

Country Name	Project on Capacity Development on Information Security Management of Land Information System for Land Restitution Policy Promotion
Republic of Colombia	

I. Project Outline

Background	<p>In Colombia, internal conflicts caused by uprisings of illegal armed groups were going on and there were many internally displaced people (IDP). Many IDPs were forced not to execute their rights over their land after being evacuated due to the illegal armed group. The Government of Colombian, as a part of efforts to solve the conflicts and to support IDPs, established the Special Administrative Unit for the Management of Despoiled Lands Restitution (URT) under the Ministry of Agriculture and Rural Development in order to promote the land restitution process. URT was working on developing the Land Information System to execute a series of land restitution process safely and efficiently and to provide IDPs with appropriate services. The Forcibly Despoiled and Abandoned Lands Registry and Information System (SRTDAF in Spanish) includes personal information, and information leaking to anti-government groups should be strictly avoided, and thus, appropriate information security management was required.</p>										
Objectives of the Project	<p>Through strengthened information security infrastructure, capacity development of URT, developed an institutional framework for information security management, the project aimed at strengthening the capacity on information security management of related organizations in charge of the Land Information System, thereby contributing to efficient and safe utilization of the system in the land restitution process.</p>										
	<p>1. Overall Goal: Land Information System is utilized efficiently and safely in the Land Restitution Process. 2. Project Purpose: Capacity on information security management of counterpart organizations in charge of Land Information System is strengthened.</p>										
Activities of the project	<p>1. Project site: Bogota 2. Main activities: Improvement of the existing information security infrastructure (programming, PC, network line, etc.), training of the personnel of the related organizations on information security, development of the policy and guidelines on information security, etc. 3. Inputs (to carry out above activities)</p> <table border="0"> <tr> <td>Japanese Side</td> <td>Colombian Side</td> </tr> <tr> <td>1) Experts from Japan: 9 persons</td> <td>1) Staff allocated: 48 persons</td> </tr> <tr> <td>2) Training in Japan: 29 persons</td> <td>2) Land and facilities: Office space, seminar room, etc.</td> </tr> <tr> <td>3) Local cost: Seminar materials, etc.</td> <td>3) Local cost: transportation and per diem for training for staff at regional offices, etc.</td> </tr> </table>			Japanese Side	Colombian Side	1) Experts from Japan: 9 persons	1) Staff allocated: 48 persons	2) Training in Japan: 29 persons	2) Land and facilities: Office space, seminar room, etc.	3) Local cost: Seminar materials, etc.	3) Local cost: transportation and per diem for training for staff at regional offices, etc.
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Project Period	July 2013 to June 2016	Project Cost	(ex-ante) 206 million yen, (actual) 253 million yen								
Implementing Agency	<p>Principal counterpart (C/P) organization: Unit for the Management of Despoiled Lands Restitution (URT) Other C/P organizations: Unit for the Comprehensive Care and Reparation for the Victims (UARIV), Geographic Institute "Agustín Codazzi" (IGAC), Superintendence of Notary and Registry (SNR), Superior Council of the Judiciary (CSJ) and Colombian Institute for Rural Development (INCODER) (dismantled in 2016)</p>										
Cooperation Agency in Japan	Japan Development Service Co., Ltd.										

II. Result of the Evaluation

<Special Perspectives Considered in the Ex-Post Evaluation>

- At the time of ex-post evaluation, there were organizations including the Special Administrative Unit for the Assistance and Comprehensive Reparation of Victims which handled the information related to the land restitution other than the project C/P organizations. However, in the survey, data and information were collected only from the project C/P organizations excluding INCODER which had been dismantled.

1 Relevance

<Consistency with the Development Policy of Colombia at the time of Ex-ante Evaluation>

The Law 1448, commonly known as the Victims and Land Restitution Law, was enacted in 2011, which clearly mentions projects implementation for the land restitution and support for the victims. Thus, the project was consistent with the development policy of Colombia at the time of ex-ante evaluation.

<Consistency with the Development Needs of Colombia at the time of Ex-ante Evaluation>

In Colombia, many IDPs were forced to be unable to execute their rights over their land after being evacuated due to the illegal armed groups. The information security is very important and fundamental in the land restitution process. As the information on the land restitution process includes sensitive information, it was necessary that related organizations could manage information in a reliable manner. In this regard, the project was consistent with the development needs of Colombia at the time of ex-ante evaluation.

<Consistency with Japan's ODA Policy at the time of Ex-ante Evaluation>

In the "Country Assistance Policy for Colombia" (2013), one of the priority areas was equitable economic development. Related to this, it was described that support would be provided or the economic and social reintegration of IDP, demobilized combatants (former guerrilla members), and landmine victims arising from the effects of many years of the internal conflict, in order to stabilize local communities at the regional level. Thus, the project was consistent with Japan's ODA policy at the time of ex-ante evaluation.

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Status of Achievement for the Project Purpose at the time of Project Completion>

The Project Purpose was achieved by the time of project completion. A total of 342 personnel including technicians on the system development at C/P organizations obtained the certificate from 17 seminars on the strengthening of information security (Indicator 1). The information security policy was formulated at URT and the other five C/P organizations (UARIV, IGAC, SNR, CSJ and INCODER) in a customized way that was relevant to each organization (Indicator 2). The security policy was implemented at all organizations and constantly reviewed. On the developed information security policy, the guidelines were formulated and implemented at all C/P organizations (Indicator 3). Each organization revised six to eleven contents of guidelines per ISO27001. For example, at URT, nine guidelines were issued, which covered aspects such as E-mail management, removable device management, credential (ID) management, and workstation management.

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

The project effects have partially continued. Since the project completion, few staff have remained in URT and other C/P organizations because of the frequent turnover, but the information security policy and the information security management guidelines which were developed by the project have been effective and included in the institutional processes in all of the organizations. In these organizations, the security policy has been incorporated in the Integrated Security Management System. Also, it was confirmed that they have sustained the processes, procedures, handbooks, and guidelines developed by the project. INCODER was dismantled in 2016, but its functions related to the information security management have been transferred to the newly established organizations, namely the Rural Development Agency and the National Lands Agency.

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The Overall Goal has been achieved. No critical incident (malware infection, unauthorized access, leakage of confidential information, etc.) which affects the land restitution has been reported (Indicator 1). The Land Information System has been constantly utilized among the related institutions (Indicator 2). The land information has been managed in the Information Security Management Subsystem, as part of the Integrated Security Management System, consisting of (i) information security policies, (ii) established procedures, (iii) methodology and information asset inventory, (iv) methodology for security risk management, as well as (v) risk treatment plans. According to URT, due to this subsystem, trust has been created for information transmission and sharing among the related organizations.

<Other Impacts at the time of Ex-post Evaluation>

Firstly, as the project promoted the interaction and communication among the related organizations and helped their agreement on the land information security. According to URT, these efforts have contributed to the establishment of the Land Node, which started in 2018, supported by international partners including USAID. Its main function, as a technological platform, is to integrate the information systems of the 12 institutions related to the land restitution process. It has facilitated Internal Displaced Peoples' land restitution application. Secondly, the project has changed the government's concept of information security, according to URT. It used to be recognized as something strictly related to the technology infrastructure, but through and after the project activities, the concept evolved to the importance of knowledge and recognition by the public servants regarding that information security would be rather something about the human strengthening of the security process. This perception has brought better security indexes to the C/P organizations compared to other government institutions.

<Evaluation Result>

Therefore, the effectiveness/impact of the project is high.

Achievement of the Project Purpose and Overall Goal

Aim	Indicators	Results																																							
(Project Purpose) Capacity on information security management of Counterpart organizations in charge of Land Information System is strengthened.	1. Number of C/P personnel who obtained a certificate.	<p>Status of achievement: Achieved (Partially continued) (Project Completion)</p> <p>- A total of 342 C/P personnel obtained a certificate. It was judged by the Terminal Evaluation Team that through these training and seminars, the capacity of C/P personnel was improved.</p> <table border="1"> <thead> <tr> <th>Classification of certificate</th> <th>No. of seminars</th> <th>Total No. of C/P personnel certificated</th> </tr> </thead> <tbody> <tr> <td>Technology transfer seminars</td> <td>6</td> <td>194</td> </tr> <tr> <td>Institutional framework seminars</td> <td>7</td> <td>92</td> </tr> <tr> <td>Information security audit seminar</td> <td>1</td> <td>27</td> </tr> <tr> <td>Training in Japan</td> <td>3</td> <td>29</td> </tr> <tr> <td>Total</td> <td>17</td> <td>342</td> </tr> </tbody> </table> <p>Note: The total number was an accumulated number. (Ex-post Evaluation)</p> <p>- Among 287 personnel of four C/P organizations that got certified in the project, only 12 have continued working in the same position. However, it is confirmed that training and information sharing have been conducted continuously at each organization for the personnel who did not get certified in the project (including those who did not have chance to participate in the seminars) in order to sustain and strengthen the knowledge for promoting the land restitution process at each organization even after the project completion.</p> <table border="1"> <thead> <tr> <th>Classification of certificate</th> <th>No. of C/P personnel certificated</th> <th>No. of C/P certified and remaining personnel</th> </tr> </thead> <tbody> <tr> <td>URT</td> <td>109</td> <td>4</td> </tr> <tr> <td>IGAC</td> <td>54</td> <td>1</td> </tr> <tr> <td>SNR</td> <td>37</td> <td>4</td> </tr> <tr> <td>UARIV</td> <td>46</td> <td>2</td> </tr> <tr> <td>CSJ</td> <td>41</td> <td>1</td> </tr> <tr> <td>Total</td> <td>287</td> <td>12</td> </tr> </tbody> </table>	Classification of certificate	No. of seminars	Total No. of C/P personnel certificated	Technology transfer seminars	6	194	Institutional framework seminars	7	92	Information security audit seminar	1	27	Training in Japan	3	29	Total	17	342	Classification of certificate	No. of C/P personnel certificated	No. of C/P certified and remaining personnel	URT	109	4	IGAC	54	1	SNR	37	4	UARIV	46	2	CSJ	41	1	Total	287	12
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		Note: The number of certified personnel is an accumulated number, while the number of remaining personnel is not. The number of C/P certified personnel (287) is smaller than the number at the project completion (342), because the former does not include the number of personnel of the dismantled INCODER.
	2. Formulation and implementation of information security policy.	<p><u>Status of achievement: Achieved (continued).</u> (Project Completion)</p> <ul style="list-style-type: none"> - The information security policy was formulated and implemented at all six C/P organizations. <p>(Ex-post Evaluation)</p> <ul style="list-style-type: none"> - The information security policy formulated in the project has been effective at URT. - The information security policy established by the project has been continuously updated at IGAC. Also, the Integral Risk Management Policy has been updated to include the integral administration of managing risks, corruption, and information security. - The information security policy built by the project has been formalized at SNR. - The information security policy developed by the project has been effective at UARIV. Efforts have been made for information security, such as gathering of information inventories, identification and control of risks, development of risk treatment plans, control of ethical hacking, and so on. - The information security policy developed by the project has been effective at CSJ as well, implementing prevention of attacks within the organization, security of physical information, shredding of physical documents and the protection of information available to the public.
	3. Completion and implementation of information security management guidelines.	<p><u>Status of achievement: Achieved (continued).</u> (Project Completion)</p> <ul style="list-style-type: none"> - The information security guidelines were formulated based on the developed information security policy and implemented at all six C/P organizations. <p>(Ex-post Evaluation)</p> <ul style="list-style-type: none"> - The information security management guidelines have been utilized at the organizations.
(Overall goal) Land Information System is utilized efficiently and safely in the Land Restitution Process.	1. The violations on information integration by Land Information System is not reported.	<p><u>Status of achievement: Achieved.</u> (Ex-post Evaluation)</p> <ul style="list-style-type: none"> - No violation of information integration by the Land Information System has been reported.
	2. Land Information System is constantly utilized among related institutions.	<p><u>Status of achievement: Achieved.</u> (Ex-post Evaluation)</p> <ul style="list-style-type: none"> - The Land Information System has been constantly utilized among related institutions.

Source: Project Completion Report and information provided by URT, IGAC, SNR, UARIV and CSJ.

3 Efficiency

Although the project period was as planned, the project cost exceeded the plan (ratio against the plan: 100% and 129%, respectively). Outputs were produced as planned. Therefore, the project efficiency is fair.

4 Sustainability

<Policy Aspect>

The Law 1448 of 2011 was originally set to expire in June 2021, which would have changed the guidelines and activities defined by the Government of Colombia and the Congress for promoting the land restitution process through URT. However, in December 2019, the Constitutional Court instructed the Congress to extend the period of this law until 2030, mainly because its goals have not been yet fulfilled. At the time of ex-post evaluation, it was being analyzed what would happen with URT during this extension period.

<Institutional/Organizational Aspect>

URT and other C/P organizations have assigned an office for sustaining the Information Security Management Subsystem, and there has been a platform that integrates their information systems, as mentioned above. URT has assigned 503 staff and 1,500 contracted persons, because it has required growing in number of workers in the years after project completion, in order to meet the objectives and commitments related to the compliance of its goals. SNR answered that the number of staff has been sufficient, too. CSJ has outsourced the overall information security process to its branches and accordingly, it has been appropriately managed. On the other hand, UARIV and IGAC answered that they would need to increase more staff to meet the requirements of land restitution. Before the Law 1448 of 2011 expires in 2030, it needs to be considered: (i) How URT's (and UARIV's) functions would be taken over by any existing organizations for the land restitution, unless all the victims' necessities for the land restitution and the livelihood support are fully addressed; and (ii) If it is necessary to apply for another period extension.

<Technical Aspect>

There has been a system to sustain and strengthen the knowledge for promoting the land restitution process at each organization, even though many of the trained personnel left the organizations. For example, at URT, there has been the "URT Schools" where technical contents and knowledge of each division have been organized based on which training and workshops have been conducted for the staff. At IGAC, practices of the cadastral management process and topics of the land restitution have been documented and updated, and these are accessible to all its staff. At SNR, training on the regulations and lessons learned have been provided to the staff and also to the contractors hired related to the patrimonial protection and land restitution. The guidelines developed by the project have been used for the training purpose.

<Financial Aspect>

URT, IGAC and UARIV have been secured a specific budget for the information security management, as shown in the tables, and the budget has been sufficient at URT and UARIV for their activities and maintenance and improvement of the technological and information security infrastructure. URT's budget was much bigger in 2017 because it had to acquire a security platform to manage data with the license for the coming three years. IGAC has had difficulty in disbursing the budget. According to IGAC, this is because the budget from the Ministry of Finance has been affected each year by external factors such as inflation, tax collections, gross domestic product (GDP), and emergency responses to infectious diseases. While land restitution has been important to IGAC, if funds have not been sufficient, the budget allocation for the information security management has been smaller in it than in other organizations with an institutional mission more related to land restitution. UARIV, besides the national budget, also received support from Microsoft to develop a tool to monitor cybersecurity threats. The detailed budget of CSJ and SNR could not be confirmed because they do not have a specific budget item for information security which is part of the broader budget item related to information technology, but the budget has been sufficient to meet the requirements of the land restitution process.

<Evaluation Result>

Budget for the information security management (million Colombian pesos)

1. URT (cut-off data at May 2020)

	2017	2018	2019	2020 (plan)
Budget	4,450	650	990	754
Executed	2,194	412	901	546

2. IGAC

	2017	2018	2019	2020 (plan)
Budget	962	703	274	131
Executed	481	703	13	0

3. UARIV

	2017	2018	2019	2020 (plan)
Budget	847	1,591	3,704	2,036
Executed	628	1,519	2,587	1,922

In the light above, there have been some issues in the institutional/organizational and financial aspects. Therefore, the sustainability of the effects is fair.

5 Summary of the Evaluation

The Project Purpose and the Overall Goal were achieved. The capacity on information security management of the organizations in charge of the Land Information System was strengthened, as their staff were trained and the policy and guidelines were developed. No critical incident which affects the land restitution has been reported. Regarding sustainability, there has been a staff shortage at some organizations, but all the organizations have sustained the necessary knowledge for promoting the land restitution process. As the Law 1448 has been extended, URT would function at least until 2030. As for efficiency, the project cost exceeded the plan.

Considering all of the above points, this project is evaluated to be satisfactory.

III. Recommendations & Lessons Learned

Recommendations for Implementing agency:

- The Land Node would continue to function as an important platform for attending the land restitution issues. Each of the Land Node institutions should have an independent budget for the information security issues. It is recommended to SNR and CSJ which have not secured a specific budget for the information security management to assign a budget dedicated to information security. It is recommended to URT to convey the same recommendation should be directed to other Land Node institutions.

Lessons Learned:

- The knowledge and system strengthened by the project have been sustained regardless of the high turnover of the staff at all of the organizations. This has been possible, because, for example, technical contents and knowledge gained from the project have been documented and referred to the new staff, since the importance of information security has been fully recognized by the organizations. For capacity development projects in countries where the government staff are frequently transferred, it is important to (i) include the training topic for the mindset (significance and necessity of the topic for achieving the objectives, such as the information security management for the land restitution in this case) of the staff and (ii) develop the activity outputs such as a handbook which summarize the step-by-step activities, to be consulted by the new staff that arrives to work at the organizations, so it is necessary to make it digital-archived so that the staff could refer to it easily even after the project completion.



Technical seminar given by JICA expert in 2014



C/P organizations' staff attending in the technical seminar in 2014.