



RURAL SYNERGIES



COLOMBIA

*Building bridges between social and
productive inclusion policies*



With the technical and financial support of:

Land restitution and the socioeconomic stabilisation of displaced families in Colombia: Possibilities derived from integration

KEY MESSAGES

Coordination between social protection and rural productive development programmes can help poor and at-risk households escape the poverty trap and break its intergenerational transmission.

While social protection provides liquidity and immediately, and partly, alleviates poverty conditions, productive development programmes lead to the generation of the means for a sustained exit from poverty, while also promoting an increase in the productivity of small family units and their access to limited resources and assets, such as land, water, financial services, technical advice and markets. They also contribute to improving the resilience capacity of households in front of external shocks or crises. This argument is especially relevant in contexts such as the one we are currently facing as a result of COVID-19.

This document offers an analysis of the results of the evaluation of the Programa Proyectos Productivos (PPP) of the Land Restitution Unit (Spanish acronym URT) in Colombia, with an emphasis placed on the medium- and short-term changes experienced by the beneficiary population.

The evaluation has identified positive results. For example, PPP has generated direct impacts on variables such as livestock assets and products, as well as food security and the perception of subjective well-being.

A greater scale of positive impacts has also been observed in households headed by women, particularly in terms of food security, psychological variables and empowerment.

It should be noted that most of the changes generated remain even after the conclusion of the intervention, which suggests that this programme can be sustained over time.

It was also observed that several of the impacts perceived by households are due not only to the PPP, but also to a combination of interventions and investments occurring in the households. This is consistent with findings according to which 87% of the surveyed households stated that they are being served by another programme other than the Proyectos Productivos initiative. These other interventions may be becoming accessible to households as a consequence of their involvement in the restitution process led by the URT, showing important complementary effects.

Spontaneous coordination with other programmes has taken place at the local level, and this has had positive impacts on variables such as savings, social capital and marketing. One noteworthy case is that of the alliance between FAO-Colombia and the URT initiative, which has provided public services and fostered the creation of community associations that ensure that locally-produced agricultural products can be marketed.

Despite the existence of a National System of Comprehensive Care and Reparation for Victims (Spanish acronym SNARIV), which was created to strengthen coordination and take advantage of the potential synergistic effects between restitution programmes for victims, an institutional analysis found that this has not been sufficient to create coordinated initiatives to provide support to reinstated households, that would allow them to take advantage of the synergistic potential of the interventions.

The document suggests a set of coordination mechanisms that generate the correct incentives to improve the potential for coordination between the PPP and the entire offer of support aimed at households that have been victims of forced displacement.



IN THE FOLLOWING A SUMMARY IS PRESENTED OF THE RESULTS OF THE IMPACT EVALUATION OF THE PROGRAMA PROYECTOS PRODUCTIVOS (PPP), OF THE LAND RESTITUTION UNIT (SPANISH ACRONYM URT). THIS SUMMARY INCLUDES BOTH QUANTITATIVE AND QUALITATIVE COMPONENTS, AS WELL AS AN INSTITUTIONAL ANALYSIS THAT EXPLORES THE INSTITUTIONAL ARCHITECTURE OF THIS AND OTHER RELATED PROGRAMMES, WITH RESPECT TO THE SUPPORT OFFERED TO VICTIMS OF COLOMBIA'S ARMED CONFLICT.

THE DOCUMENT DESCRIBES THE ANALYSED PROGRAMME TOGETHER WITH THE THEORY OF CHANGE THAT SUSTAINS IT. IN ADDITION, IT PRESENTS THE MAIN RESULTS OF THE IMPACT EVALUATION AND THE INSTITUTIONAL ANALYSIS, WHICH SUPPORT THE SUGGESTIONS TO IMPROVE THE POTENTIAL FOR COORDINATION BETWEEN THE PROJECT AND THE ENTIRE SUPPORT OFFER AIMED AT DISPLACED HOUSEHOLDS. AT THE END OF THIS DOCUMENT THERE IS A TECHNICAL SHEET DETAILING THE METHODOLOGICAL ASPECTS OF THE STUDY.

PROGRAMA PROYECTOS PRODUCTIVOS

Through Law 1448 passed in 2011, known as the Law on Victims and Restitution of Lands, different types of reparation instruments were established for victims, including the restitution of land to those households that had been dispossessed. The Special Administrative Unit for Land Management and Restitution (Spanish acronym URT) is the Colombian body charged with administering this process. In 2012, the URT created the Programa Proyectos Productivos (PPP) as a restorative strategy that seeks to support the return and reinsertion of the displaced population, through a process of sustainable restitution.

The PPP has been legally established as a restorative strategy that seeks to provide a sustainable land restitution process, through socio-economic stabilisation. The programme was designed to guarantee support and post-restitution initiatives that aim to implement a dignified and stable life plan, and in turn contribute to the right to non-repatriation. As for the target population, the PPP does not carry out any type of targeting of the population served, as it responds to a process defined by land restitution judges. For this reason, and after receiving the orders of attention issued by the judges, the criteria for participation or eligibility are as follows: (i) Population victims of dispossession or forced abandonment of lands that have had their rights restored by a judicial order, (ii) population that has the effective enjoyment of a rural property subject to restitution, (iii) a beneficiary household that has expressed a willingness to be part of the programme and (iv) a household located in the rural area whose property is the subject of support initiatives.

The PPP consists of the provision of economic stimuli to the returning families for the design, execution or strengthening of Proyectos Productivos Familiares (PPF) and in the provision of technical support to these projects through regional operators, with guidance provided by the PPP technical team for a period of 24 months (see Figure 1). With the purpose of determining the productive activity that is included in the PPF, as well as the technical and resource requirements necessary to develop such projects, the development of the PPF takes into account the socioeconomic and productive characteristics of the households, an analysis of the productive systems of the area, market dynamics and the specific characteristics of the territory, among other aspects.

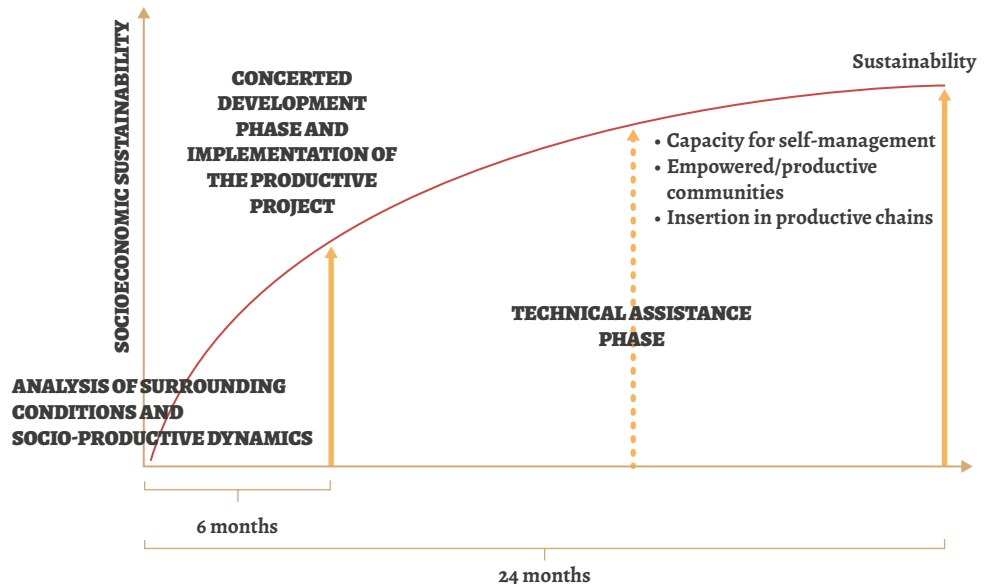
The PPP has two components, the first of which is associated with the development of the productive project, with the support of professionals who have the relevant expertise. The second corresponds to the economic incentive that each beneficiary receives to implement the productive project, which includes periodic visits from professionals to monitor the project and offer guidance. Thus, the economic incentive depends on each component. For the first, a financial incentive is assigned of up to 15 SMMLV¹, which is equivalent to US\$ ppp 9,629² through a 24-month payment issued by the operators and professionals of the programme's Technical Team, who have the task to provide assistance both in the development and implementation of the project. With respect to the second component, a financial incentive of up to 40 current legal monthly minimum wages (US\$ ppp 25,677) per returning family is assigned for the activities of investment and implementation of the PPF.



¹ Current legal monthly minimum wage

² The value of the conversion rate to USD-purchasing power parity in 2019 was 1344.14.

Figure 1. Intervention models of the Programa Proyectos Productivos



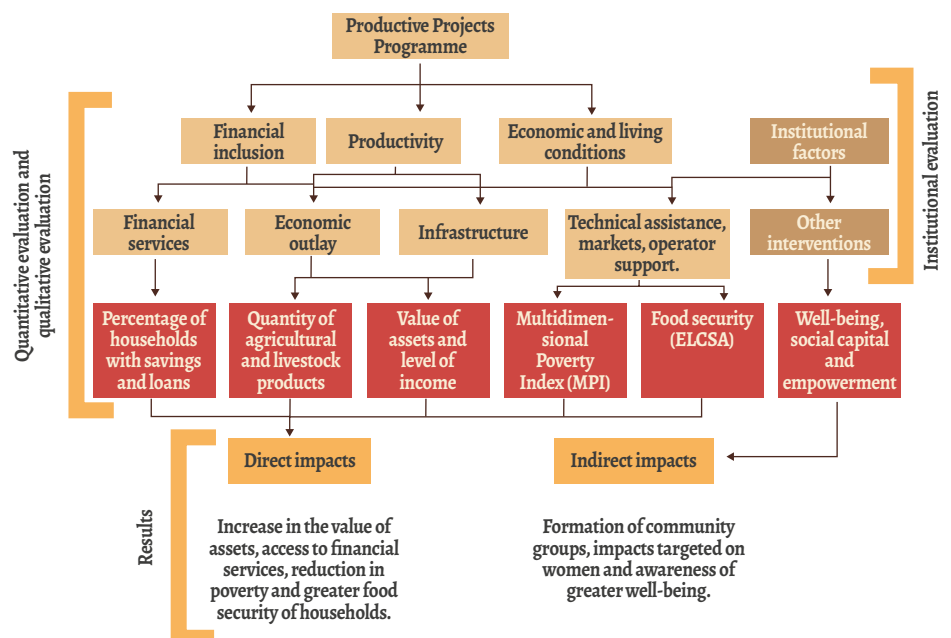
Source: Developed by the authors, on the basis of the Programa Proyectos Productivos for the beneficiary population of land restitution.

THEORY OF CHANGE

The theory of change seeks to understand the causal pathways that allow beneficiary households to strengthen their economic and living conditions, increase their productivity or facili-

tate income generation and encourage financial inclusion. Figure 2 shows the relationship that these causal pathways have with the dimensions selected for this evaluation process.

Figure 2. Theory of Change of the Programa Proyectos Productivos



SYNERGIES AND COMPLEMENTARIES EVIDENCE

The evaluation results suggest that the **programme generated positive impacts on a range of variables**. It was found that the greatest growth achieved by households is in terms of the value of assets, which occurs when they are close to completing the Productive Project and it becomes consolidated once participation in the programme has concluded. Furthermore, on average **households reduced their level of poverty**, measured by the Multidimensional Poverty Index (MPI), households reduce between one and two external deprivations during the implementation of the programme and after their participation had concluded. It was also found that the number of livestock products increases when there are more months of exposure to the programme; in contrast and over a period of time, households reduced their amount of agricultural products.

The analysis also revealed that households appear to have transitioned from moderate food insecurity to mild food insecurity, which would imply that **they thus transit consistently towards conditions of greater food security**. With regard to financial services, it was observed that households reduced, on average, the probability of taking out informal loans by 30% and increased the probability of increasing formal loans by 20%. Additionally, **a positive and significant impact was found on the perception of subjective well-being of households, along with social capital and empowerment**.

Moreover, participating households with a female head-of-household appear to have enjoyed greater impacts with respect to a significant part of the variables analysed. In particular, it was noted that the positive impact on **food security was more structured among graduated households with a female**

head-of-household compared to active households that were also headed by a women. Likewise, the impacts on the perception of well-being and future expectations increased at a greater level among women.

The qualitative evaluation confirmed that the variables of productive assets, psychological aspects, human capital, productive activity and food security, are the ones in which households most frequently perceived positive impacts in the period between the initiation and the end of the FPP, in the case of graduated households, and between the initiation and the time of the assessment visit in the case of active households.

For the variables associated with **productive assets and psychological aspects, the interviewed households generally perceived positive impacts regardless of whether they were graduated or active households**. This result was expected given the assets obtained from the FPP and due to changes in aspects such as motivation, self-esteem, yearning for progress, aspirational development, trust, empowerment, self-reliance and contentment, generated by the people's return to their land, the economic independence generated by the FPPs, technical training, improvements in the quality of life and support, among others. Furthermore, **households exhibited high levels of aspirations and expectations**, which were accompanied by clear strategies and plans to achieve them.



Through this evaluation, it was found that **a number of the impacts perceived by households were due not only to the Programa Proyectos Productivos, but also to a combination of interventions and investments pertinent to the households.** However, households considered that several of these interventions had been coordinated through the URT (e.g., the provision of housing or training processes or productive projects provided by the National Apprenticeship Service; the Familias

en su Tierra (FEST) programme; FAO or the Japan International Cooperation Agency, JICA).

Table 1 provides more details of the results of these evaluations for the two types of impact categories: direct and indirect.

Table 1. Results – Direct and indirect impacts

Direct Impacts

Active

- + An increasingly positive impact was identified regarding the value of major assets in the first months of participation up until the 18th month; there was then a reduction in the value of assets until the 36th month, which then began to increase again.
- + The qualitative analysis found that graduated households are the ones that mainly present an increase in the value of assets, which is consistent in terms of the major assets.
- + Graduated households, regardless of the methodology applied, increased the value of their major assets by more than US\$ ppp 8,500 compared to active households.

Income

- + Neither the qualitative or quantitative evaluations were able to establish changes in the level of household income. One explanation for this is that households were still in the process of consolidating their productive initiatives.

Production

- + Households increased their quantity of livestock products when their participation in the programme lasted longer; i.e. when households had acquired more productive skills, and had consolidated their productive project, they were more likely to diversify their production.
- Nevertheless, over time households witnessed a reduction in their quantity of agricultural products. Explanations: i) external shocks, such as climatic factors, prevented households from diversifying their production; and ii) households may have been substituting food crops for livestock products due to their liquidity and security in terms of income.
- + In spite of the above, after the 45th month of exposure, an upward trend was once again noted in the diversification of both food crop and livestock products, which suggests that the reduction in crop production is a temporary strategy while the productive system is being developed.

Food security

- + As time of participation in the programme progresses, households appear to be transitioning from moderate food insecurity to mild insecurity.
- + After the 40th month, both types of insecurity were reduced, which would imply that households consistently transit towards food security.

Poverty

- + On average, households registered a 4% fall in the MPI during the 24 months of the programme; furthermore, and after consolidating the productive project, there was an average reduction in the MPI of 7%.

Financial services

- + As exposure to the programme increased, households recorded an average fall of 30% in receiving informal loans, which was accompanied by a 20% rise in the probability of receiving formal loans.

The qualitative evaluation analysed certain pathways to explain the results on access to credit and the absence of impacts on savings: i) It was found that several households spent their savings reinvesting in their productive ventures, while others had to use them to deal with external problems; and ii) through the analysis of rulings issued by land restitution courts, it was found that a number of these (17) were aimed at favouring access to loans by reinstated households for the development of enterprises and the recovery of their productive capacity, through special lines of credit aimed at the victim population. The reduction in the use of informal loans implies that households distanced themselves from usury practices such as daily or bit-by-bit payments.

Indirect Impacts

Social capital

- + Participation in the programme was found to have a positive and significant impact on social capital

The qualitative analysis found that coordination between the PPP and other interventions has led to the strengthening of community organisations, whether they are informal (between neighbours) or formal.

Well-being

- + Graduated households increased their level of well-being aspirations by one tier to five years with respect to active households, while no differences were found between these two types of households regarding the perception of well-being, suggesting that the project increases their perception of well-being from the beginning of its implementation and that after graduation they maintain this perception.

Empowerment

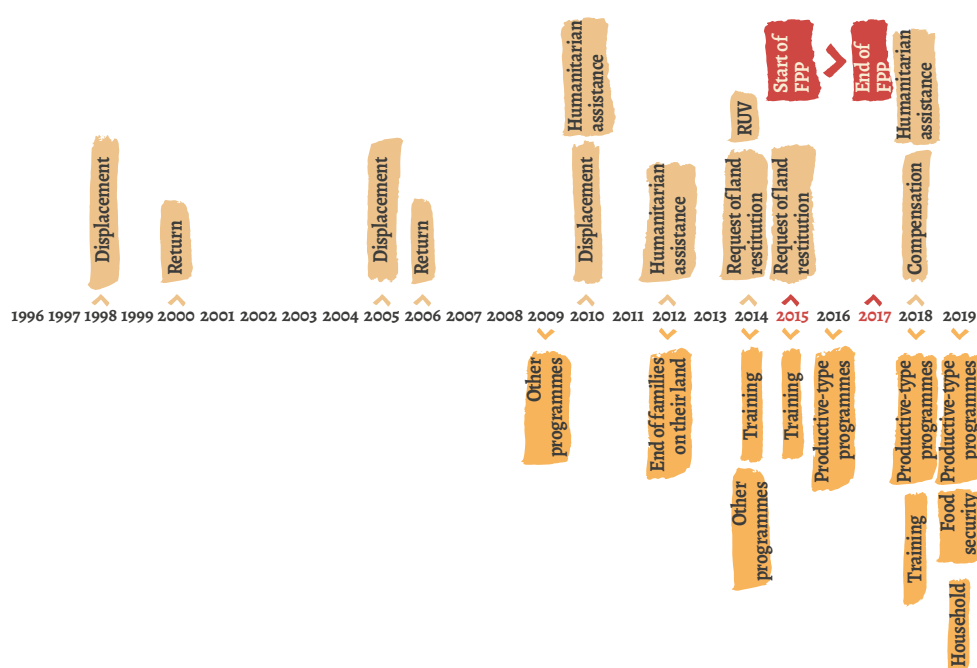
- + Graduated households with a female head-of-household increased the role scale by around 20 points, regardless of the methodology that was applied to them. This indicator captures the perception of equity in terms of housework.



THE ROLE OF INSTITUTIONAL ARCHITECTURE

FOLLOWING THE JUDICIAL RULINGS THAT DETERMINED THE RESTITUTION OF THEIR RIGHTS AS DISPLACED PERSONS AND VICTIMS OF THE ARMED CONFLICT, HOUSEHOLDS BENEFITED FROM A SERIES OF INTERVENTIONS THAT AIMED TO GENERATE COMPREHENSIVE REPARATION FOR THE VICTIMS, IN ORDER TO GUARANTEE THE EFFECTIVE ENJOYMENT OF THE RIGHTS OF HOUSEHOLDS TO OBTAIN EFFECTIVE AND SUSTAINABLE RETRIBUTION. FIGURE 3 SHOWS THE EXAMPLE OF A PPP BENEFICIARY FAMILY INTERVIEWED DURING THE QUALITATIVE STUDY, WHICH SHOWS HOW THE HOUSEHOLD RECEIVED VARIOUS INTERVENTIONS ONCE IT HAD BEEN REGISTERED IN THE OFFICIAL REGISTER OF VICTIMS (SPANISH ACRONYM RUV). THE FORMAL FRAMEWORK TO GUIDE THE ACTIONS OF EACH INSTITUTION INVOLVED IN COMPREHENSIVE SUPPORT FOR VICTIMS OF THE ARMED CONFLICT IS THE NATIONAL SYSTEM OF COMPREHENSIVE SUPPORT AND REPARATION FOR VICTIMS (SPANISH ACRONYM SNARIV)

Figure 3. Timeline from initial displacement



However, the institutional analysis found that the Programa Proyectos Productivos (PPP) does not maintain areas of formal coordination with other interventions. SNARIV lacks a conceptual and operational coordination strategy that would lead to the generation of synergistic or complementary effects on the beneficiary population of the PPP and the other programmes, and thus foster the coordination needs for the comprehensive support of victims of armed conflict. **Although there are formal rules and opportunities for coordination, these are not sufficient** to provide a clear framework for action regarding the interventions of each institution and their respective programmes.

With respect to informal coordination, which arises mainly at the local level, spontaneous coordination was found with other programmes such as Somos Rurales, Familias en Acción and specific joint interventions with the Municipal Units for Agricultural Technical Assistance (Spanish acronym UMATAS). It was observed that **this informal coordination has positive effects on variables such as savings, social capital, and the creation of opportunities for the marketing of products.**

What is particularly relevant in order to understand these results is the alliance between the Food and Agriculture Organisation of the United Nations (FAO) in Colombia, and the URT, which enables public services to be provided, such as access roads to the properties of households, the construction of aqueducts and sewers, and that also fostered the creation of community associations that guarantee the marketing of agricultural products produced through the PPP. This is an example of simultaneous interventions, which contribute to the sustainability of restitution, and demonstrate the possibility of generating synergies and complementarities between institutions.

This suggests that there are possibilities and a wide range of opportunities to create coordinated interventions that have the potential to multiply the effects of the programmes and improve the living conditions of the target population, in a context where many institutions are simultaneously reaching out to the households of victims of displacement through a wide range of interventions, and where 87% of the surveyed households stated that they are being served by another programme in addition to Proyectos Productivos.

Suggestions to improve the potential for coordination between the ppp and the entire offer of support targeted at displaced households

The results of the institutional analysis indicated that **a coordination mechanism is required in order to generate the correct incentives**. SNARIV was created for this purpose, but it has not been able to achieve such an objective. As a first step in the application of a coordination strategy by SNARIV, **identification of both the endowments and the initial capacities that households have at the time of receiving the support intervention** is key. Added to this is the relevance of **knowledge of the context in terms of the support provided**, so that the coordination responds from a more strategic and organised perspective to the conditions pertinent to the targeted households. For example, households may receive different programme packages tailored to their particular situation, in other words, if what is required is a sequential or simultaneous intervention.

In order to achieve the above, there is a clear need for a **detailed characterisation of the households that are going to be targeted by interventions, both in terms of the household and the context**. To this end, several possibilities are available to the SNARIV. The first is through the Register of Victims surveys of the participants when they join the Programa Proyectos Productivos, which provides detailed information regarding the households. Another alternative is through the information gathered by the UNIDOS Strategy,³ which allows the most pressing needs of households to be ascertained in more detail. Likewise, information on the basic needs of the households registered as victims may be used in the Plan of Comprehensive Assistance, Support and Reparation for Victims (Spanish acronym PAARI), which is administered by the Comprehensive Support and Reparation of Victims Unit (Spanish acronym UARIV). On the basis of the aforementioned, it is possible to define what type of coordinated intervention is appropriate for the specific conditions pertinent to each victim: i.e. whether a sequential or simultaneous intervention is required, or both.

Therefore, and based on Maldonado et al. (2016), it is ideal to be able to classify the type of coordinated intervention depending on different types of social protection and different typologies of family agriculture. **Conditional transfer programmes, such as Familias en Acción, should seek to serve the most vulnerable groups, such as subsistence family farms**, through protection policies that allow them to improve their capacities and endowments. In such cases, productive development projects, such as the Programa Proyectos Productivos, can focus on consolidated or transitional family farms; thus, synergies may be fostered to improve the results of the rural development programme.

Within the sample households, which were beneficiaries of the PPP, 49% of the households targeted are poor in terms of income and 30% with respect to multidimensional poverty. In this sense, **it is vital to identify the needs of the households in order to be able to guide the coordination of the bodies involved, thus enhancing the results of the interventions**.

Lastly, **and according to the logic of simultaneous interventions, it is important to obtain information on the particular context in which rural development programmes are implemented**. Specifically, in the qualitative analysis it was found that households face restrictions in terms of the development of their productive projects, such as damaging climatic events, variations in product prices, inadequate housing conditions, lack of adequate provision of public goods and difficulties in accessing markets. Consequently, it is possible to consider two types of simultaneous interventions: (i) those aimed at improving the specific needs of the beneficiaries of the productive project, and (ii) cross-cutting public policies that are focused on the provision of public services.



³ The Estrategia UNIDOS is a social prosperity programme that identifies the deficits and the social and economic needs of households and communities that have been targeted with interventions.

TECHNICAL SHEET

The project

Over the past few years, the International Fund for Agricultural Development (IFAD), together with the Universidad de Los Andes and the Food and Agriculture Organization of the United Nations (FAO) have been analysing the potential synergistic effects of interventions on rural households that involve social protection programmes and productive rural development projects. IFAD and Universidad de Los Andes have implemented this project through the “Conditional Cash Transfers and Rural Development in Latin America” grant (www.sinergiasrurales.info/); and FAO through the project entitled “From Protection to Production: The role of Social Cash Transfers in the Promotion of Economic Development” (PtoP) (www.fao.org/economic/ptop). Some evidence of such synergies and complementarities has been identified, but the evidence has also raised new questions. These inquiries are related to the types of synergies and how to take advantage of them, the correct sequencing of programme rollout, the institutional reforms that need to take place and the political economy behind these options, and thus improve the results of the programmes.

To answer some of these questions, the project entitled “Improving the Coordination between Social Protection and Rural Development Interventions in Developing Countries: Lessons from Latin America and Africa” - which is being developed by the Universidad de Los Andes (UNIANDES), through its Centre for Economic Development Studies (CEDE), and financed by the International Fund for Agricultural Development (IFAD) - seeks to gather evidence of the benefits of such coordinated interventions.

The goal of the project is to gather evidence for policymakers and donors of the benefits of the coordinated

interventions that could provide inputs regarding the appropriate institutional and operational design, and enable them to use these inputs as a basis for improving anti-poverty interventions targeted at rural households, thus helping small farmers to take a proactive part in rural transformation.

The main objective of the project is to try to influence governmental institutions related to rural development and social protection (anti-poverty) policies, so they can take advantage of identified synergies between social protection and productive initiatives. The project was implemented in seven countries, three in Latin America and four in Africa, through two types of analysis: Institutional Analysis and Impact Evaluations.

The evaluation undertaken

The purpose of the impact evaluation is to identify and estimate the medium- and short-term changes (causal effects) in the living conditions of the returning population and beneficiaries of the Programa Proyectos Productivos. The strategy of this evaluation consists of both quantitative and qualitative components.

The quantitative component consists of an analysis of the intensity of the intervention based on the following two scenarios: (i) The impact of the programme according to time period of exposure, understood as the time between the start of the programme and the date the survey was conducted and (ii) the heterogeneous effects of the PPP as understood by the time that the household received a specific intervention methodology, according to type of household (whether or not its participation in the programme has already concluded) and by the gender of the head-of-household.

For the purpose of the evaluation, the population was divided into two groups of beneficiaries:

- **Group 1. Graduated households:** This refers to participants who at the time of the survey had already finished participating in the programme, having entered between January 2015 and April 2017. Methodologies I and II were applied to participants who entered during 2015, while in the case of those who entered the programme in 2016, all three methodologies were applied. Furthermore, the oldest participants had completed their process within the programme 48 months before, while the most recent of this group had completed it 25 months before.
- **Group 2. Active households:** These are participants who joined the programme between May 2017 and December 2018. Hence at the time of the survey they were still taking part in the programme. The participants who had been longest in the programme had been close to almost 24 months of participation at the time of the survey, while the most recently involved participants had been in the programme for 5 months. Methodologies II and III were applied to those who had entered the programme in 2017, while Methodology III was applied to those who had entered in 2018.

To estimate the causal effect of the programme, a treatment intensity strategy was carried out. This represents a quasi-experimental approach that seeks to measure the effects of the Programa Proyectos Productivos according to the differences in the duration of exposure to the programme, under the assumption that the time exposure to the programme generates differential impacts on the variables of interest, and thus can identify long-, medium- and short-term impacts. Another important assumption is that all participants on average start from the same condi-

tion before entering the programme, so that the only additional effect is that provided by the actual interventions.

To evaluate the impact of the PPP, information was collected from 18 municipalities located in seven departments of Colombia: Nariño, Tolima, Valle del Cauca, Antioquia, Bolívar, Sucre and Córdoba. This process occurred between 25 April 2019 and 21 June 2019 from a sample of 880 households.

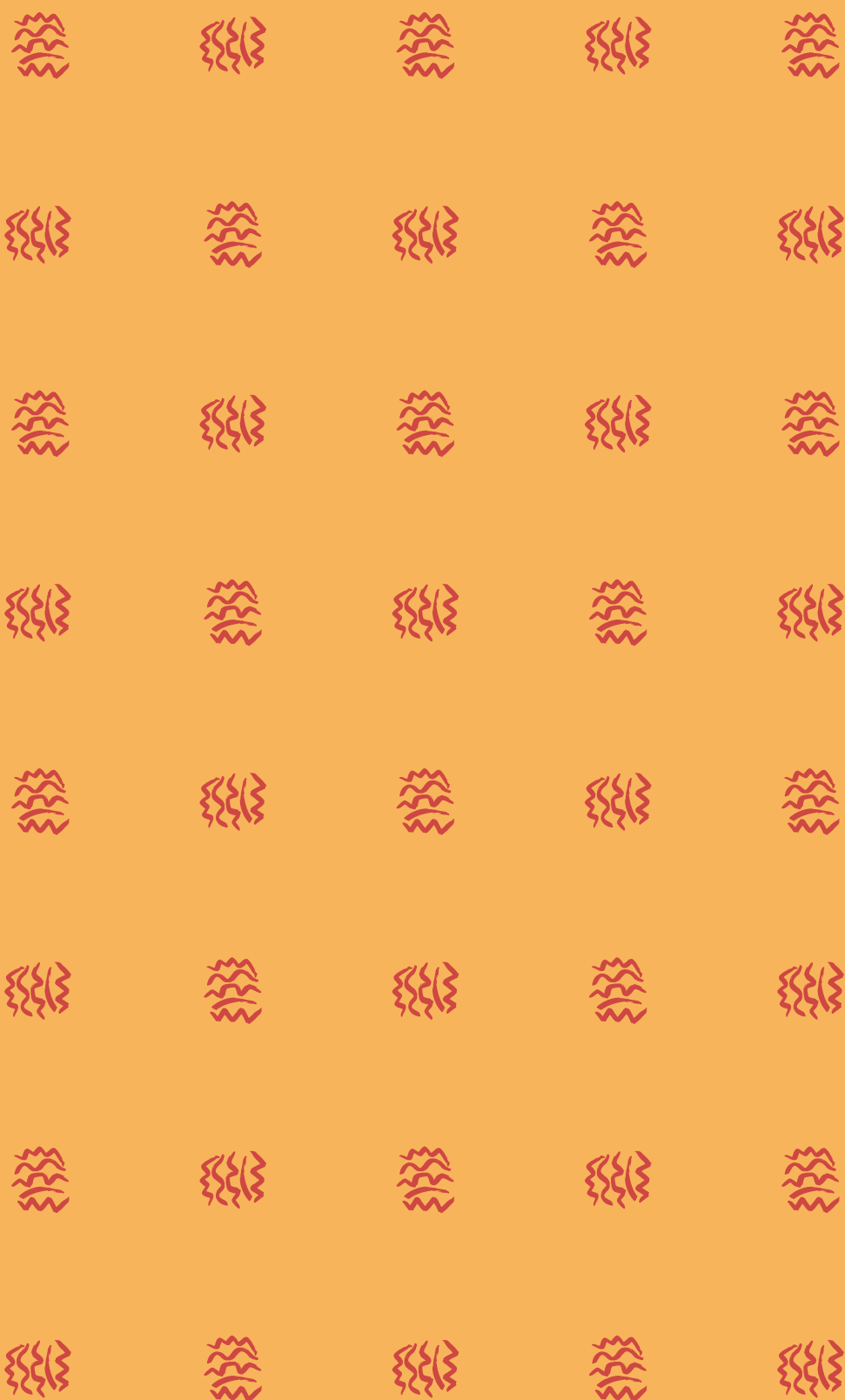
Furthermore, and based on the separation of the sample between Active and Graduated households, a qualitative analysis was developed through the application of semi-structured interviews and a sample of 46 returned families, located in eight of the country's departments.

Table 2 presents a summary of the variables of interest that, depending on the type of effects, are used in this study to evaluate the impact of the programme on participating returned households.

Table 2. Variables for evaluating the impacts of the PPP

Type of Impact	Variables	Indicator
Direct	Active	Possession of different types of productive and non-productive assets.
	Household income	Income from a range of activities.
	Production	Quantity of food crop and livestock products produced by the household.
	Food security	Latin American and Caribbean Food Security Scale (Spanish acronym ELCSA).
	Poverty	Multidimensional Poverty Index (MPI).
	Financial services	Percentage of households that save or request formal or informal loans.
Indirect	Social Capital	Scale of Roles and Scale of Decisions
	Well-being	Level of well-being perceived by households.
	Empowerment	Structural Social Capital (SSC) and Cognitive Social Capital (CSC).

Furthermore, and for the institutional analysis, a review of secondary and primary sources was also carried out. In specific terms, this involved interviews conducted with officials at the central and local levels, as well as with beneficiaries of the interventions.



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With the technical and financial support of: