one year. USAID will continue to conduct formalization activities that reduce processing times by 30% by 2018.

Achievements to Date

Information Sharing & Management

- *Landowner search system* (SNR): 93% reduction in processing time for gathering landowner information from among the country's 194 public registry offices.
- *Ethnic module* (LRU): 55% reduction in processing time for the registration and analysis of ethnic restitution cases.
- *Restitution claim monitoring system* (LRU): 40% reduction in processing time for checking the status of restitution claims.
- *Restitution ruling monitoring system* (LRU): 40% reduction in processing time for following up with relevant GOC entities on their compliance with court orders on restitution.
- *Property title study system* (SNR): 50% reduction in processing time for performing legal analyses of land parcels.

Achievements to Date

Land Formalization

- 48,605 parcels inventoried for potential use in the Land Fund.
- Nationwide database cross-referencing activity of approximately 121,000 land parcels (SNR and INCODER).
- Digitalization of 2,317 magnetic tapes from IGAC, containing 624,039 property files from 22 departments.



Gender and Minorities

Women, Afro-Colombians, indigenous peoples, children, youth, the elderly, and the disabled have been disproportionately affected by Colombia's armed conflict. Sustainable and inclusive peace hinges on whether the GOC can effectively meet the needs of society's most vulnerable. USAID works closely with the Colombian entities responsible for facilitating land restitution, formalization, and rural development processes to prioritize the unique needs of these vulnerable groups, ensuring their access to legal representation, land and property, and rural goods and services. Fifty percent of beneficiaries of restitution and formalization activities will be women.

Rural Development

Rural Colombians are twice as poor as those living in urban areas, and nearly 46% of *campesinos* live in poverty. In 1990, Colombia's agricultural sector accounted for 17% of the country's GDP; by 2014, this declined to 6%. To address this decline, the GOC increased public spending in the rural agricultural sector, committing nearly US\$1.6 billion for 2015. The GOC, however, faces extreme challenges in distributing these funds in the most conflict-affected and hardest-to-reach communities in Colombia. As a result, rural development for the poorest of the poor remains low. With USAID support, by 2018 LRDP target regions will receive a 90% increase in agricultural investment resources mobilized through the national GOC for productive projects, rural roads, and irrigation.

Land Restitution

- Six million Colombians have been displaced from their homes over the course of the country's internal conflict. To date, the LRU has pushed approximately 23,000 restitution claims through the administrative phase, the first phase of the restitution process. USAID will help an additional 20,000 claims complete the administrative process, in line with GOC goals. Under law, the administrative phase should be completed in four months, though in some regions it takes significantly more due to delays in information sharing among GOC entities. USAID will facilitate the electronic exchange of information, enabling the LRU and other entities to access information in real time and become compliant with the law.
- USAID will facilitate legal representation for "secondary occupants," rural families who are occupying land that is legally owned by others. There are an estimated 4,500 secondary occupants in Colombia, 2,700 of whom require legal representation but cannot afford it. By 2018, USAID will help the GOC provide legal representation to 800 secondary occupants living in LRDP focus regions.

Achievements to Date

Gender and Minorities

Nine intercultural dialogues bringing together Afro-descendant and indigenous leaders, restitution judges, and GOC entities, which sought to break down barriers between the state and these communities, as well as increase awareness of collective land rights.

Achievements to Date

Rural Development

- US\$4.3 million committed for rural development projects that will benefit communities in LRDP focus regions.
- Completion of in-depth report on rural women in Southern Tolima and Northern Cauca that examines the barriers they face in accessing rural development opportunities.

Achievement to Date

Land Restitution

- 236 public defenders trained to provide legal representation to secondary occupants in restitution proceedings, now with a built-in gender focus so that these defenders can effectively protect the rights of women.
- 70 powers of attorney obtained for the legal representation of secondary occupants.

Annex E: *El Tiempo* Article Featuring LRDP's Rural Mission Report

INFORMALIDAD EN LA PROPIEDAD, PRINCIPAL PROBLEMA DEL CAMPO EN EL PAÍS

Según informe, política agraria tiene grandes limitaciones consecuencia de un complejo marco legal.

Por: JORGE ENRIQUE MELÉNDEZ
29 de marzo de 2015

FOTO: VANEXA ROMERO / EL TIEMPO



El informe dice que el proceso de acceso a la tierra ha sido desordenado y sin planificación del Estado.

El Gobierno Nacional tiene claro que buena parte del posconflicto pasa directamente por el campo. Por eso está revisando lo que tiene que ver con sus políticas agrarias, pero especialmente lo referente a la tierra, que siempre ha estado vinculada al conflicto en el país.

Y por ahora ya tiene un estudio previo denominado 'Misión para la transformación del campo', un documento conocido por EL TIEMPO que presenta una serie de recomendaciones al Gobierno con el fin de apoyar "la formulación de una política de ordenamiento social de la propiedad rural".

Este es uno de los documentos de análisis que tiene para hacer su trabajo Misión Rural, que pretende mirar de una manera integral qué requiere el campo para lograr equipar las condiciones de la zona rural con la urbana en 20 años.

El análisis, que también plantea propuestas de solución, hace una radiografía sobre los males que aquejan al campo desde hace años, la mayoría de los cuales todavía se mantienen. *(Lea también: 14.000 bienes dejarán de ser informales en el 2015)*

En general, el sector rural carga con el pesado fardo de una alta inseguridad jurídica y graves niveles de conflicto que obstaculizan su desarrollo”, deja en claro el informe, que tuvo el auspicio de la Usaid, la Agencia del gobierno estadounidense para el Desarrollo Internacional.

Según el informe, la política de tierras en Colombia, hasta hoy, “muestra grandes limitaciones, pues esencialmente está constituida por un marco legal muy complejo en el que se cruzan múltiples rutas que rigen para la propiedad privada y para la pública”.

Pero también es insistente en que las entidades que rigen el sector son “débiles” y tienen unas asignaciones presupuestales que no son proporcionales a la magnitud del problema que deben atender.

A renglón seguido, el reporte aborda el que considera uno de los temas que más afecta al sector rural colombiano: la informalidad en la tenencia de la tierra. En ese sentido, señala que esta sigue siendo muy alta en Colombia a pesar de los esfuerzos que ha realizado el Gobierno.

Según el informe, que cita el censo catastral, a primero de enero de 2013 los predios inscritos eran 3'946.376, de los cuales solo 1'466.591 tiene título de propiedad, lo que significa que más del 60 por ciento de las propiedades están en la informalidad.

“Desde el punto de vista cuantitativo, la mayor parte de la informalidad corresponde a posesiones privadas que se estiman en más del 70 por ciento. Sin embargo, la problemática más compleja se presenta con las tierras de la Nación, es decir los baldíos, sobre las cuales descansan ampliamente las políticas de acceso a la propiedad y el uso de la propiedad y de reforma agraria”, dice el documento.

Pero el reporte va más allá y expone las razones por las que considera que esa informalidad en la tenencia de la tierra se da. Hace referencia a lo complejo y costoso de los procesos judiciales de pertenencia que tienen que surtir las posesiones y a lo “pesado” de los procesos de adjudicación, notificación y registro de baldíos.

Pero también suma los costos tanto económicos como de transacción que tienen que sufragar los titulares y las entidades involucradas en el proceso para lograr el registro, a lo que agrega la baja capacidad institucional para planificar y formalizar.

Para los autores del estudio, una de las consecuencias de la alta informalidad es la falta de información sobre la disponibilidad real de baldíos de la Nación y de sus condiciones jurídicas y físicas, lo que se constituye en un cuello de botella estructural para la definición de las políticas de intervención del Estado a través de los planes de reforma agraria y acceso a la tierra. (*Lea también: La inseguridad jurídica de la propiedad rural en Colombia*)

“Desde el punto de vista técnico, una limitación estructural de la política de tierras es la carencia de información adecuada y confiable que permita identificar los predios y sus atributos jurídicos y materiales”, señala el informe.

El documento es reiterativo al señalar que el proceso de acceso a la tierra en el país “se ha dado de manera desordenada” y “espontánea”, sin ninguna planificación de parte del Estado y por tanto sin mecanismos de monitoreo y evaluación.

Alta concentración

Esto, a juicio de los investigadores, ha tenido como consecuencia “altos índices de concentración de la propiedad y una alta informalidad de los derechos de propiedad”.

“Esta situación resulta preocupante si se tienen en cuenta los propósitos del Gobierno para reducir la pobreza y la desigualdad en el campo y, en particular, las tareas que resultan de los compromisos de las negociaciones de paz en curso”, dice el reporte.

En este tema el informe da cuenta de que existen indicios sobre altos niveles de desigualdad en el proceso de adjudicación de las tierras baldías.

“A pesar de los progresos registrados en la dinámica de las adjudicaciones a particulares los procesos muestran gran cantidad de errores y fallas en los procesos de adjudicación que hacen incierto el análisis de sus resultados e impacto. Esas fallas propician las adjudicaciones irregulares y el reconocimiento de ocupaciones indebidas”, señala el estudio.

Además, es claro en decir que “el Estado desconoce la cantidad de tierras baldías disponibles para sus diferentes usos”, lo que a ciencia cierta le impide formular una política general de administración de las tierras.

Igualmente cataloga de “insuficiente” la información catastral y registral necesaria para individualizar los predios que se van a adjudicar.

Y al hacer el balance de la adjudicación de baldíos, señala que ha tenido resultados modestos frente a los objetivos de aprovechamiento productivo y reducción de la pobreza y que la capacidad para proteger la propiedad de la Nación y el Estado “ha sido muy débil”.

Obviamente, al hablar de baldíos, necesariamente se debe tocar el tema de la ocupación ilegal de muchos de estos predios del Estado.

Aquí se esgrime que el principal inconveniente para la recuperación de las tierras ocupadas es “la carencia de una política de intervención planificada” y la falta de información suficiente y confiable sobre las tierras afectadas.

Recomendaciones

Pero si bien el informe, que fue entregado a mediados de este mes al Gobierno, establece los problemas que tiene el campo colombiano, también formula una serie de recomendaciones para avanzar en la definición de la política de ordenamiento social de la propiedad rural.

Es así como señala que es indispensable que la política de ordenamiento de la propiedad esté adecuadamente articulada con los instrumentos de la política que se dirigen a lograr acceso a recursos productivos y servicios, como por ejemplo el crédito y la asistencia técnica.

También dice que es necesario dinamizar los programas de acceso a la tierra de reforma agraria y superar los obstáculos que dificultan la formalización de la propiedad rural y que complican injustificadamente los procesos de adjudicación de predios.

A esto agrega la necesidad de desarrollar una estrategia fuerte de recuperación de tierras de la Nación y el Estado para facilitar la formalización y la adjudicación.

El estudio plantea que es necesario que se establezca un mecanismo de acceso al uso de la tierra de la Nación, sin la necesidad de transferir la propiedad y que haya una estrategia que facilite la utilización de predios rurales para usos diferentes a las actividades agropecuarias.

“Teniendo en cuenta la magnitud y el impacto de la informalidad, es importante que la política se oriente hacia el desarrollo de procesos masivos ejecutados a través de planes municipales o regionales, y el desarrollo de procedimientos más ágiles y menos costosos”, afirma el informe.

Las recomendaciones también contemplan el desarrollo de un marco normativo que regule los programas masivos de formalización, el fortalecimiento de la capacidad institucional para la planificación, ejecución, monitoreo y control de planes de formalización.

En lo que tiene que ver con el tema de baldíos, la propuesta plantea realizar un inventario y entrar a determinar las condiciones de los predios, revisar y unificar los procesos de adjudicación y considerar un mecanismo de titulación para los actuales ocupantes.

Propuestas sobre institucionalidad

El documento propone la creación de la autoridad nacional de la propiedad rural, que se encargue de la formalización y acceso a la propiedad, uso de la tierra, protección y recuperación.

Se plantea también la creación de un nuevo fondo de tierras cuya función sea administrar los predios y que se definan los mecanismos de acceso. Por otra parte, considera necesaria la creación de una jurisdicción agraria, con jueces especializados en nuevas estrategias de formalización y ordenamiento masivo. También plantea la necesidad de establecer un catastro rural multipropósito.

Dificultad para recuperar tierras

Entre los principales problemas para la recuperación de las tierras ocupadas está la carencia de una política de intervención planificada, la falta de información suficiente y confiable sobre las tierras afectadas que permita la formulación de políticas y estrategias públicas de intervención. *(Lea aquí: Por cada seis personas que abandonan el campo, una se va a vivir a él)*

El documento señala que los procesos administrativos dispuestos para la recuperación, llámese clarificación, deslinde o extinción de dominio, son de por sí pesados, costosos y poco eficientes. Razón por la cual muchos casos después de más de una década siguen sin resolverse.

Pero también señala que “es muy limitada” la capacidad institucional para sacar adelante estos procesos administrativos y judiciales de recuperación de tierras.

“Frente a la tenencia de la tierra, la intervención del Estado ha sido en general inconsistente en su orientación y débil en su capacidad de ejecución”, establece el informe.

El lío de la restitución

En lo que tiene que ver con la restitución de tierras, el estudio manifiesta que con este programa quedó al descubierto la problemática de los segundos ocupantes.

Además, asegura que las medidas de protección han perdido importancia en el esquema de las políticas y los programas de formalización y restitución, mientras que las entidades responsables de la implementación de la política no están cumpliendo las órdenes contenidas en los fallos. *(Lea también: El 70 % de desplazados no quiere volver a su tierra)*

Dice que el porcentaje de retornos ha sido muy bajo, y que la tierra que se ha entregado no está siendo trabajada por quienes la han recibido.

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