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BASELINE STUDY

Community Development and Licit Opportunities Program (CDLO)

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Coordination Team

Daniel Flechas
Luis Fernando Restrepo
Hugo Navarro

Technical Team

Juanita Parra
Sergio Paez
Laura Amado
Camila Cortes

Field Team (National Consultancy Center)

Cristina Querubin
Carlos Castro
Andres Perdomo
Laura Castro
Jovinton Jaya

Qualitative Field Team (Evaluar)

Pablo Gutierrez
Lucia Llanes

CDLO Program Team

Francisco Bautista
Morelca Giraldo

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LIST OF ACRONYMS

ANRT	National Land Renovation Agency
CBS	CDLO Baseline Study
CDLO	Community Development and Licit Opportunities
DNP	National Planning Department
FARC	Revolutionary Armed Forces of Colombia
GAML	Illegal Outlaw Groups
GOC	Government of Colombia
ICBF	Colombian Family Welfare Institute
JAC	Community Action Boards
MDM	Municipal Performance Measurement
MTCC	Mission for the Transformation of Colombian Fields
OECD	Organization for Economic Cooperation and Development
PAI	Immediate Action Plan
PDET	Development Program with a Territorial Approach
PEA	Economically Active Population
PISDA	Municipal and Community Comprehensive Plan for Substitution and Alternate Development
PNIS	National Comprehensive Illegal Crop Substitution Plan
PNRRI	National Plan for a Comprehensive Rural Reform

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I. ABSTRACT

The Baseline Study (CBS) of the Community Development Licit Opportunities (CDLO) program was conducted between March and October 2018 with the purpose of collecting a set of useful data to plan the program's performance and evaluate the progress of the products with regard to the expected outcomes. This information includes a set of sociodemographic, economic, and institutional data ordered systematically under the theory of change and following the program's development hypothesis. The study used mixed methods (surveys, in-depth interviews, and participatory workshops) to investigate the conditions of rural households and community organizations in the territory. The coverage area is 45 municipalities that share critical conditions (assumptions), a low government presence, the effects of the conflict on the population and territory, high degrees of marginalization, and precarious living conditions, along with the presence of illicit crops. Multivariate analyses were carried out using correlations, hierarchical cluster analysis, and principal component analysis to investigate the interaction between the variables of citizen security, social capital, and territorial governance. The main conclusions of the study reflect that the critical assumptions were confirmed along with the negative impact they have on the conditions of social capital and territorial governance.

2. EXECUTIVE SUMMARY

The Baseline Study (CBS) of the Community Development Licit Opportunities (CDLO) program was conducted between March and October 2018 to collect a set of useful data for planning the program's performance and evaluating the progress of the products with regard to the expected outcomes. This information includes a set of sociodemographic, economic, and institutional data ordered systematically according to the theory of change and the program's development hypothesis.

The study used mixed methods (surveys, in-depth interviews, and participatory workshops) to investigate the conditions of rural households and community organizations in the territory. The coverage area is 45 municipalities that share critical conditions (assumptions), a low government presence, the effects of the conflict on the population and territory, high degrees of marginalization, and precarious living conditions, along with the presence of illicit crops. The surveys were carried out in rural households, following the DANE (National Administrative Department of Statistics) definition of rurality, which represents approximately 920,000 people according to DANE 2017 projections. The PDET survey (1,525 observations) was used to cover the CDLO universe with regional representativeness, and a survey was performed (2,441 observations) on social capital, connectivity, citizen security, and territorial governance to emphasize the CDLO core issues. The combination of these two qualitative instruments was enhanced with 100 in-depth interviews with community leaders and eight participatory workshops.

The representative household in CDLO regions is comprised of 3.72 people and the likelihood of the head of household being male is 62%. The average age of the head of household is 45. There are high levels of multidimensional poverty and monetary poverty. The household gaps in education are high, indicating that the CDLO zones are always below the national rural average, including access to basic utilities such as electricity, water, sewer systems, and garbage collection. The average income per capita is \$281,250 pesos and 46% of households are under moderate poverty conditions, and 32% of households are in conditions of extreme poverty, while the national average is 15%. There is a difference in gender-based roles. Women are mostly tasked with home care (raising children, education, and health) and 40% perform household chores, while only 3% of men are involved. There is a risk regarding food security. Fifty-seven percent of households have severe or moderate food insecurity, showing the availability of food and its quality to meet minimum livelihood requirements. Physical connectivity for rural households from their residence to six points of reference reflects the level of dispersion and access difficulties. On average, they spend an hour traveling to the mayor's office and it costs them approximately \$30,000 pesos, or 11% of their monthly income. The most used means of transportation in these territories is motorcycles and boats for long trips, and on foot for short trips. This confirms the gap between rural and urban areas in the country, and also shows that CDLO is intervening in the poorest areas of the country. These levels of marginalization increase the communities' vulnerability to the threats of illegality in terms of security and illicit economies.

The social capital in these territories is affected by the conditions of marginalization, quality of life, and the conflict's negative effects. Although territories are deeply rooted, that is, the people who live there are resistant and have been in their municipality for an average of 20 years, this is partly due to high rates of resilience and adaptation to difficulties and changes in their environment. The effects of displacement and depopulation in the field are notorious in the population pyramid, reflecting a high degree of contraction in the population between the ages of 15 to 40. Trust rates are very low; people trust one out of every three people, which may be influenced by the levels of insecurity with which they live. This fact is key in creating social fabric and rebuilding relationships

between each other and with external agents such as the government or private companies. This contrasts with the high willingness to participate in public matters; however, low levels of social capital affect sustainability and continuity in their participation. Even with these difficulties, people are positive, optimistic, and proactive in solving problems.

Community organization is strong, mainly focused around community action boards as the key player in the territory. Community councils, indigenous councils, parent associations, sports and women's organizations, are other key expressions. The issues that communities seek to resolve when grouped collectively revolve around public utilities, road infrastructure, education, housing, health, and the environment; that is, the rural agenda revolves around improving basic household living conditions.

The security conditions in the territory are not yet stable. Twenty-three percent of households believe that there is a presence of illegal, armed, outlaw groups; common criminals (robberies and muggings) are the number two cause of insecurity in the territories, followed by displacement, murder, and extortion. This outlook contrasts with the low rates of police services, where only 6% of households use them when they have a serious co-habitation problem. This phenomenon hints at the informal solutions to which people resort when they have issues to resolve, mainly approaching the Community Action Boards and very seldom the local authorities, partly due to the lack of coverage and official presence, and partly due to lack of effectiveness in the actions or willingness to respond to citizen requests. This creates an environment of "informality" outside the Rule of Law that should cover these territories and leaves local governance in the hands of illegal parties.

Hierarchical cluster analyses were performed, where groups of municipalities were created to verify similarities or dissimilarities with regard to the variables of interest. The main finding was that the program had two large groups of municipalities that consistently had low levels of social capital, community organization, citizen security, and territorial governance. This group of municipalities is located on the Pacific coast of Nariño and Cauca. Conversely, there is another group of municipalities that consistently showed better performance in their indicators and variables, led by those located in central and southern Caqueta, Meta, and Guaviare. This location allows for creating differentiated intervention strategies given the territories' biophysical, cultural, social, and economic characteristics.

Lastly, multivariate analyses were performed to establish positive or negative relationships between variables and clarify the general development hypothesis. The evidence confirms the relationship between strengthening social capital in rural households and its effect on the conditions for inclusive economic and social development. However, the critical assumptions are key in determining strategies and progress for the core aspects of CDLO, given that they are beyond the scope of the program and are a prerequisite from a developmental standpoint. The security and territorial governance conditions are decisive in establishing strategies that accommodate these exogenous conditions in the program's implementation. The main conclusions of the study show that the critical assumptions were confirmed along with the negative impact they have on the conditions of social capital and territorial governance. This baseline study provides sufficient and relevant information for the program's decision-making in planning activities based on the scope of the results. With this information, the territories can be seen in their various demographic, social, institutional, and economic dimensions, providing tools so decision makers can understand, plan, and assess scarce resource allocation with better precision.

3. INTRODUCTION

This document contains the results of the CDLO Baseline Study (CBS). By definition, a performance baseline is "...the value of the performance indicator before implementing projects or activities supported by USAID, which help achieve relevant results..."¹ The purpose of the CBS is to gather information that will become the basis for evaluating the progress of the products and performance towards the expected results, compiling relevant information on variables of regional socioeconomic development and on the institutional conditions in areas affected by the conflict, and offer a comprehensive analysis that allows for decision-making. This tool allows management to monitor progress and identify the risks in the results of the CDLO. Likewise, this tool serves to analyze regional development factors and aids in decision-making when working with communities.

This study is designed focusing on the theory of change, which it uses to extract illustrative developmental hypotheses (Annex 01). The hypotheses are written as logical propositions. These propositions provide the *Components, Dimensions, and Variables, or Evaluation Matrix* (Annex 02). The Theory of Change works in an environment that imposes certain *critical assumptions*. The *Evaluation Matrix* includes the main evaluation questions to be answered by the CBS. These questions include a dataset capacity interpretation and its scope. The CBS Evaluation Methodology includes a description of the analysis units and levels, namely households, community organizations, and farmer associations, and presents the mixed method approach, explaining the data collection tools (surveys, in-depth interviews, and focus groups) and analytical techniques. The annexes contain the protocols, tools, and data from primary and secondary sources (Annexes 15-17). The data sets comply with USAID data quality standards in terms of their validity, reliability, precision, integrity, and timeliness.² CBS formulates the *metrics and measurements* with this information, which in turn provides information on the context and implementation thereof, using indicators (Annex 28).

CBS provides descriptions of the key variables and challenges that CDLO faces based on its Theory of Change. The program's context and subject matter are described in the introduction and context, including the operating environment and the situational context. The *methodology* chapter provides the baseline research methods and protocols, describing the steps so this study can be replicated. The next chapter presents the *CDLO Population* in demographic and socioeconomic terms. Then, the results are presented, answering the evaluation questions, followed by a multivariate data analysis using correlation matrices. Then a cluster analysis is done using a thematic aggregation criterion for program objectives and then analyzing groups of municipalities. The next chapter provides a response to the hypothesis in terms of the relationship between groups of variables. Lastly, a program management tool is presented, to serve as an input for planning activities according to an objective, given time, budgetary, and logistic restrictions. The document closes with conclusions and recommendations.

¹ ADS 203.3.4.5 Establishing Performance Baselines and Objectives

² TIPS No. 12: Data Quality Standards

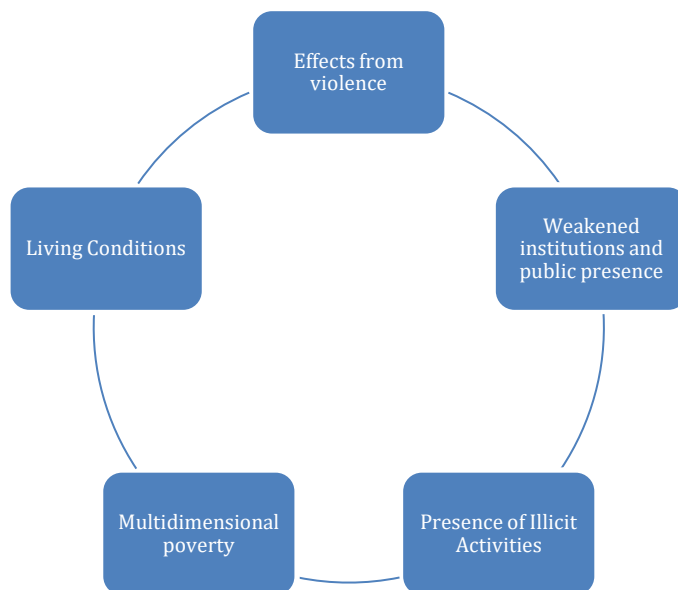
4. CONTEXT

4.1. Problem Description

Evidence suggests that more than 52 years of internal armed conflict have weakened rural communities in various ways, in highly affected regions. In particular, there has been a significant effect on social capital, which has led to a reduction in citizen engagement in community organizations, municipal affairs, and the local democratic process.³ The armed conflict damages trust between communities, destroys social relationships, and weakens existing institutions. The communities affected by the conflict have a deficiency in their social networks, given that the existing ones are very few, weak in structure and in standards of trust, essential factors in reaching common goals and gaining mutual benefit. Thus, building social capital is a key component in achieving social, community, and economic development in post-conflict community scenarios.

In the regions affected by the conflict in Colombia, the lack of social capital is largely derived from violence, as well as from the weak presence of the government and its limited capacity to offer basic services and legal opportunities. These conditions are favorable for the emergence of illicit economies, particularly drug production and trafficking. These chains of events reinforce each other, perpetuating the phenomenon of illegality and poverty.

Figure 1: Key Themes in Conflict Zones



The Colombian Government's focus on land provides a unique opportunity to promote the restoration of social capital through by creating trust, promoting citizen engagement in local affairs, reducing coca production, and promoting community development. The government's vision of comprehensive rural reform deploys the mechanisms for its structural adjustment, including land access and formalization, increasing rural economic productivity, providing infrastructure, food security, and focus on the most affected

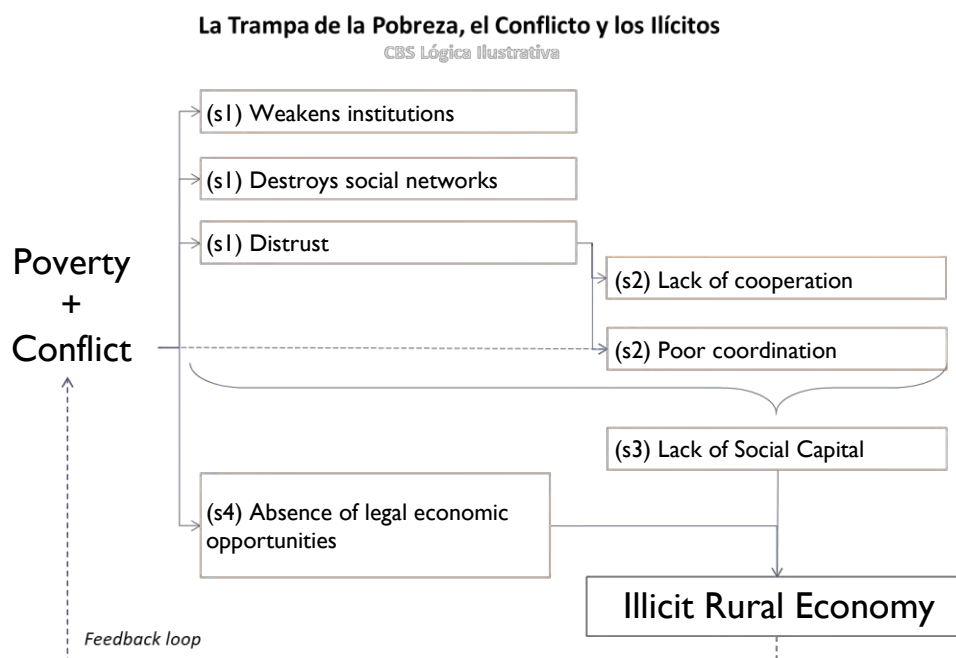
regions. The regions affected by the conflict follow these patterns: (a) the effects of violence, (b) weakened institutions and public presence, (c) the presence of illegal activities, (d) severe conditions that lead to a high degree of multidimensional poverty, and (e) low quality living conditions.

³ Document: Community Development and Licit Opportunities (CDLO) Activity. Activity Monitoring, Evaluation, and Learning Plan - AMELP: United States Agency for International Development by Tetra Tech. November 2017

4.2. Political and Economic Environment

The CDLO program is a rural development initiative financed by USAID/Colombia that seeks to enhance the efforts of the Government of Colombia in terms of promoting and creating conditions for a legal economy in the target areas. The program began in August 2017 and runs until August 2022. It seeks to enhance the capacity of rural communities affected by the conflict to become reliable and effective partners of the government and the private sector in defining and implementing comprehensive rural development initiatives with a territorial vision. The program's action strategy is aimed at achieving territorial impact, for which it uses coordination systems with government, cooperation, and private sector initiatives. The program has prioritized three regions⁴ covering 45 municipalities in eight departments: Antioquia, Cauca, Cordoba, Guaviare, Meta, Nariño and Putumayo.⁵ CDLO focuses on (i) strengthening social capital, (ii) providing public and collective goods and services, (iii) fostering a positive economic environment, and (iv) facilitating dialogue between communities, the government, and the private sector. These are the key components under the concept of rural territorial development using a systemic and holistic approach. The program's hypothesis is immersed in a national and local political reality that is described below.

Figure 2: Hypothesis



The development hypothesis gathers the main underlying elements: "the armed conflict has a negative impact on trust between communities, destroys social relationships, and weakens existing institutions (s1). The communities inhabiting the regions affected by conflict lack social networks and standards of trust to facilitate the coordination and cooperation that will allow them to reach common goals and mutual benefits (s2). Thus, building social capital is a key component in achieving social, community, and economic development in post-conflict community scenarios. In the affected regions, the lack of social capital is a reflection of the armed conflict (s3), as well as the weak presence of a government that struggles in supplying basic services and legal economic opportunities

⁴CDLO had originally planned for 4 regions and 51 municipalities: the Catatumbo region and its 6 prioritized municipalities were excluded from this study for security reasons (See Annex 22).

⁵ Idem

(s4). The latter feeds an illicit rural economy, particularly illicit drugs in their entire production chain (growing, producing, and trafficking) (s5). These chains of events are strengthened in a destructive way, contributing to the perpetuity of conflict and poverty (s6)."⁶

4.3. Mission to Transform Colombia's Rural Areas (MTCC)

The Mission to Transform Colombia's Rural Areas, directed by the National Planning Department (DNP), has set a framework of public policies that will orient government actions for the next two decades, with the purpose of fostering rural and agricultural development in the country.⁷ This political planning exercise intends to offer long term directives to the national rural development strategy. To this end, the MTCC assessed five essential aspects in rural development: (1) the contribution of rural areas to national development, (2) the social gaps between urban and rural communities; (3) the delivery of public goods and services in rural areas, (4) competitiveness and environmental sustainability in agriculture, and (5) the systems of governance underlying rural development.

4.4. Rural Development Program with a Territorial Approach (PDET)

This program is planned for a period of ten years (2017-2027) and relies on a strong participation by local stakeholders in designing and implementing their local solutions to development challenges.⁸ The program is implemented by the National Land Renovation Agency (ANRT) and is oriented in three dimensions: first, productive and social planning; second, establishing and improving public utilities; and third, human capital. PDET implements capacity building activities to improve the employability of rural citizens, as well as their own capacity for sustainability. PDET has prioritized 16 subregions for the intervention according to the following criteria: (i) poverty levels, particularly extreme poverty and unsatisfied basic needs; (ii) the degree of impact of the internal armed conflict on the communities; (iii) institutional government and administrative performance; and (iv) the presence of illicit crops and illegal economies.

4.5. National Plan for Comprehensive Rural Reform (PNRRI)

Point 1.3 of the Peace Agreement between the Colombian Government and the FARC presents the design and implementation of the PNRRI. The PNRRI, together with the PDET, seeks to change the living conditions of the rural population in Colombia. PNRRI has three components including: (1) infrastructure, roads, sewer systems, electricity, (2) social development, access to education, health, housing, and potable water in rural areas, (3) economic and agricultural development, promoting cooperatives, technical assistance, income generation programs, access to credit, employment formalization, and food security.

4.6. National Plan for Comprehensive Illegal Crop Substitution (PNIS)

Another tool promoted in the Peace Agreement is the National Plan for Comprehensive Illegal Crop Substitution (PNIS), based on participatory building and development processes through community assemblies. It is implemented in territories where agreements have been made on the voluntary substitution of illicit crops and not re-seeding or illegal trade. The PNIS is comprised of the Integrated Plan for Community and Municipal Substitution and Alternative Development (PISDA)

⁶ Ibid.

⁷ <https://www.dnp.gov.co/programas/agricultura/Paginas/mision-para-la-transformacion-del-campo-colombiano.aspx>

⁸ http://www.renovacionterritorio.gov.co/especiales/especial_PDET/

(utilities, security, social development, infrastructure) and the Immediate Response Plan (PAI) with a family and community approach.

4.7. Illicit Crops

In the *Final Agreement to End the Conflict and Build a Stable and Lasting Peace* signed in 2016, points 1 and 4, Comprehensive Rural Reform, and Illegal Crop Substitution, respectively, give relevance to the population not only as a beneficiary of the actions of the government, but also recognize the communities as direct representatives with the government on policies at the local level. Point 2 of the Agreement, relating to spaces for political participation and enhancing social organizations and movements, focuses on developing such mechanisms.

The Peace Agreement privileges voluntary substitution over other forms of eradication such as spraying chemical agents and forced manual eradication, and "when there is no agreement with the communities, the government will proceed to eradicate illegal crops, prioritizing manual eradication when possible, and considering the respect for human rights, the environment, health, and well-being. When substitution is not possible, the government will not waive the use of instruments it determines to be more effective, including spraying, to ensure the eradication of illegal crops. The FARC-EP believe that whenever there is eradication, it must be manual".⁹

Proposal 195 of the package of security initiatives in presidential candidate Ivan Duque's campaign plans, cites security in the countryside and emphasizes that, with the presence of Public Forces, the strengthening of the Rural Police, the Environmental Police, and the Armed Forces, security and development conditions will be ensured for the rural population. This document mentions that eradication must be mandatory, based not only on police capacity or the authority of the government, but that it must also be done together with the alternative development of other crops and investment in public assets so that coca farmers have alternatives. Currently, the implementation of the Program Against Illicit Crops was incorporated into the mission of the Administrative Unit for Territorial Consolidation to launch CONPES Document 3669 of July 2010, which establishes a National Policy for the Manual Eradication of Illicit Crops and Alternative Development.

⁹ The Final Agreement to End the Conflict and Build a Stable and Lasting Peace (2016)
<http://www.altocomisionadoparalapaz.gov.co/procesos-y-conversaciones/Documentos%20compartidos/24-11-2016NuevoAcuerdoFinal.pdf>

5. METHODOLOGY

This chapter describes in detail the methodology that was used in the study. First, CBS identified the relationship between CDLO and the USAID Colombia results framework established in the *Country Development Cooperation Strategy* (CDCS), the explicit CDLO theory of change and its development hypothesis (Annex 01). CBS created an Evaluation Matrix (Annex 02) based on this effort, containing the dimensions, categories, and variables, together with their sources of information relating to the intervention.

Second, the collection instruments were designed. CDLO's implementation involves a variety of stakeholders that require independent measurement techniques in accordance with the observation units. CBS identified rural households¹⁰, community organizations, producer organizations, municipalities, and other aspects. For the former, a household survey was used (Annex 06: CBS Questionnaire and Annex 07: PDET Questionnaire). In-depth interviews were conducted for the organizations, with leaders identified by CDLO in each region (Annex 15: Field Protocol and Annex 16: Interview Form), and participatory workshops were held with community, social, and farming organizations (Annex 17: CBS Workshop Instructions). The basic conditions of the municipalities and regions were established by using secondary sources (Annex 23: Secondary Data Sources).

Third, data collection was done via surveys, in-depth interviews, participatory workshops, and secondary sources. The field logistics report (Annex 19) and the weekly reports (Annex 24) describe how field operations took place. Given the security incidents that directly affected the survey's completion, a special document was created to report the events and account for adjustments to the sample (Annex 22: Field Security Report).

Fourth, information analysis was done, and the final report was created. The following were the goals that oriented the analysis: (i) answering the evaluation questions, (ii) answering the question about the hypothesis, (iii) answering the question on the land zoning program, and (iv) designing a management tool for planning and allocating resources according to the general objectives of the Program (Annex 25: Dashboard).

Next, the methodology used to design the household surveys is presented in detail. The CBS team proposed an information collaboration between the PDET and CBS surveys, taking the following advantages into account: (1) the PDET study was done on the same range of dates; and (2) the CDLO universe was included in PDET. These two advantages allowed for using PDET socio-demographic variables and focusing the CBS questionnaire on issues of social capital, perception of land governance, engagement, and citizen security.

¹⁰ The DANE definition of Rural Area or Remaining Municipal Areas: it is characterized by the dispersed layout of the homes and agricultural operations existing in it. It does not have the layout or nomenclature of streets, roads, avenues, and others. In general, it also does not have public utilities and other facilities found in urban areas. https://www.dane.gov.co/files/inf_geo/4Ge_ConceptosBasicos.pdf

5.1. PDET-CDLO Survey

The Land Renovation Agency (ANRT) carried out a survey between May and July 2018 with a sample of 176 municipalities divided into 16 subregions. PDET's survey sought to measure the quality of life in the areas affected by the conflict and those where the implementation of peace agreements was

taking place. Life conditions were measured by each home's condition, the provision of public goods, internet access, housing, and land possession, household composition, access to health and education, labor conditions, food security, financial inclusion, social capital, reconciliation, connectivity, access to justice, and human rights indicators. PDET's sample design for the CDLO universe (rural homes) is divided into three regions (central, north and south) for a total of 1,287 surveys; 244 of them belong to the workforce sub-sample. The overlap of municipalities between CBS and PDET is graphically visible in the map (Annex 03: Geographic Coverage). By design, PDET has a workforce chapter in which all household members over 10 years of age were interviewed to estimate basic family conditions, and the multidimensional poverty and financial conditions.

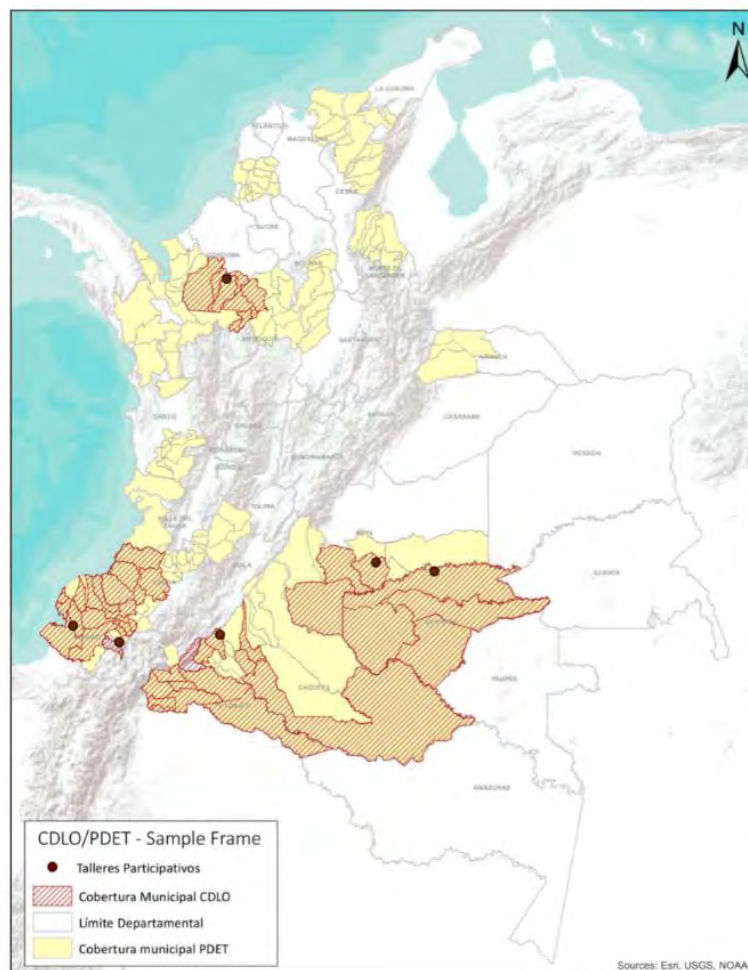


Table 1.: PDET Sample Design – CDLO

Coverage	Universe Overlap PDET – CDLO = 45 municipalities (rural households)
Sample Design	Three stages: (1) Select municipalities from the 45 (2) Select cartographic units by municipality (3) Select households within the units

Sample Size	1,281 surveys 241 sub-samples of the workforce component
Databases	The data set accounts for rural households distributed by Central, North and South regions.
Expansion Factors	The expansion factors of each household allow for reaching the total dispersed rural population in the CDLO universe of municipalities and breakdown at the regional level.
Aggregation Rule	PDET data is aggregated (expanded) by: (1) the level of the 3 regions studied (3) CDLO universe
Confidence Level and Margin of Error	Estimates with 95% reliability and maximum sampling error of 3.1% when the ratios obtained in the results are close to 0.5.
What can be said?	Households located in the disperse rural areas of the CDLO universe (or of these three regions).

5.2. CBS Survey

The total CBS sample has 2,418 households and adults were interviewed in the 45 selected municipalities. The national geostatistical framework provides databases with municipal maps. Individuals over the age of 18, residing in the observational unit according to DANE estimates for 2017 in the following municipalities: El Carmen, Timbiqui, Santa Barbara, Vistahermosa, Solano, El Tarra, Piamonte, Guapi, Miraflores, Francisco Pizarro, Taraza, Belen De Los Andaquies, Convencion, Samaniego, San Jose Del Guaviare, El Charco, La Montañita, Puerto Asis, Cumbitara, El Tambo, Roberto Payan, Caceres, Briceño, Montelibano, El Retorno, El Rosario, Barbacoas, Valdivia, Olaya Herrera, La Macarena, Calamar, Puerto Rico, Lopez De Micay, Puerto Leguizamo, Tibu, Puerto Guzman, Policarpa, Sardinata, Argelia, Valle Del Guamuez, San Miguel, Puerto, Caicedo, Orito, Milan, San Andres De Tumaco, Puerto Libertador, Teorama, Tierralta, Villagarzon, San Jose Del Fragua, Magui.

The sample design is probabilistic, stratified into two stages; it considered taking all the municipalities of the three defined geographical regions in the sample. A simple random sample of settlements was established in each municipality, and lastly, households were selected in each settlement (a simple random sample thereof).

Table 2: CBS Sample Design

Coverage	CBS Universe = 45 municipalities (rural households)
Sample Design	Two stages: (1) The cartographic units were established in each municipality and those for scattered rural areas were randomly selected. (2) Within each, a household was selected with simple random sampling.
Sample Size	2,418 surveys
Database	A database with 2,418 dispersed rural surveys representing households in 45 municipalities.
Expansion Factors	The expansion factors of each survey allow for reaching the total dispersed rural population in the CDLO universe of municipalities and breakdown at the regional, sub-regional, and municipal level.
Aggregation Rule	CBS data can be added (expanded) to: (1) the dispersed rural municipal level (2) the three CDLO regions (Central, North, and South) (3) the CDLO universe
Confidence Level and Margin of Error	Estimates with 95% reliability and maximum sampling error of 2.2% when the ratios obtained in the results are close to 0.5.
What can be said?	Households living in dispersed rural areas in municipality X (or aggregates in region Y).

5.3. Analysis Plan and Report

CBS developed a five-step analysis plan: a preliminary analysis, data collection, data mining, coding, and a final analysis. The purpose of the first two steps is to ensure information quality. The third and fourth steps are for organizing and preparing the data for analysis. The fifth step is for preparing reports and presentations.

Stage 1a: Preliminary Review of the Questionnaire; this stage was for producing a questionnaire with the best possible quality. The best questions from previous questionnaires were identified using the criteria of variability and missing data. All answers where the percentage of missing data (NA) was

below 20% and the coefficient over 0.15 were classified as useful. The pilot test for the questionnaire allowed for adjusting the language, time frames, relevance of the questions, and skipped questions in the questionnaire.¹¹ Stage 1b: In-Depth Interview Questionnaire and Participatory Workshops Guidelines; in this stage, the questionnaire was used according to the CBS Evaluation Matrix and guidelines for the participatory workshops.

Stage 2a: Surveys collection; in this stage, the surveys were collected, and this time was used to set up the analysis structures based on the nine CBS evaluation questions. In turn, partial analyses were done to review the quality of the information. Stage 2b: Collection of Interviews and Participatory Workshops; during this stage, in-depth interviews were collected, and participatory workshops were held. Interview coding also began, and the field reports of the workshops were prepared.

Stage 3a: Data mining; review of the databases. The percentages of missing data and variability coefficients were reviewed for each question to determine strengths and weaknesses in the databases. The most robust questions were chosen for composing the final rates. Stage 3b: Interview and Workshop Coding; the code tree developed by CBS was used as a reference (Annex 14) and allowed for creating new emerging categories as analysts reviewed the interviewers' audio files and notes.

Stage 4a: Data analysis, CBS performed (i) a univariate analysis that included the statistical description of the questionnaire's variables, (ii) a multivariate analysis that included a Main Component Analysis for composing the indices and rates derived from the questionnaire, correlation matrices to find relationships between variables according to expert intuition and hierarchical cluster analysis to find regional similarities and differences. Stage 4b: Qualitative analysis; includes the statistical analysis of the codes and the behaviors of the appointments. The answers and narratives are sought based on the above to provide content to the evaluation questions.

Stage 5a: Preparing argumentation; building and reading rates and qualitative arguments based on questions, as well as cluster analysis and key questions. Stage 5b: Writing, graphics, and presentations; drafting arguments, sections, and simultaneously producing statistical, economic, and theory of change analyses.

5.4. Statistical Treatment

This section of the CBS evaluation is in two parts: (i) the univariate analysis that includes a description of the individual variables of the questionnaire, and (ii) a multivariate analysis that includes a description of a set of variables. The quantitative data was analyzed in R statistical suite (Annex 29: Analysis Codes in R)

ia. Univariate analysis. Descriptive Statistics Index. This first procedure involves analyzing each variable individually and observing its descriptive statistics. This analysis can be represented graphically in relative frequency tables with bar or line graphs.

ib. Univariate analysis. Rate Construction. CBS built a set of quantitative measures (rates) that represent a relationship between the quantity and the frequency of a group of numbers associated with the key variables of the CBS Design Matrix based on the CDLO survey database (Annex 04). This annex includes the formulas for creating the rates for future replication. As presented in the

¹¹The pilot test for the surveys, interviews, and participatory workshops was carried out in the municipality of Pacho, Cundinamarca. The surveys were carried out in the dispersed rural area, while in-depth interviews and participatory workshops were held in the urban area.

annex, there are rates at which the increase is desirable (positive), for example the confidence rate, where the more confidence the better. There are others in which the increase is undesirable (negative), for example the homicide rate, the more homicides the worse. In positive rates, zero marks a negative extreme and one represents a positive extreme. Conversely, in rates that are negative, zero marks a positive extreme and one a negative extreme. These rates are built based on the variables identified according to CDLO's theory of change, its respective results framework, and the required metrics. The rates were created complying with three methodological criteria: (a) the quality of questions - missing values and variability coefficient, (b) the quality of the measurement, the cleanliness in the linear combination of data to maintain simplicity, (c) the direct interpretation with questions in the survey to achieve the best calibration between intuition, the results, and to avoid cognitive challenges.

ii.a. Multivariate Analysis - Data Exploration: Correlation Matrix. The main multivariate analysis uses exploratory data techniques or statistical data analysis. CBS uses these techniques for pattern recognition, graphical analysis, and data compression. CBS built a *Correlation Matrix* to identify high and low correlations in variables, and the first hypothesis intuitions and evaluation questions. The correlation matrix has a size of $n \times n$, where n is the number of variables. The correlation between variables (for example, trust, citizen services, inclusion, etc.) is determined by the non-parametric Spearman¹² correlation coefficient given by:

$$\rho_{X,Y} = 1 - \frac{6 \sum D^2}{N(N^2 - 1)}$$

When D is the difference between the respective x - y order statistics. N is the number of data pairs. The coefficient takes values -1 and 1 ; if the correlation coefficient between variable X and variable Y takes value -1 , it means that they are negatively correlated; when one increases, the other decreases proportionally. When is equal to zero, it means that there is no correlation between the two variables, and when it is equal to one, it means there is a total positive correlation between them.

ii.b. Multivariate Analysis - Data Exploration: Cluster Analysis. Given the importance of the territorial approach in CDLO's strategy, the program developed a multivariate analysis that allows for clustering a set of objects (municipalities) in such a way that objects in the same cluster have similar variables between them and they distance themselves from those of other clusters. The best advantage of this technique are the intuitive and descriptive properties (there are no inferential properties). Cluster analysis, also known as data segmentation, seeks to organize data under natural hierarchies.

The main hypothesis to be tested is the extent to which the variables show geographic differences, or even to a more profound degree; in which objects are geographic clusters present, and which share a similar behavior across thematic units. The general notion of cluster analysis is to group members with short distances between them, dense areas of data space, intervals, or specific distributions. One of the key elements here is to define the function of distance, the density threshold, or the number of expected clusters. This is a typical data exploration technique and therefore, an iterative process of property discovery. In summary, CDLO cluster analysis will allow us to determine if there are geographical differences and similarities between the variables.

¹²This correlation coefficient was selected because of its non-parametric nature. In other words, it does not assume any distribution for the pair of variables x , y . It is also robust against the presence of outliers because it provides a monotonous measure of relationships that compares order statistics which prevents it from being sensitive to atypical data.

Measure of Differences. Given a matrix X of size $N \times P$, where N is the number of observed individuals and P the number of observed variables. Each individual in the household, annotated by x_i , is a vector with P components. Therefore, the distance between two individuals $x_i; x'_i$ is given by:

$$d(x_i, x'_i) = \sum_{j=1}^P (x_{ij} - x'_{ij})^2$$

Where $d(.)$ represents the Euclidean distance between the two vectors. This is how the matrix of differences adjusts to size $N \times N$; which has the distances between all possible pairs (Hastie, 2009).

K-Media Algorithm: This is based on a reduction method based on Euclidean distances. Procedure: (1) choose K individuals randomly where their components will be the first means $\{m_1, \dots, m_K\}$ (2) given the vector average per cluster of K individuals, the Euclidean distance is estimated for each individual between its position and the average value of cluster K . (3) each observation is assigned to the nearest mean; that is:

$$C(i) = \operatorname{argmin}_{1 \leq k \leq K} d(x_i, m_k)$$

(4) choose other K individuals and repeat steps 2 and 3; (5) the procedure is repeated until the assignments per household do not change.

Since the K-means algorithm depends on certain initial values (Step 1 of the algorithm), it is normal to find the values based on Ward's criteria¹³, in this case the vectors $\{x_i\}_{i=1}^N$. Ward's distance between 2 elements to classify i and j is given by:

$$W(i, j) = \frac{m_i m_j}{m_i + m_j} * \operatorname{dist}(x_i, x_j)^2$$

Where m_i and m_j are associated weights, usually all individuals have the same weight ($1/N$) but it may be another value, and $\operatorname{dist}(x_i, x_j)$ is the distance between them. Thus, the strategy is: with N elements, the following is done: (1) Calculate the distance matrix between all elements; (2) Join pair i, j that has a minimum Ward distance. The couple is represented by its average and the total elements is decreased by one; (3) Repeat steps 1 and 2 until the last pair is joined and the set of elements in a single group is completed. As stated above, the number of clusters can be prefixed and therefore the above algorithm can be stopped when the complete set of individuals is cataloged in K groups.

ii. Multivariate Analysis - Data Exploration: Main Component Analysis. The third multivariable technique is called main component analysis (ACP). The goal is to reduce the dimensionality of a set of information with a certain number of correlated variables, while maintaining as much variability as possible. This technique is also used to represent data so that objects can be identified graphically. Given that ACP is based on variability, the technique uses linear dependence based on the variance-covariance matrix between the variables in the study. This procedure uses linear transformation to convert a set of observations of possibly correlated variables into a set of linearly independent values called main components. In other words, this space reduction technique finds dependent linearity between the variables of the datasets and reduces the system to the minimum feasible or linear independence where the main components are identified. The transformation is defined so that the

¹³ The procedure is presented in Lebart et. al. (1995)

first main component has the highest possible variance and in turn, each subsequent component has the highest possible variance, and so on. The best advantage of this technique is that it explains the highest possible variability in the data; which in turn is ideal for building the indices because of its sensitivity. The only restriction is that there should be more observations than variables; this assumption should not be a problem given the size of the CBS sample (Jolliffe, 2002). To estimate the indices, first ACP standardized the indicators (center and scale change) using z scores that have a mean equal to zero and a standard deviation of one. This process ensures that the indicators are comparable in scale when added to a component or index level. The ACP helps to account for the overlap in measurement and the concept between indicators, preserving the core component of the data to which each indicator contributes in a unique way.

5.5. Qualitative Treatment

The qualitative analysis unit is organization. Community, local public, and private organizations are included. The participants in the qualitative sample, both in the in-depth interviews and in the participatory workshops, were chosen intentionally, not randomly. CBS sought different perspectives on the social, productive, and community processes that have been occurring in the studied municipalities (see Annex 20). In contrast with the quantitative component in which data are collected from individuals, qualitatively, organizations are the source of information. This is a complementary approach that allows organizations to be understood as structures that direct rural development actions with an impact on the values, attitudes, knowledge, and behavior of people living in rural communities. When these quantitative and qualitative methods are combined, they provide the best overview of a project and allow for contextualizing and interpreting results. Therefore, qualitative methods are a means to complement and interpret the results obtained from quantitative data. The qualitative data were analyzed using the Atlas TI software (Annex 12: Hermeneutical Database). Code trees were designed (Annex 14) for the hermeneutics unit that served to classify appointments for interviews and participatory workshops.

Appreciative inquiry (AI) is the methodological approach chosen to evaluate organizations for three reasons. First, this approach is aimed at understanding organizations' culture, capacity, strategy, and actions. Coghlan et al. (2003) describe Appreciative Inquiry (AI) as "a process that inquires, identifies, and develops the best of what is in the organization to create a better future." Second, AI-based conversations keep future desire as a point of reference (What could it be?), along with the sources and potential of organizations to achieve their dreams. AI is an invitation to discuss the future, allowing for reflection on critical factors, negative circumstances, bottlenecks, etc. Third, AI is a favorable approach for baseline studies because conversations about the future, resources, and potential, empower organizations.¹⁴ The qualitative component of the baseline is addressed with the following six questions, which are taken as non-segregated items from the general evaluation questions.

1. How do organizations describe the social, economic, and political context in specific rural communities?
2. To what extent do organizations share a vision of the territory in the long term?
3. How do organizations contribute to rural development?
4. How do organizations collaborate and coordinate rural development actions?
5. What are the lessons learned from collective action initiatives in specific rural communities?
6. What expectations and recommendations do organizations have for the CDLO program?

¹⁴ Chazdon, Emery, Hansen, Higgind, & Sero, 2017, p. 6

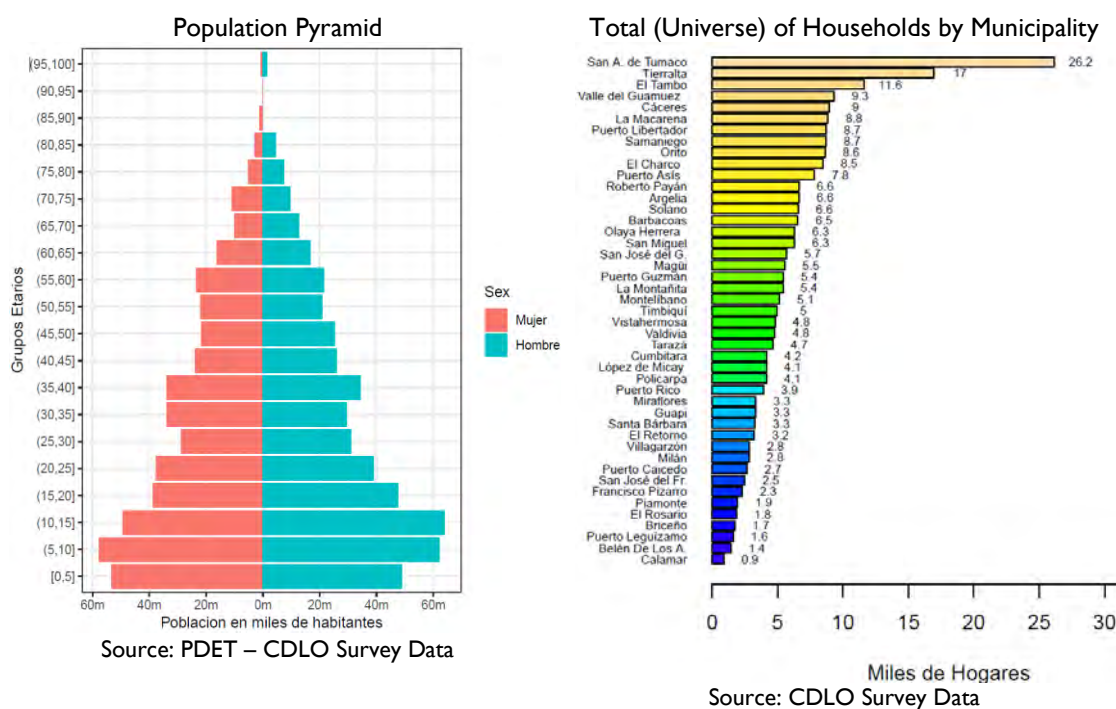
The qualitative component was implemented through 100 interviews and 8 group sessions, with a sample group that covers the 3 regions included in the project, focusing on the subregions that have more municipalities in the project. This distribution aims at including the diversity covered by the project and also the subregions that weigh more in terms of the number of municipalities.

6. THE CDLO POPULATION

This section presents the characterization¹⁵ of households in the areas covered by CDLO activity. The universe of the population living in the rural areas of the 45 CDLO municipalities (Annex 03) is comprised of 920,266 people, of which 48.5% are women and 51.5% are men. According to PDET data for the CDLO region, the average household is comprised of 3.72 people. The ratio of women who report being head of household is 38% compared to 62% of male heads of household. The average age of the head of household is 45.

The population pyramid for the inhabitants in the dispersed rural areas of the 45 municipalities of the Program is shown on the left panel of Figure 3. Here, 22.8% of the population is between 0 and 15 years of age, where the population of boys and girls is similarly distributed. The demographic function shows a contractive base relative to the low birth rate, followed by a weak expanse in ages 10 to 15, not enough for a vigorous turnover of the population, and a special contraction in the population between 15 to 20 years that is more severe in the population from 25 to 30 years of age¹⁶.

Figure 3: Population pyramid and universe of households



On the panel to the right in Figure 3, the total number of households¹⁷ living in rural areas of the CDLO municipalities is shown¹⁸. This distribution has significant municipal differences. For example,

¹⁵ Note: All the data presented below are estimated with the expansion factors to infer population from the sample.

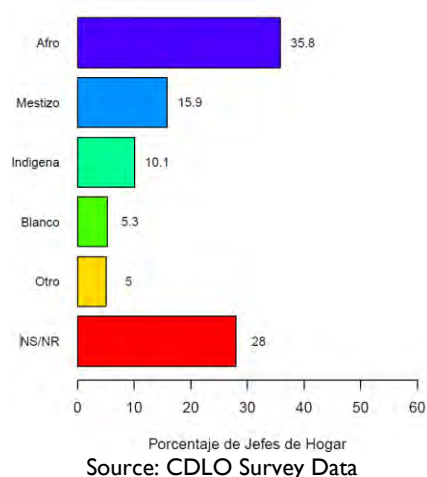
¹⁶ A social research and demographics question would explain the demographic phenomenon and the impact of poverty, conflict and marginalization on this population.

¹⁷ To see the accuracy of the household estimate according to the sample design, see Annex 05: CBS Sample Design

¹⁸ The colors have no meaning; they are simply a visual aid for reading the bars.

in San Andres de Tumaco there are 26,200 households or approximately 97,500¹⁹ people living in the rural area of the municipality; the municipality with the smallest rural population is Calamar, with 900 households representing approximately 3,780 people. In terms of ethnic group distribution, 35.8% of heads of households identify as afro-descendants, followed by mestizo 15.9%, indigenous 10.1%, and Caucasian 5.3%. Five percent of heads of household report other ethnicities²⁰, and 28% of households do not report.

Figure 4: Ethnic Composition of Rural Households - CDLO



The head of household reports that their households consume 60% national television, followed by national radio 23%, and community radio 6%²¹. Also, 69% of heads of household reported owning a mobile phone, while only 11.2% reported having a data plan on their mobile phone, and only 1.4% reported access to internet at home²².

Regarding the change of municipality and the residence time for rural households²³, 52.6% of heads of household report that they have always lived in their municipality of residence. In turn, 41.4% of households report that they have changed their municipality for the following reasons: (i) better job opportunities (21.7%), (ii) education (5.3%), (iii) threat or risk to their life, their freedom or their physical integrity caused by violence (5%); (iv) other (9.2%). Although the most significant reason for moving is job opportunities, the third most important reason for moving is the conflict, with a sizeable 5%.

Regarding the type of ownership and use of property, it is divided between property with a deed 32.8%; private land with no deed 12.2%, rental 9.4%, inheritance 9.4%, collective property 8.6%, usufruct 7.7%, vacant lot 5.9%, and family allowance without legalization 4.5%. There was no response from 9.3% of heads of households, or do not identify with any of the options above.

¹⁹ CBS calculations are based on sample design data based on DANE 2018 projections

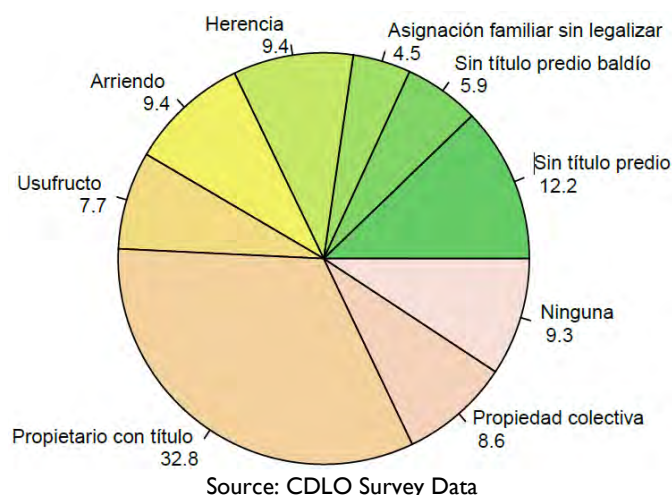
²⁰ The category of "do not know, no answer", includes the options of "none" and "do not know, no answer". The "other" category includes, Gypsy-Rom, Raizal, Palenquero, Other, in the survey options.

²¹Source: CDLO Survey Data

²²Source: PDET – CDLO Survey Data

²³Source: CDLO Survey Data

Figure 5: Figure 3: Ownership and Use of the Property



Regarding the activities in which people over the age of 10 occupy most of their time in households²⁴, 46.8% of people work, 4.6% are looking for work, 0.3% are studying, housekeeping 43.6%, medical leave 3.1%, other activities 2.3%. Two major observations at this point: the first is the high activity of the rural population, and the second is the concentration of women dedicated to housekeeping. The differences between gender roles in the population are highlighted below:

Table 3: Table 1: Occupancy Activities for Ages Over 10

	Work	Looking for work	Studying	Housekeeping	Medical Leave
Men	29.0%	2.2%	0.1%	3.1%	1.4%
Women	17.8%	2.4%	0.2%	40.5%	1.7%
Total	46.8%	4.6%	0.3%	43.6%	3.1%

PDET – CDLO Survey Data

For people over 10 who work, their job may be that of a worker or employee for a private company (3.7%), government employee or worker (3.4%), a housekeeper (3.2%), self-employed (54.1%), employer (2.0%), unpaid worker (3.0%), day worker or farmhand (25.6%). The categories of self-employed and day worker or farmhand stand out. In terms of gender differences, housekeepers and employers are at 1.7% above men with a relatively low participation compared to women at 0.3%. There are more male freelance and agricultural workers.

Table 4: Type of Work for Ages Over 10

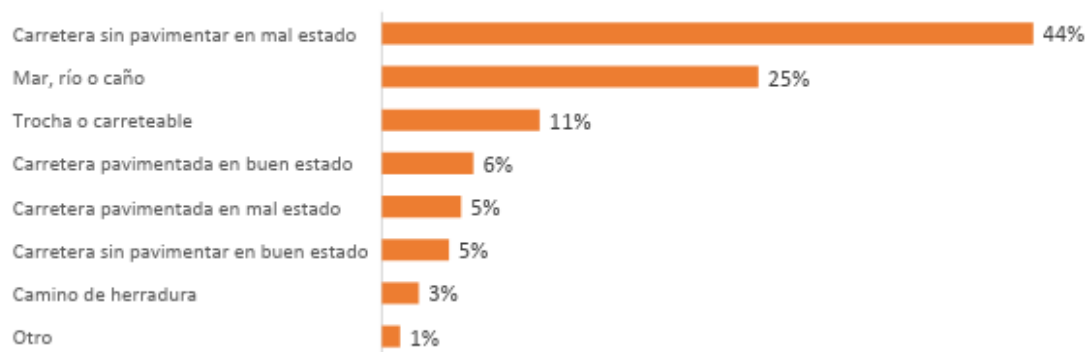
	Construction Worker	Public Official	Housekeeper	Freelance Worker	Employer or Boss	Unpaid worker	Day worker or farmhand
Men	2.0%	1.7%	0.5%	30.4%	0.3%	1.0%	18.5%
Women	1.7%	2.7%	2.7%	25.8%	1.7%	2.0%	7.1%
Total	3.7%	3.4%	3.2%	56.2%	2.0%	3.0%	25.6%

PDET – CDLO Survey Data

²⁴Source: PDET – CDLO Survey Data

Regarding the main form of access from the homes of the surveyed households to City Hall in the municipal seat, the results show difficulties in accessibility. Forty-four percent of household access by unpaved roads in poor condition, 25% by sea, river or canals, 11% by trails or unpaved paths, 11% by paved road, and 3% by bridle paths.

Figure 6: Access from Home to City Hall



Source: CDLO Survey

7. EVALUATION QUESTIONS

The evaluation questions contained in CBS' Evaluation Matrix (Annex 02) deal with the core issues derived from the CDLO theory of change. Field data from secondary sources, surveys, interviews, and participatory workshops contain evidence with baseline information. This chapter describes each of the nine evaluation questions in detail.

Based on the response to the **first** question, CBS developed a description of the economic, social, institutional, and political context in the areas of intervention, together with a context analysis based on the current situation and its relationship with CDLO's theory of change. These aspects are analyzed through the perspective of critical assumptions, key to the programming exercises.

The **second** question refers to the current state of the provision of public and collective goods and services. Evidence shows that there are challenges in providing basic services (water, housing, education, and health) and rural infrastructure (tertiary roads and connectivity). These are core issues in the rural development program for these territories.

The **third** question relates to the physical inter-connectivity of households. The study researched the time, cost, and mode of transportation for households in the territories. Each household established times, means of transportation, and cost of travel to six points of reference (neighbor, school, health center, population center, police, city hall). This reflects the conditions of accessibility in the regions. Such conditions apply in several ways, including state officials traveling to these places, and for locals to transport themselves and their products; and the great challenges they face in terms of competition with illegal economies.

The **fourth** question introduces the current role played by organizations in providing public utilities and rural infrastructure. As permanent inhabitants and key stakeholders in the territory, community organizations have the opportunity to improve living conditions in coordination with the Government of Colombia.

The **fifth** question explores the relationship between citizens and authorities through multi-level dialogue. It identifies the most relevant community organizations and the connection with other similar associations, local and national authorities, the private sector, and international donors.

The **sixth** question asks about the level of influence of communities and civil society in rural development, through political decisions and regional plans.

The **seventh** The question describes the conditions of social capital based on trust, cooperation, effective rules, and the ability to relate.

The **eighth** question describes the economic environment in the target areas according to the area's security conditions, household perceptions about the legitimacy and duties of public institutions, their view of illicit rural economies, and household financial conditions.

The **ninth** question explores the strategic question regarding CDLO's contribution to the GOC's rural development policies, plans, and programs. Each section begins with the baseline question followed by the medium-term question; an answer to the question is then built based on the evidence of the data and following the association with the program's Theory of Change.

7.1. Question 1: Context conditions that determine CDLO critical assumptions

Baseline Question: What are the contextual conditions that determine the critical assumptions formulated by the activity in CDLO's areas of intervention?

Medium Term Question: How has the economic, social, institutional, and political context in CDLO's areas of intervention affected the performance and critical assumptions formulated by the activity?

Based on CBS's documentary analysis²⁵, there are four critical assumptions that directly affect the program's implementation and depend on a set of context conditions to operate. These conditions can have positive or negative effects in the program's implementation, from mild to determining. These suppositions are: (i) weak government presence, (ii) communities affected by the conflict, (iii) the presence of illicit crops, and (iv) high levels of poverty. The CDLO implementation is subject to the availability of various conditions that may directly affect the program's operation and success. Therefore, monitoring critical assumptions must be a permanent and collective exercise. CBS used the new Municipal Performance Measurement of the National Planning Department (DNP) as a proxy for government presence; it used data from the coroner's office and the Ministry of Defense as a proxy to research the communities affected by the armed conflict, used data from SIMCI to research the presence of illicit crops in the territories, with an added value in estimating market volumes, and the DANE data to determine the conditions of multidimensional and financial poverty in target territories (Annex 23).

The initial findings show that the critical assumptions are valid. In general, the CDLO municipalities are in the fifth category of the MDM index, showing their low levels of performance and resource attainment. This information is confirmed with the PDET reports on the absence of the government in these regions. CDLO zones contribute a major part of illicit crops in the country. In terms of poverty levels, the program could be entering the poorest areas of the country's poverty-stricken population with levels well above the national rural average. Their income conditions are low, with an average of \$762,189 per household, and an average of 2.7 people per household belonging to the working-age population (PET).²⁶ This reflects an approximate per capita income of \$281,000, which contrasts with the transportation costs to the municipal capital that is approximately \$31,000 (11% of their income).

7.1.1 Weak Government Presence in Rural Areas

Communities in these territories refer explicitly to the absence of the government and some have a clear connection between this phenomenon, illegal crops, and government absence. There is a weak perception of official and democratic institutions; of 190 references in the qualitative data sets, 138 were negative and 21 were positive. The main criticism is about the lack of coordination between government agencies (at local and national levels) and government electoral periods. Despite the historical perception, there is optimism in the territories from the Peace Agreement.

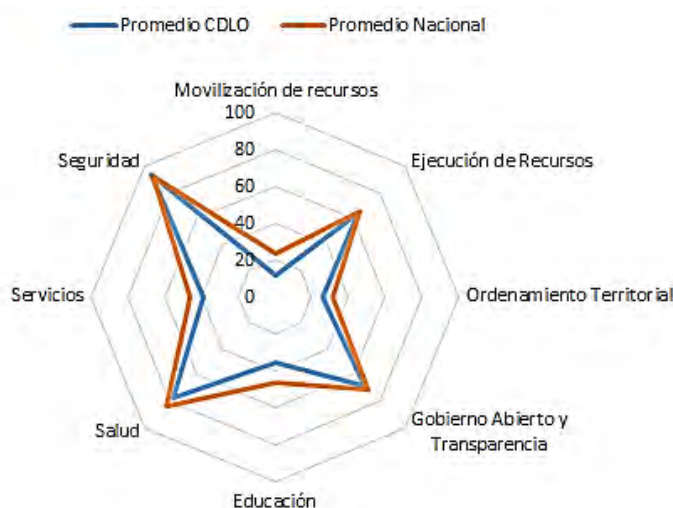
²⁵ USAID/CDLO (2017), Draft Activity Monitoring, Evaluation, and Learning Plan – AMELP, Tetra Tech. p. 89 & OLGOONIK TECHNICAL SERVICES LLC (2017), Performance baseline study for the Community Development and Licit Opportunities (CDLO) Activity. Bogota, Colombia. p. 19

²⁶ According to the DANE, people older than the age of 10 in rural areas enter the working-age population. https://www.dane.gov.co/files/faqs/faq_ech.pdf

The last ten years of this region... total abandonment. Economies do not move forward, projects do not have enough support from the government or from the organizations that bring them; they start the execution and leave them halfway done. I think that the last ten years of this region is nothing but lag; there has been no corporate or economic, factor, people have had to resort to illegal or informal activities... And accompaniment by the government and social organizations here is minimal.

Community Organization of Taraza (Antioquia)

Figure 7: New Municipal Performance Measurement - Average CDLO Municipalities



Source: DNP 2017

According to the MDM, the municipalities are in category 5, low level. The category refers to the levels of the municipalities given their initial endowments. The MDM²⁷ measures and compares municipalities in terms of their performance and attainment of resources based on the following eight dimensions: (1) mobilization of resources, (2) capacity to execute resources, (3) tax collection for development, (4) open government, (5) education, (6) health rates, (7) public utilities, and (8) security.

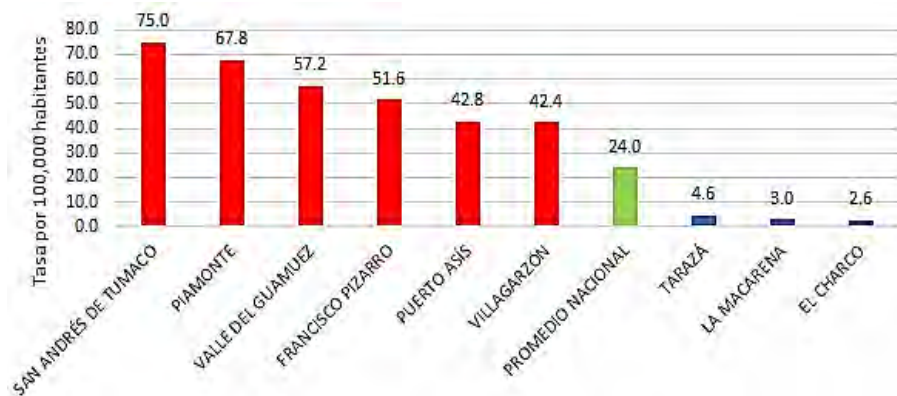
The score range for CDLO municipalities is between 24.3 and 56.4 points with an average of 41, showing that levels are between low and medium. Belén de los Andaquíes (56.4) has the best performance in the sample. Second in performance is Briceño (53.5), with positive experiences in tax collection. The lowest-ranked municipalities are Francisco Pizarro (24.3), Santa Bárbara (24.3), located in the Pacific coast sub-region of Nariño; and Miraflores (26.0), located in the Meta-Guaviare sub-region. In general, the measurement shows good performance in the execution capacity of funds, open government, health, and security. In the health dimension, the behavior of the municipalities is very positive, since the infant mortality rate of children under the age of one has decreased considerably, as well as the vaccination coverage and the number of affiliates registered in the contributory and subsidized regimes. In the security component, CDLO municipalities have an average score higher than the national average.

²⁷ New Municipal Performance Measurement - DNP National Planning Department. New Measurement of Municipal Performance 2016. www.dnp.gov.co/programas/desarrollo-territorial/Estudios-Territoriales/Indicadores-y-Mediciones/Paginas/desempeno-integral.aspx

7.1.2 Communities Affected by the Conflict and Violence

A successful implementation and sustainability of CDLO's efforts depends to a great extent on the ability of the Colombian Government to ensure security conditions and the rule of law in the territories. In terms of citizen security, specific threats include the presence of armed outlaw groups and organized crime, the damage they cause, and the effects they produce. According to the Coroner's records (Annex 23), homicides per 100 thousand inhabitants are critical in some of the CDLO municipalities. The highest homicide rates are in Tumaco with 75 per hundred thousand inhabitants, while the average in Colombia is 24. This contrasts with World Bank data, where El Salvador has the highest rate in the world at 83.

Figure 8: Ten CDLO Municipalities with the Highest Homicide Rates



Source: National Institute of Forensic Medicine and Forensic Science (2017)

In terms of interpersonal and domestic violence (attacks with medical-legal leave over 15 days), national violence rates are at 234.42 per 100,000 people in 2017, while in CDLO they were at 75.13. The municipality with the highest rate of interpersonal and domestic violence is Puerto Asís with 291.1, while the municipality with the lowest rates is Roberto Payán with 4.16.

The total number of people displaced, expelled, and received in the municipalities reflects the intensity of the conflict. As of August 1st, 2018, these municipalities had 15.7% of displaced persons expelled from the country and 7.17% of the displaced persons reported in the Unified Victims Registry (RUV). The target municipalities have received more than half a million people (527,429) registered in the RUV and they have expelled more than twice that amount, approximately 1,113,066 people. Tumaco, Tierralta, Montelíbano, and Puerto Libertador are the most critical areas where the phenomenon of displacement occurs, while Briceño, Francisco Pizarro, Piamonte and Calamar are places where there are fewer records of displacements. The national municipal average is 7,244 and that of CDLO municipalities is 12,864 people. This might explain the contraction in the young population of the population pyramid.

The conflict has caused damage to social capital, broken relationships, and weakened social networks. Positive social leaders have been threatened with violent action. In the northern and southern territories, violence has intensified in recent months. This violence is represented in selective threats and the killings of leaders. In the central region, security conditions have been more stable despite the presence of outlaw groups. The community perceptions are that, after the FARC left, a void was created and is being filled by illegal groups. These territories are commercial corridors and they play a key role in producing, processing, and exporting illegal substances.

7.1.3 Presence of Illicit Crops

The territories under the CDLO scope of work may be affected by coca production and pressure from illegal armed groups that oppose the GOC's eradication programs. The total area of coca crops in Colombia for 2016 was 146,140 hectares, according to SIMCI. The 45 target municipalities add up to 101,958 hectares, 70% of the total national area. The region that contributes the greatest number of hectares is the South corridor between Putumayo and Nariño.

In terms of coca crops, CBS estimated the metric tons per hectare according to SIMCI conversion factors (Values 2016), and the average is between 2.9 and 5.6 metric tons of coca leaf per hectare, per year. The price of a metric ton is at USD\$950; hence one hectare produces between USD\$2,755 and USD\$5,320 annually. As a cost of opportunity, this is a significant amount given the average annual income of a household in the CDLO universe which is USD\$3,120²⁸.

The final value of the product increases exponentially. In the municipality with the largest crop area (Tumaco), the value of coca leaf is almost USD\$123 million per year, while the mean in CDLO municipalities is USD\$15 million annually. As another example, in a municipality with an approximate area of 1000 hectares of coca such as Algeria-Cauca, the value of production is almost USD\$5 million. These figures grow significantly when they approach the crystallization process. In Tumaco, this crop area may become approximately 338 tons of cocaine and the cost amounts to USD\$340 million, while for Lopez de Micay, its production value including the finished transformation process amounts to USD\$14 million. This crop concentration is evident in the following graph where 10% of the largest coca growing municipalities hold almost 50% of the total money.

Table 5: Illicit Crops and the Value Chain

Región	Rendimiento Anual del Cultivo		Pasta de Coca			Base de Coca			Clorhidrato de Cocaína		
	Rendimiento Anual Cultivo (Kg / Ha / Año)	Valor Hoja de Coca Hectarea Año	Factor de conversión (MT to Kg) Pasta de Cocaína	Cantidad por Hectarea (Kg)	Valor Pasta por Hectarea (USD)	Factor de conversión (MT to Kg) Base de cocaína	Cantidad por Hectarea (Kg)	Valor Base por Hectarea (USD)	Factor de conversión (MT to Kg) Clorhidrato de Cocaína	Cantidad por Hectarea (Kg)	Valor Cocaína por Hectarea (USD)
Amazonas	3.700	3.515	1,74	6,44	3.998	1,46	5,39	4.387	1,46	5,39	8.801
Catatumbo	5.400	5.130	2,22	11,99	7.445	1,46	7,87	6.403	1,46	7,87	12.845
Central	4.300	4.085	1,99	8,56	5.314	1,66	7,14	5.810	1,66	7,14	11.656
Meta - Guaviare	4.400	4.180	1,41	6,20	3.853	1,46	6,41	5.217	1,46	6,41	10.466
Orinoco	5.000	4.750	1,38	6,90	4.285	1,11	5,55	4.518	1,11	5,55	9.063
Pacífico	5.600	5.320	1,70	9,52	5.912	1,60	8,96	7.293	1,60	8,96	14.632
Putumayo- Caquetá	3.700	3.515	1,74	6,44	3.998	1,46	5,39	4.387	1,46	5,39	8.801
Sierra Nevada	2.900	2.755	1,32	3,83	2.377	1,11	3,22	2.620	1,11	3,22	5.257

Source: SIMCI 2016

Communities recognize that in the past, local economies were heavily supported by illicit crops. They admit that the illegal groups took advantage of the territories' vulnerability in social and biophysical terms and found the ideal conditions to enter and settle in the market. This economy has had effects on the behavior patterns of the inhabitants and effects on the region's economy.

Today, there is optimism and a positive motivation in the communities and organizations regarding the substitution policies of the Government of Colombia. According to the qualitative database, the

²⁸ Conversion rates according to the market rate = COP\$3,000

inhabitants recognize that they are tired of bearing the risks of illegal economies (social, legal, economic, and institutional). In the southern region, communities acknowledge the presence of Mexican cartels. Although optimistic and committed, people are afraid that government absence and illegal opportunities will persist in the future.

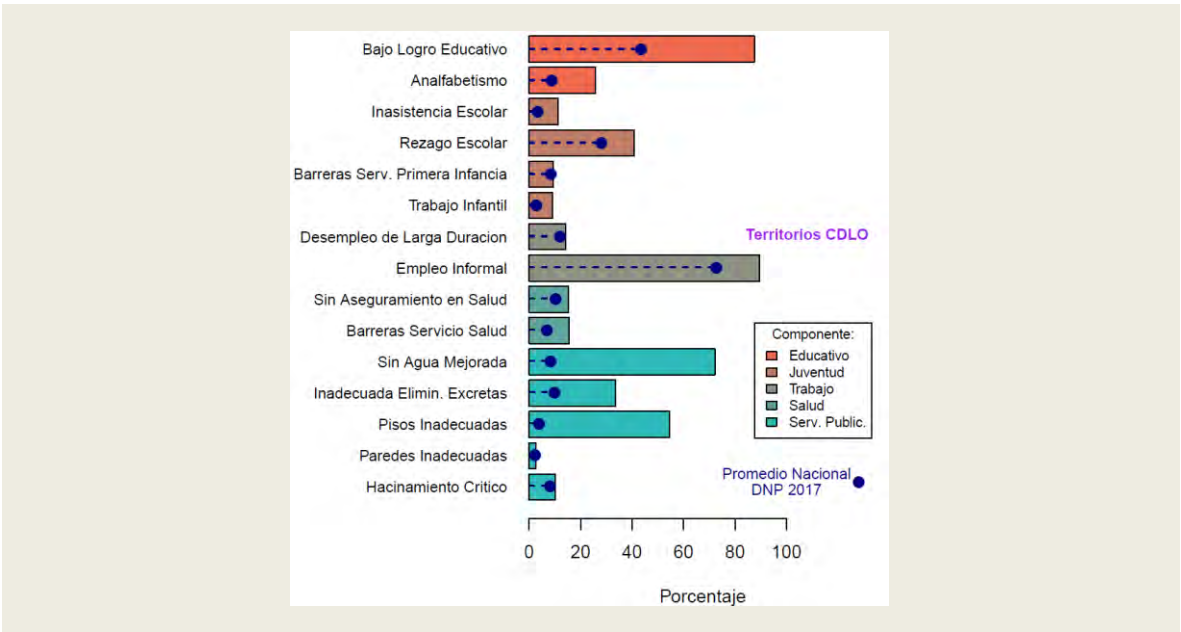
Not even in the most remote areas, nor in the closest ones, because here, 15 years ago there was coca here, 500 meters from the square, right here, everywhere, this was all coca, coca, and coca. Here, people replaced coffee, sugar cane, cocoa, rice, everything that was produced, they replaced it for coca. Now we are, well thank God, we do not have coca plants in Briceño.

Public Organization Mayor's Office of Briceño (Antioquia)

7.1.4 Social and Income Conditions

Rural households in CDLO areas have high levels in terms of lacking basic conditions. Poverty dimensions, including low income levels, show that the communities are among the poorest of the poor. Households living in CDLO territories show higher levels (45%) than the national rural average (36.6%). The northern region shows the higher deprivation levels with 50% of households in poverty conditions followed by the southern region with 47% and the central region has a better condition almost closer to national rural averages 38%.

Table 6: CDLO Multidimensional Poverty Variables



Source: PDET – CDLO Survey Data

Looking into the variables that are part of the multidimensional poverty index, the educational attachment shows a high deprivation levels (0.87) according to the national average (0.43), indicating that the population has less than 9 years of schooling. Illiteracy levels are higher (11%) than national averages (3%) and school lag (40%) is above the national average (28%). The services to children bellow 5 years old are almost at the national levels and child labor is above (8%) the national average reported by DNP (3%). The long-term unemployment (14%) is above the national average (12%). However the formal employment (89%) is worse than the national average (73%) and means that people is working without a formal contract or contributing to pension. The variables on health

insurances (15%) are close to the national average (10%) and confirm that population belongs to the SISBEN. The housing conditions are the most worrying since their gaps. The graph above show the households percentages for every variable that contributes to the multidimensional poverty index. In general, it is evident that most indicators are below the national rural average. These gaps revolve around the material conditions of homes and their access to various services such as health.

The average rural income according to DANE (2016) is \$786,000 per month per household. According to the GOC income calculation methodology²⁹, this income is based on the types of income earners (i.e. employed, unemployed and inactive, independent, and unpaid workers). For CDLO areas and their regions, the main income earners are freelancers (43%), unpaid workers (25%), followed by employees (18%), and lastly unemployed and inactive people (12%) of household income. Income is mainly from their job and other sources of income or in-kind pay is almost non-existent.

The distribution of household income shows families with an average monthly income of \$762,189 for rural households with an average of 2.7 people in the economically active population (PET). The lowest income households (\$697,904) are located in the southern region (3.3 people on average in the PET), and the highest income reported (\$915,413) is in the central region (2.7 people on average). In general, rural CDLO households are below the national average as reported by DANE, showing higher deprivation in terms of household income.

Table 7: Total Income of Rural Households

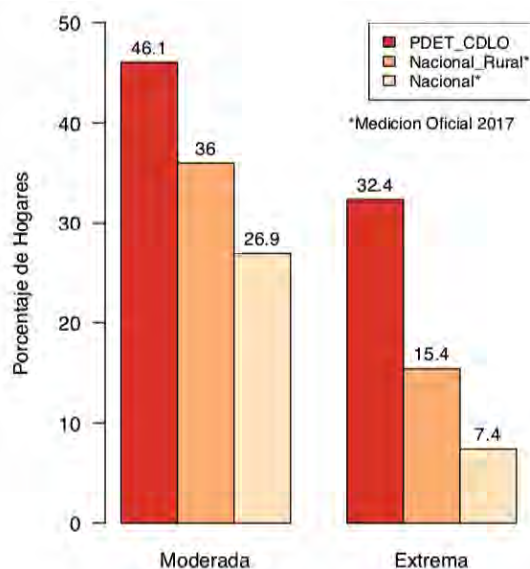
	Average Household Income (COP)	Household Size (average number of people)	Working Age Population (PET)	Per Capita Income
CDLO	\$762,189	3.2	2.7	\$281,250
North	\$817,089	3.4	3.0	\$243,181
Center	\$915,413	2.7	2.4	\$344,140
South	\$697,904	3.3	2.7	\$212,775

Source: PDET – CDLO Survey Data

²⁹ DNP, DANE (2010) Mission for Connecting Employment, Poverty, and Inequality Series

Monetary poverty³⁰ in rural CDLO households is especially high compared to national averages and even national rural averages in Colombia, according to DANE 2017.

Figure 9: Monetary Poverty in Rural Homes - CDLO



Source: PDET – CDLO Survey Data

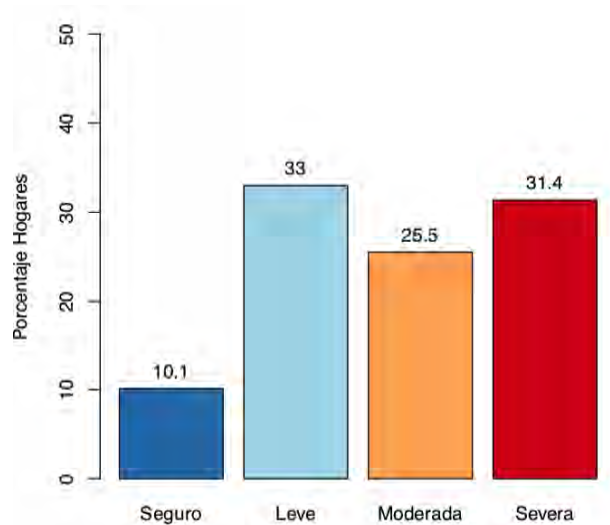
Forty-six percent of households are in conditions of moderate poverty, that is, the per capita income in the household is below \$165,052 pesos in 2017 figures. This is 10 percentage points above the national rural average. The gap is even greater in extreme poverty, where 32% of households are in extreme poverty and the difference with the national average is 17 percentage points. This means that rural CDLO households are severely affected by conditions of moderate poverty, but especially under conditions of extreme poverty.

Regarding food security, CDLO households show critical values, as seen from the questions in the PDET questionnaire taken according to the ELCSA Latin American and Caribbean Scale of Food Security.³¹ 57% of households are at the level of severe or moderate food insecurity. These values vary greatly by region. The central region has the lowest levels of food insecurity; 41% of households have severe or moderate food insecurity, the moderate being lower. Conversely, the northern region shows the highest levels of food insecurity with 62% of households in critical condition.

³⁰ The calculation follows the monetary poverty methodology for Colombia established by the Mission for Connecting Employment, Poverty, and Inequality Series DANE (2010).

³¹ <http://www.fao.org/3/a-i3065s.pdf>

Figure 10: Food safety



Source: PDET – CDLO Survey Data

7.2. Question 2: Goods and Services for Public and Collective Use

Baseline Question: What is the current status of the main goods and services for public and collective use?

Medium Term Question: To what extent has CDLO contributed to the improvement of the main goods and services for public and collective use?

In nearly all the subregions of CDLO's operations, there is evidence of the non-existence or very low scope of goods and services, which are determining factors for the population's quality of life. In rural households there is a major deficit in access to basic services such as a sewer systems, health, education, and recreation. In addition to this, most tertiary roads are in poor condition and they have not been rehabilitated or maintained in the last two years³². In terms of public services, the greatest demands revolve around conserving, optimizing, and expanding rural community aqueducts, and building, repairing, and providing health posts, educational centers, and sports/recreational facilities.

Access to public services: According to data from the PDET - CDLO survey, there is little access to public services: 65% to electric power, 27% to aqueduct services, 11,% to sewer systems, and 10% to garbage collection. This data shows that all levels are low, even for electric power. According DANE's quality of life survey in 2017, electric power coverage in populated centers and dispersed rural areas of the country was 98.3%³³. Practically half of those who have access to these services in CDLO areas, rate them as bad or very bad. The lack of basic public services has structural effects on the inhabitants' development in terms of their daily life and their entrepreneurial possibilities.

³² The subject of roads is discussed in detail in the next chapter on household physical connectivity.

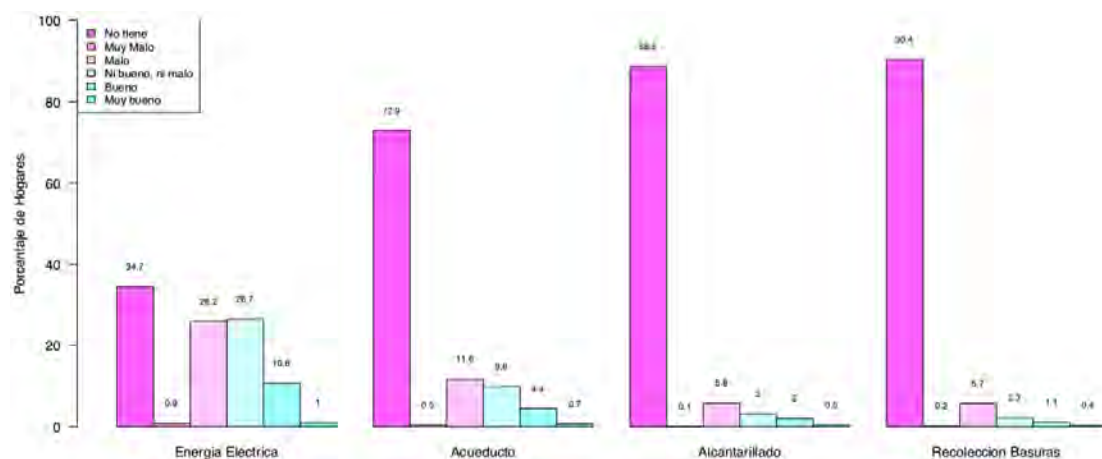
³³ DANE (March 21, 2018). National Quality of Life Survey, year 2017; Technical Bulletin, Graph 5: Percentage of households with access to electricity.

...I do not remember what that project was called, well, I was going to do all those things having to do with the internet, where there is not even power... How do you implement a project on the internet, in places with no power, with no signal? Because there must be a signal to have an antenna; there is no signal out there, there is no electrical power there... Why do you need "Computadores para Educar" (Computers to Educate) where there is no electrical power? So how do you charge the computer if there is no power? Yes, so, things like that; things that make you think... my God... but whatever.

Policarpa Community Organization (Nariño)

Access to drinking water: The issue of access to drinking water is especially critical. Only 25% of households have access to an improved water source, via aqueduct services (public or community). Seventy-three percent is supplied by water sources that do not meet the minimum quality requirements, which, according to the definition provided by the IPM variable "with no improved water", are those from well water with no pumps, rain water, river water, springs, tanker trucks, water carriers, or other similar sources. The gap in comparison with the rest of the country's rural areas is evident, considering that the rural national average is at 60% coverage.³⁴

Figure 11: Access to Public Services



Source: PDET – CDLO Survey Data

In infrastructure, that is, in these municipalities, for supposedly being so far from the inner cities or departments, there is no drinking water. In fact, we have to open a hole in the field and drink the water from there, without it being treated or anything like that; this causes a lot of diarrhea in children, so if we are talking about the urban area here, well, it's obvious that the water is not drinkable. It is taken from the river, where they also dump sewage and then it gets to their houses with a very empirical treatment that really, let's say, does not solve anything.

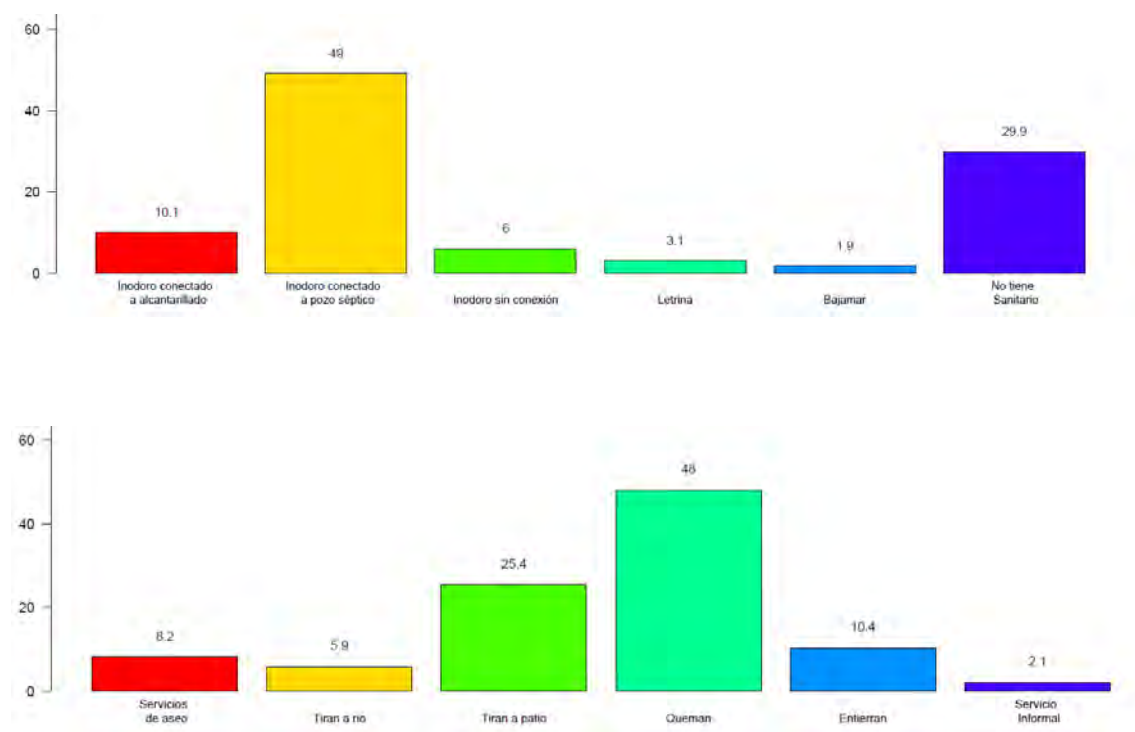
Puerto Rico (Meta) Farmer's Organization

Access to sewer systems and garbage collection: The sewer system service suffers from a similar situation, which is reflected in the fact that only 10% of households have a toilet connected to a sewer system. The remaining 90% connect the toilet to a septic tank, low water, or use it with no connections, or only have a latrine, or simply do not have any sanitation service. In terms of garbage disposal, the following graph shows how 8% of households have access to a garbage collection

³⁴ DNP (2016), IPM (national rural average).

service, while the rest burn it, dump it into the yard or river, and very few bury it or use an informal collection service.

Figure 12: Garbage and Sanitary Waste Treatment (PDET)



Source: PDET-CDLO Survey

Education and Health Services: Comparing data from PDET and CBS surveys, with IPM 2016 indicators for the set of rural areas, allows for establishing that the education and health services situation in CDLO's areas of intervention is much more critical than in the rest of the country's rural areas. The educational component, the values for illiteracy and low educational achievement variables are higher, by more than 50%, in comparison to those recorded for all rural areas. Also, regarding health, the access barriers to this service are greater, and the assurance level is lower, when a need arises.

So, for a teacher to go to teach at location X, it is punishment; the teacher is sent as punishment. So they send a teacher to also teach first, second, third, fourth and fifth grades. With laughable salaries, so it is not attractive.

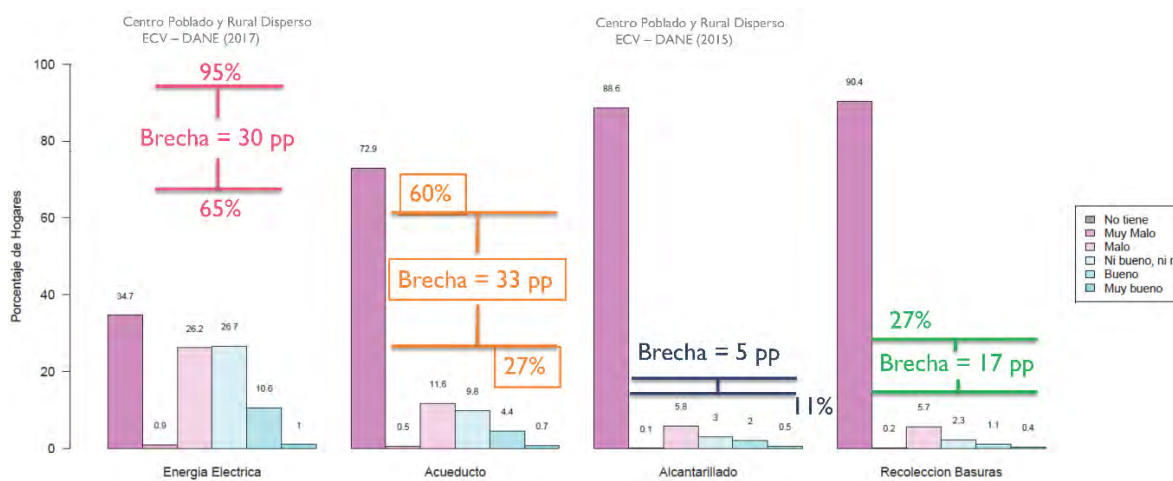
So, there is a high level of attrition for a teacher who teaches for one month, leaves, and does not come back. So, as long as conditions do not improve for these teachers so that it is appealing there... And when the student sees that the teacher did not come back, what do they do? And apart from that, these crops are very bad, we had to go deeper in, to scrape coca because what else can we do.

Public Entity - Office of the Governor of Meta

Perception of public and collective goods and services versus the poverty situation: There is a relationship between household perception of service coverage, and the objective measures on IPM measurement. They are key conclusions in two ways: (i) the poverty indices are in fact high, (ii) the

population's perceptions of their dignified living conditions match their awareness of the need to improve in these matters. This is key in establishing the local rural program.

Figure 13: Gap Analysis - Service Coverage for CDLO Rural Households



Source: PDET – CDLO Survey Data

7.3. Question 3: Physical Connectivity in Rural Households

Baseline Question: What is the state of connectivity in regional CDLO communities?

Medium Term Question: To what extent are the regional CDLO communities better connected thanks to the support of the Activity?

This study understands physical connectivity as the degree of proximity or isolation via an access road for households in rural CDLO areas. Physical connectivity is key not only for the interaction between these households, but also for their access to public and private goods and services of a social and productive nature. CBS determined the methods and means used by households to move from one place to another, the time needed, and the costs incurred for such trips. Likewise, CBS investigated rural household perceptions about the quality and maintenance of access roads to their homes and established a municipal connectivity index.

In rural areas, household access from their homes to the respective municipal seat is done using roads (79%), which, according to the perception of the households themselves, are mostly unpaved and in poor condition, or are trails or bridle paths. Twenty-five percent of cases have access by sea or river; this fact mainly applies to the subregions of South-Central Caqueta and the Pacific Coast of Nariño and Cauca.

Figure 14: Access Roads to Households

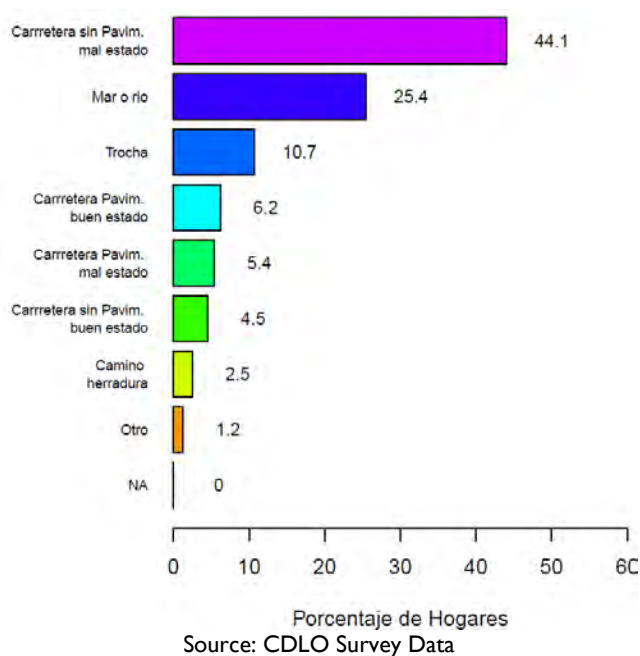
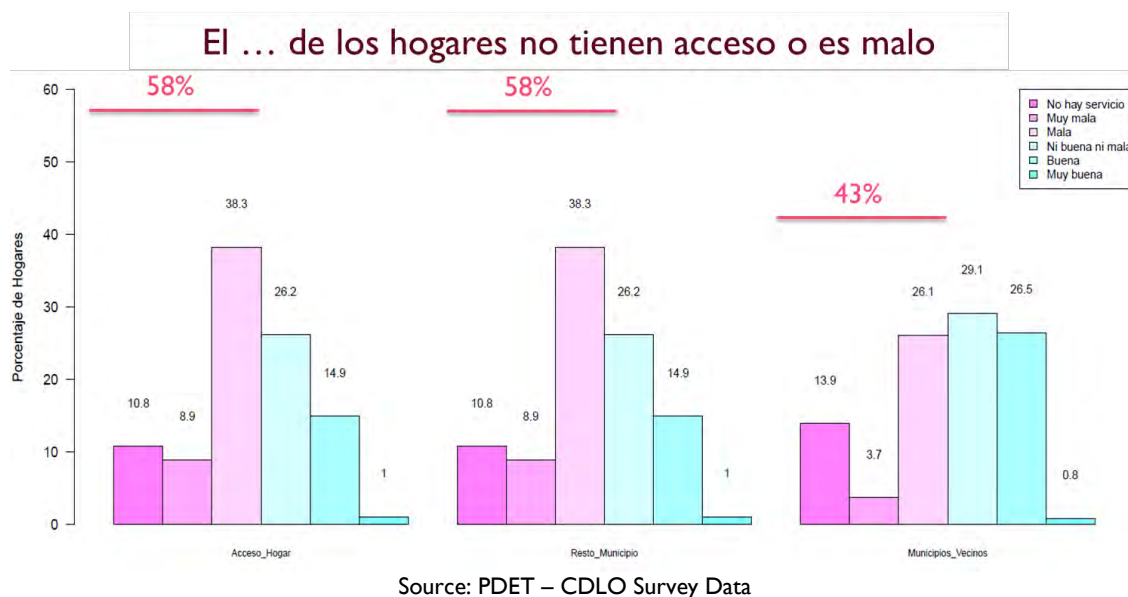


Figure 15: Access Road Quality to Households



Physical Connectivity Conditions: Six reference points were used: (1) the nearest neighbor, (2) the school, (3) the nearest clinic, (4) the police station, (5) the population center, and (6) the municipal seat where town hall is located. In turn, eight alternative means of transportation were proposed: by foot, horse, boat, bicycle, motorcycle, jeep, bus, and truck. As shown in the table, households prefer to walk (34%) as a means of transportation, especially for short distances, followed by the motorcycle (26%), used for medium and long distances, then boat and jeep (17%), and households

use more horses than buses (3% vs. 2%). This shows the importance of river transportation in CDLO zones, as well as the importance of motorcycle transportation.

Table 8: Means of Transportation to each Destination (%)

Lugar / Modo	Pie	Caballo	Lancha	Bicicleta	Moto	Jeep	Bus	Camion	
Vecino	12.13	0.69	1.31	0.09	1.45	0.31	0.04	0.01	-
Escuela	11.67	0.38	1.43	0.12	1.66	0.37	0.22	0.00	-
Puesto Salud	4.72	0.43	3.18	0.04	5.27	2.94	0.33	0.02	-
Policia	2.38	0.37	3.77	0.04	5.67	4.36	0.39	0.02	-
Centro Poblado	2.12	0.46	3.79	0.05	5.85	4.35	0.40	0.04	-
Alcaldia	1.02	0.30	3.87	0.03	5.80	5.52	0.55	0.05	-
Total	34.03	2.63	17.35	0.37	25.69	17.86	1.93	0.14	100.00

Source: CDLO Survey

The average travel time to municipal capitals is approximately one hour, which shows the level of physical isolation for these rural inhabitants. The average travel time, one way, from a home to a neighbor is 6 minutes, which is 300-500 meters away; going to school takes 12 minutes on average, and to the downtown area, where the City Hall is located, takes a little over an hour (66 minutes). In the central region, where there is greater rural housing dispersion, these travel times tend to become higher, by more than 30%, with respect to the southwestern and northwestern regions. For example, a trip to the City Hall area takes on average 82 minutes in the central region, 64 minutes in the southern region, and 61 minutes in the northern region.

Table 9: Transportation Time

	CDLO Territories	Center	North	South
Neighbor	5.6	7.2	4.9	6.1
School	11.7	14.2	9.8	15.3
Clinic	38.2	53.3	32.8	40.5
Police	53.1	64.8	49.8	52.2
Population Center	47.4	68.8	41.4	45.8
Mayor's Office	65.7	81.2	61.4	63.7

Source: CDLO Survey

In terms of cost, the highest price of transportation in which households must incur are those relating to their trips to the places where the mayor's office and the police operate. The average cost of travel to the urban area where the mayor's office is located is \$15,589 per trip; therefore, the round-trip amount to a mayor's office, in addition to other expenses relating the type of transportation, is the amount that a day worker would make, at approximately \$31,178. This means that traveling to town is around 11% of the income for each member of the PET. In addition to the amount for transportation, we would have to add the opportunity cost for that trip (1/2 daily wage), in terms of that day off work, so it would be an approximate value of \$31,178 + \$15,589 = \$46,767.

The number of times the family travels to a populated center from dispersed rural areas may have a weekly, biweekly, or monthly frequency. These high levels of travel time and costs also affect the

absence of local government officials in dispersed rural environments and make it difficult to exert territorial government control there.

Table 10: Transportation Costs

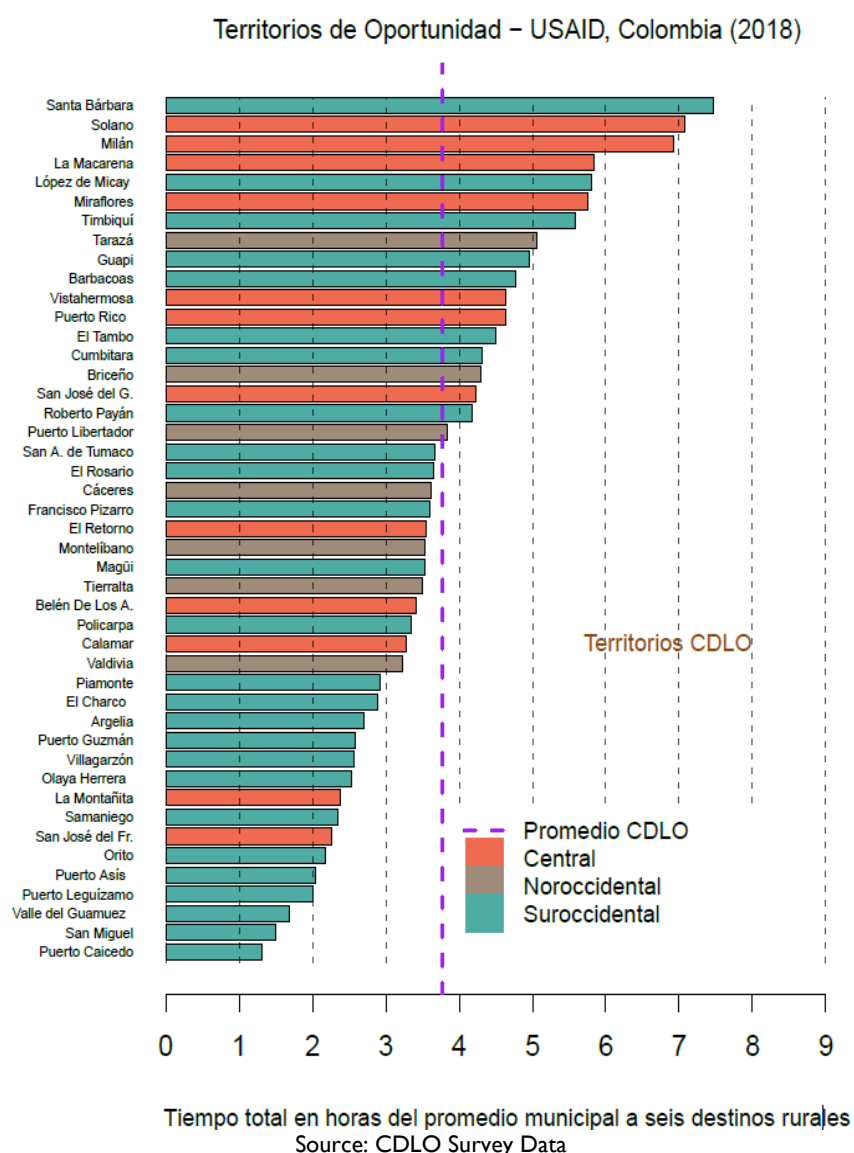
	CDLO Territory	Center	North	South
Neighbor	968	853	1,190	376
School	1,276	1,553	1,330	836
Clinic	8,188	11,665	7,619	6,618
Police	11,524	14,897	11,191	9,311
Population Center	10,682	16,271	9,613	8,645
Mayor's Office	15,589	19,904	15,199	12,640

Source: CDLO Survey

Road Quality and Maintenance: Most tertiary roads, through which households can access their villages, neighboring villages, or the urban area of their municipality, are in poor condition and have not been rehabilitated or maintained in the last two years. In this regard, the greatest demand revolves around adapting and maintaining tertiary roads, unpaved roads, and rural roads, which constitute the main obstacle for access to markets and social services.

In general, the perception rate on the condition of tertiary roads is 0.45, that is, they have not fixed the road in the last year. Likewise, the information derived from the interviews carried out with some local stakeholders shows that in some subregions, river and maritime transportation is very important. Regarding the importance of connectivity by river, the municipalities of Solano (Caqueta) and Tierralta (Cordoba) stand out. For geographical and environmental reasons, this mode of transportation should be favored; in turn, the marine environment is of obvious significance on the Pacific Coast of Nariño and Cauca. Regarding tertiary road maintenance, the situation varies depending on the specific area or region being considered. In fact, according to 46% of households, the road that connects their home with the municipal seat or neighboring villages was not renovated or maintained in the last year.

Figure 16: General Connectivity Index



Connectivity Index: This index establishes a ranking of municipalities in terms of their physical connectivity, showing those with the best connection with the highest scores, and the most disconnected with the lowest scores. This index is calculated based on the average travel time for families to the 6 destinations mentioned above, considering that the shorter the travel time, the better the connectivity. The following figure shows that the municipalities with the longest average travel times are Santa Barbara (Nariño), Solano and Milan (Caqueta), and La Macarena (Meta). The municipalities with better connectivity are those at the Colombia-Ecuador border region in the department of Putumayo, in particular Puerto Caicedo, San Miguel, Guamuez Valley, Puerto Leguizamo, Puerto Asis, and Orito. In turn, the Connectivity Index of Figure 16 indicates that Santa Barbara is the most dispersed municipality of the CDLO universe and here, a person spends an average of seven and a half hours traveling.

The following table shows the means, times, and cost of travel in that municipality. This data shows that travel in this municipality is mainly by boat and walking. Travel time to a neighbor's home in Santa Barbara is an average of seven minutes and 126 minutes to the mayor's office. The travel costs vary from 10 to 55 thousand pesos per trip to the mayor's office.

Table 11: Most Dispersed Municipality: Santa Barbara

	Pie	Caballo	Lancha	Bicicleta	Moto	Jeep	Bus	Camion	Tot
Vecino	7.6	0.4	8.4	0.0	0.0	0.4	0.0	0.0	-
Escuela	9.6	0.4	7.2	0.0	0.0	0.0	0.0	0.0	-
Puesto Salud	0.4	0.4	16.0	0.0	0.0	0.0	0.0	0.0	-
Policia	0.0	0.4	16.0	0.0	0.0	0.0	0.0	0.0	-
Centro Poblado	0.0	0.4	16.0	0.0	0.0	0.0	0.0	0.0	-
Alcaldia	0.0	0.4	16.0	0.0	0.0	0.0	0.0	0.0	-
Total	17.6	2.4	79.6	0.0	0.0	0.4	0.0	0.0	100

Santa Bárbara	
Vecino	7.00
Escuela	8.44
Puesto Salud	90.59
Policia	118.44
Centro Poblado	97.59
Alcaldia	126.34

Santa Bárbara	
Vecino	10,619
Escuela	7,422
Puesto Salud	45,537
Policia	54,073
Centro Poblado	41,939
Alcaldia	55,902

Source: CDLO Survey Data

7.4. Question 4: Community participation in providing goods and services for public and collective use

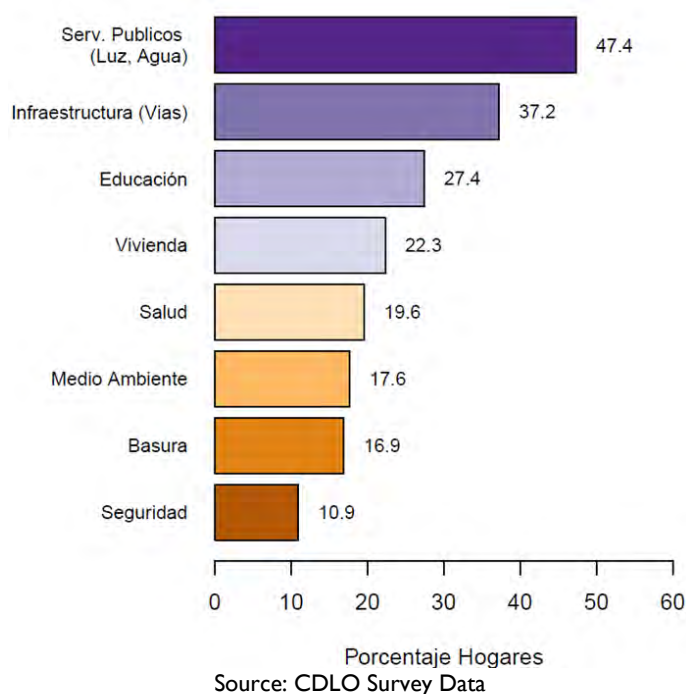
Baseline Question: How do community organizations participate in providing goods and services for public and collective use?

Medium Term Question: How has CDLO promoted and achieved community organization participation in providing goods and services for public and collective use?

The nature and degree of community participation in building, maintaining, and operating goods and services for public or collective use varies, depending on the area and service in question. Although there are areas where this type of involvement is very limited, in certain specific areas in certain territories (villages or groups of neighboring villages), there has also been community self-management, especially in obtaining water for household use and fixing roads or paths that connect homes with each other and with neighboring towns. In the case of water for household use, this is usually via small, simple, local aqueducts with low population coverage and operated by Community Action Boards (JAC). In most cases there are service deficiencies due to the low capacity available, especially at financial and administrative levels, or attributable to environmental circumstances that limit water availability.

Rural Community Agenda: In CDLO areas, the agenda privileges public utilities, followed by infrastructure and education, as shown in Figure 17. Regarding road maintenance, communities maintain the roads when there are specific traffic difficulties due to landslides or serious road damage that prevents or hinders connections with population centers or neighboring municipal capitals.

Figure 17: Issues that the Community Sought to Resolve - CDLO Universe



Typology of community organizations engaged in goods and services management: Community engagement in providing public and collective goods and services occurs mainly via the following organizational types:

Community, to promote community development, ensure the interests and rights of its members, and engage with government authorities to resolve the various issues in their communities.

Social, usually created for a specific purpose that relating to the needs of their members or of certain population sectors, or to promote interests, social causes, or collective services in various fields such as sports, culture, environment, ecology, and social, ethnic, and gender affairs, among others.

Productive, to promote competitive development for its members' productive activities, providing various instruments and mechanisms such as collective goods and services for supplies and equipment, product commercialization, savings and credit, and access to basic means of production (land, foraging, water resources).

The organizations that best represent the communities and have a greater degree of direct or indirect engagement in managing public goods and services, are community organizations, with the most important type being Community Action Boards, in that they have the highest engagement rate (58% of households). There are also many other forms of social and group engagement, although with a lower affiliation level such as non-formalized volunteer groups that engage in social and community work, parent associations, displaced population organizations, groups formed specifically around sports, cultural, and environmental activities, producer associations, women's organizations, and others³⁵.

³⁵ The medium-term survey must perform a methodological adjustment in the questionnaire and include the options of indigenous councils and community councils as forms of social organization.

Figure 18: Forms of Community Associations

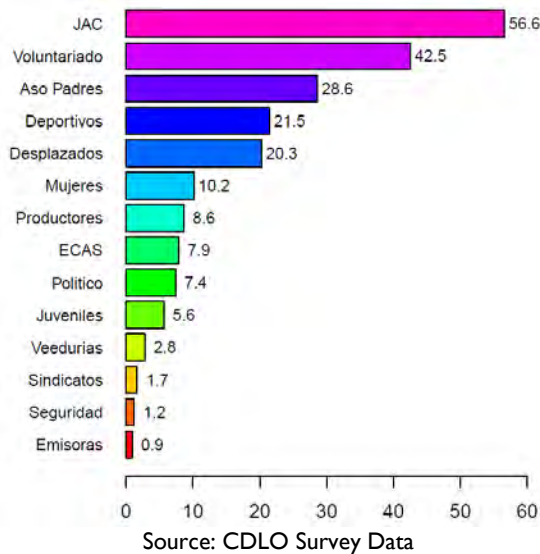
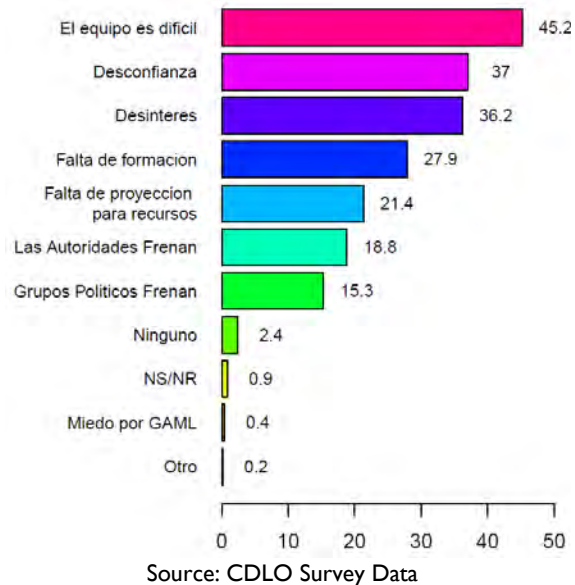


Figure 19: Barriers to Social Engagement



Basic JAC Agenda: In addition to having more members and broader convening capacity, JACs are the organizations that are mostly tasked with managing basic needs at the community level. The importance of the aqueduct service in community organizations is corroborated by the fact that, approximately one third of households claim that the water they use to prepare food is obtained mainly from communal or rural aqueducts.

Engagement with social organizations in providing public utilities: This type of engagement with organizations in providing or operating public or collective services is still very uncommon. Although some social organizations have had outstanding experiences, these are still specific cases that revolve around small services for their members, but that still have not achieved the collective or community dimension. Regarding the activities by farmer organizations to provide services to their members, there are very specific cases on record of joint commercial operations with the support of small collection centers, or negotiations and association chains with product buyers.

Household involvement in solutions to community problems: Approximately 37% of households have stated that during the year before the interview, one of their members participated in some type of community issue. In other words, while it cannot be said that community engagement is present in providing public or collective services as such, there is community engagement associated to these services. In that regard, the issues they sought to resolve, in order of frequency, were about water and electric power utilities, roads and infrastructure, education, and health.

Community engagement in providing public utilities: Notwithstanding the public, domestic, and local organizations acknowledging certain community engagement processes in providing public utilities, especially in association with government programs under Post-conflict (PIC, PDET), in the interview and workshop processes, the organizations did not mention or acknowledge their engagement in providing public utilities associated to these post-conflict programs and agencies, possibly due to how recent the processes are. Out of the 53 representatives of Community-based Organizations

that were contacted during the field work stage, only three mentioned providing public utilities as an important issue in their relationships with institutions: one was a farming organization that mentioned the lack of commitment by the administrations, and then two community organizations that described positive experiences: Asocomunal de Briceño, with the support of USAID, and a JAC from Belen de los Andaquies, through solidarity agreements.

Community engagement in overseeing public utilities: Regarding inspection and engagement in accountability, community and social organization engagement is very precarious. However, public organizations are proving to be more optimistic, and assure that these spaces exist and are used by the communities; they acknowledge certain weakness in citizen engagement in social oversight, which they attribute to the aftermath of war (fear) and with cultural matters (the community is not used to or is not encouraged by this oversight). The rate of accountability, which measures the degree in which households perceive whether or not the local mayor is informing the community on how public resources are being spent, shows that there is a very negative perception on this matter in the communities. While on average, 77% of the households express a negative opinion, 23% state that this accountability does exist.

...Why? Because the communities said in the assemblies that they wanted to manage projects, comprehensive technical assistance by way of Community Action Boards, so we said ok, we will wait for you; when we started to ask for the paperwork, they had no stationery, they were not organized, they could not hire, well... difficulties, so that held back the project.

Public GOC Organization in Briceño (Antioquia)

Also, some community leaders stated their disagreement with the lack of commitment by the municipal administrations in fulfilling agreements established by law, for repairing or maintaining roads and similar activities.

Quality of community engagement: When conducting an analysis of Community Action Board engagement (understood as a synthesis of the organization membership, the frequency of attendance to the meetings, and active participation in decision making) it is possible that, while high in sub-regions such as the Pacific Coast of Nariño and Cauca, and relatively high in the Colombia-Ecuador border in Putumayo and the Andean mountain range and foothills of Nariño and Cauca, it is very low in the other sub-regions, especially Southern Cordoba. On average, the quality of organization engagement is still very low, given that most of their members do not attend the meetings and the majority of those who do, are limited to being present or giving an opinion, but only a minority actually participates in decision making.

Representativeness of community organizations: The rate establishes the measure in which the households feel represented by their community leaders and groups (Annex No. 4); it also indicates that there is a relatively high level of representation in said instances, considering that on average, around two thirds of households acknowledge this and grant them legitimacy. The sub-region where the households attribute a greater degree of representativeness to their community organizations is South-Central Caqueta.

7.5. Question 5: Community engagement through multilevel dialog mechanisms between organizations and social networks

Baseline Question: Is there community engagement and how does it take place through multilevel dialog mechanisms between organizations and social networks?

Medium Term Question: How has CDLO fostered community engagement through multilevel dialog mechanisms between organizations and social networks?

The presence of multiple and diverse organizational processes underpinned and incentivized by public and cooperation organizations increases the possibilities for dialog and network structuring between communities and organizations in CDLO municipalities on priority matters regarding development. Beyond a few significant experiences, relationships between organized communities and organizations is currently facing three challenges: 1) sporadic and passive household engagement in organizations, 2) the negative perception around public institutions, and 3) the lack of connection and coordination between the organizations.

In CDLO municipalities, there are abundant organizational initiatives in rural communities, as seen in the eight participative workshops (Annex 21). The work done in these community-based initiatives creates the development agenda that establishes priorities in these territories.

Rural households confirm the presence of organizational forms of community outreach, although their engagement ends up being sporadic and passive. While eight of every ten households attend some type of organization or work group with a community approach, formal or informal, only five out of ten actively engage. The willingness to engage in public affairs³⁶ is 0.65 with no regional differences. From the different options present in CDLO municipalities, the prevailing engagement is in Community Action Boards. The rate of engagement in these councils is 0.42; that is, four out of every ten actively engage in JACs. The highest community engagement in these Community Action Boards may come from the legitimacy granted by institutions, given that the councils are created there. Historically, the JACs have been a channel where rural communities maintain their relationships with external stakeholders, fulfilling the role of engaging in community initiatives with municipal government projects, and building relationships of trust and collaboration at the vertical level. The above has made JACs into the most representative form of community organization in rural areas. In fact, data shows that there is a positive correlation between the rate of engagement in JACs³⁷ and the rate of organization representation³⁸, at 0.67. JAC legitimacy and stability in rural areas may have been a determining factor for them to survive the armed conflict, given that illegal armed groups subverted and used them, but did not eliminate them. However, the rate of engagement in JACs is not the same for all regions; while the Central and Northern parts of the country show high values (0.58), it is lower in the South.

Because something else I would say is that these outlaw groups came to the community and touched the existing organizations, basically the JACs. So, the leader at the time, would either work with them or get killed... So that is one of the advantages we have now: many associations are being created, especially by many women and youth. Impressive!

Public Government of Colombia Organization in Tierralta (Cordoba)

³⁶ Definition: I think I can contribute, and it is important for me to engage in municipality issues to help change things in my community (Annex 4: Rate Interpretation)

³⁷ Definition: A member of your household attends the JAC very frequently and participates (Annex 4)

³⁸ Definition: They feel represented by community leaders and groups (Annex 4)

By way of these forms of organization and engagement levels, the municipalities promote collaboration between organizations (horizontally), and of the latter with public and private entities (vertically). When referring to these interconnections, the perceptions by the organizations are more positive than negative regarding their relationships with educational organizations and other Community-based Organizations. Meanwhile, when describing their relationships with other stakeholders, the negative perceptions are higher in number, as shown in the following figure. There are different types of relationships that the community-based organizations currently have with other stakeholders present in the territories.

Figure 20: Perceptions of Community Based Organizations



Source: Hermeneutic Database - CDLO

Relationships Between Community-based Organizations: In territories that are part of this baseline, cases were identified where the organizations have managed to build networks and align their visions of their territories (almost always, social organizations). However, most of the organizations, mainly farmers, are only now in the process of identifying experiences similar to theirs and starting dialog with other organizations to articulate and work jointly. In some municipalities, several efforts have been made with positive results in terms of the involvement by local initiatives and identifying shared visions between the various community processes in municipalities. By way of rallies, community radio, and audiovisual productions, horizontal communication channels have been created between the various types of organizations, that show processes unknown to the communities and aid toward rebuilding social fabric.

So everyone comes in, they organize us, tell us to come to a meeting, we have coffee, and they leave. And they come back the next year, with the government, to ask us what to do again!

La Hormiga Farmers' Organization (Putumayo)

Relationship with public entities: The negative perception of citizen engagement has improved since the arrival of post-conflict agencies and programs to the territories. However, the lack of accountability is a limiting factor between communities and organizations. In communities where CDLO has focused its efforts, the rate of accountability³⁹ is 0.23, a low and condensed value. The community believes that the Mayor of their respective municipality does not inform them on how resources are spent, especially in the Lower Cauca Antioqueño, the Pacific Coast of Nariño and

³⁹ Definition: The mayor informs the community on what and how its resources have been spent (Annex 4)

Cauca, and Southern Bolivar, with a rate of accountability that varies between 0.05 and 0.18 points. Another circumstance limiting dialog is the lack of interconnection and coordination between the programs and levels of government; this is a factor that remains and, according to organization leaders, wears on the communities and discourages engagement. An example of this is that only 2.85% of the households participate in citizen oversight activities to monitor public administration.

Relationship with private companies: The negative community perception of the relationship with private companies originates from the absence of companies in leveraging rural development processes in the territories by buying and selling products in the region, with exceptions such as Selva Nevada and Bioguaviare. In some specific cases, organization representatives highlight the lack of social commitment and market monopolization by private companies, referring mainly to the large companies. It is worth noting that households do not have such a high sense of belonging to farmer associations (8.6% of households). This may mean two things: (1) the families do not indeed belong to the farmers' associations and their base is not that large, and (2) farmers' associations are mainly located in the municipal seat.

Relationship with international cooperation: According to the parties surveyed, the work by international cooperation organizations has contributed positively to the communities' engagement and ability to associate. However, the lack of interconnection with the processes that have already been undertaken in the territories is a factor that has hindered the organizations' efforts from having the expected outcome. Conversely, the opinions of the public entities, both local and domestic, tend to be positive regarding coordination with Community Based Organizations, although opportunities for improvement have been identified for this relationship, mainly around post-conflict activities and organizational strengthening.

7.6. Question 6: Civil Society Engages in Land Development Decisions

Baseline Question: How does civil society influence land development planning and management?

Medium Term Question: Has CDLO made it possible for civil society to increase its influence over land development planning and management decisions?

Community engagement in CDLO municipalities has had an influence over public actions. However, community-based organizations believe their influence is still marginal, thus making it a goal yet to be achieved. Among the many factors affecting the incidence of the organizations, there is a remarkably low education level in the rural community, a low representation of the organizations, and gaps in organizational capabilities. The rate of incidence by organizations⁴⁰ is 0.41. That is, out of every 10 households, 4 believe that the organizations they belong to have had influence over the decisions made by the authorities of their municipality in the last two years. Furthermore, a similar number of households states that their engagement in organizations has helped the community to receive benefits. The subregions with a below-average perception of incidence are: the Pacific coast of Nariño and Cauca (0.37) and Macarena-Guaviare (0.38). Southern Cordoba stands out with 0.47.

Households perceive that municipal authorities very seldom take citizens' opinions into account when decisions are being made, with a citizen service rate⁴¹ of 0.23. At the regional level, two types of behavior are observed: one where most households believe they are never taken into account, such as in the sub-regions of the Pacific Coast of Nariño and Cauca and Southern Cordoba. The second group believes that they are at least sometimes taken into account by the authorities, and this group is from areas such as South-Central Caqueta and others.

⁴⁰ Definition: Organizations that households belong to have an impact on the authorities' decisions (Annex 4)

⁴¹ Definition: Frequency with which public authorities take them into account for decision making (Annex 4)

This rate is especially low, considering that the willingness to engage⁴² is more than double. At a disaggregated level, 14.2% of households engage in municipal development plan formulation and follow-up, 7.9% in preparing participative municipal budgets, investments or expenses, and 7.4% in land zoning plans. South-Central Caqueta stands out as the region with the highest public engagement rate, at 0.42 points. Meanwhile, on the Colombian-Ecuadorian border, this rate is half of that.

...because there are associations, cooperatives, a whole bunch of things, so they need help to get organized. In other words, they exist, but they are incipient. What do I think of them? I think they are incipient, but people still want to get organized. There is a dairy farmers' association that is about 20 years old, but they have nothing, they are just there. They created associations, but there is nothing.

Government of Colombia organization in Briceño

Among the factors that may currently limit the influence of community engagement in land development planning and management are:

Low education level: In many cases, organization leaders do not have the basic knowledge of citizen participation to perform their activities due to the low education level in the rural communities of CDLO municipalities (as shown by the multidimensional poverty indicators).

Organization origin: One of the problems highlighted by the participants in regard to associative processes, mainly the farmers, consists of the fact that many organizations are created to collect resources or gain access to programs, but they are associations that lack the social ties to sustain them. For the Guaviare Rubber Farmers' Association, sustainability depends on generating trust among the members, having a long-term, shared vision, and not being influenced by local political interests.

Representativeness of community organizations: Only 9.9% of households state that having belonged to an association or organization has helped them to gain representation as a group. Conversely, 27.1% of households state that belonging to an association or organization has helped them to engage in community decision making. With more representation, it is possible to consider that these organizations or groups could have higher engagement in rural development decisions in their communities.

Gaps in organization capability: Organizations show multiple financial and administrative weaknesses, which limit their results. Said weaknesses are bolstered by the precarious living conditions in which the leaders find themselves, the financial difficulties of trade and access to markets that the farmer organizations have, and the absence of planning habits and organization between the partners. These weaknesses not only hinder the ability of many of the organizations to have an effective impact on the public policies of their municipalities and departments, but also limit the expectations they have thereof. Most of the organizations contacted in the territories are focusing their efforts and expectations on managing resources to solve the specific and immediate needs of the communities involved, but not on the influence in planning and managing rural development of the municipalities.

Credibility in public institutions: The community's negative opinion of public institutions, which is generally related to issues such as clientelism, corruption, and abandonment by the government, translates into the low incidence on participatory initiatives for land development planning and

⁴² Definition: You participate in the POT, PDM, Participative Budgets (Annex 4)

management. The dynamics created by the post-conflict and the arrival of domestic agencies and programs (PIDARET, PNIS, PDET) has improved community perception of government presence, the effectiveness of participatory forums, and the possibilities they have to impact public policies.

Connecting processes: The stakeholders surveyed assure that there are currently too many on-going processes in the territories, which are not well connected. The lack of interconnection and coordination between the various agencies and organizations present in the territories is wearing on the communities which, at the end of the day, may strengthen the negative perception on the effectiveness of participatory forums.

Credibility in participatory forums: Although the local-level organizations (mayor's and governor's offices) state that they are providing and ensuring participatory forums for communities, their credibility in these forums is scarce, as a consequence of the lack of connections between processes, previous negative experiences, and adverse opinions on the institutions.

Illegal armed groups: In some cases, the presence of illegal armed groups (Northern Region, mainly) and the fear of social divide, which has left the communities with a long history of violence, have limited citizens' ability to participate in public policy.

Capabilities of local public organizations: Some stakeholders believe the scarce resources available to the mayor's offices to address the needs of their communities have in helped to reduce participatory forums into dialogue, but they do not have any pertinence on policy, program, or project implementation to the benefit of the communities. The lack of local public capacity has made the communities lose credibility in their ability to engage in land planning.

*Because there was a lot of improvisation, right? This improvisation was replicated by the associations. What does this mean? It means that everyone was told, join in and you'll get something from me. And people, not even understanding what associating meant, just joined in and didn't know what for, just to get something we now call a failure, because since then, over 2,000 associations have been created. *

La Hormiga Farmers' Organization (Putumayo)

7.7. Question 7: Effects on Social Capital

Baseline Question: What are the conditions of social capital in CDLO territories?

Medium Term Question: What effects on social capital has CDLO had on community groups and farmers' organizations?

Currently, CDLO territories are rebuilding social fabric, associations are flourishing, and a shared vision is being recovered. Social capital is in juxtaposition between temporary realities: a painful past that merges with the present, clad with pain, violence and illegal economies, and the possibility of imagining a future where it is possible to reassemble the social structure, starting with legal economies, collaboration among neighbors, and association.

...once again, we take a step toward coming together, and then come the associations, other species for us to try and survive on... and there has been a major change and now the community is trying to find where that vision this region once had ended up...

Social organization in Belen de los Andaquies (Caqueta)

Three factors that limit building social capital were determined in the territories: relationships between people based on distrust and intolerance, relationships between people and organizational processes that face various difficulties such as teamwork, and relationships between people and the public institutions, based on distrust and acting outside the norm. Conversely, in people's relationships with the land, their strong roots and resilience are positive factors toward building social capital.

Relationships between people. At CDLO municipalities, interpersonal trust is a value that is still not shared by everyone. The rate of trust in individuals⁴³ is 0.34. That is, the head of a household trusts three out of every ten people in the community. This is reflected subsequently in the low levels of cooperation. The lowest trust rates are seen on the Colombian-Ecuadorian border in Putumayo (0.30) and the sub-region of Macarena-Guaviare (0.31).

In addition to the levels of trust, relationships between the people in these communities are characterized by a tolerance for the moderate differences between community groups; the tolerance rate is 0.61, dropping to 0.56 in the Lower Cauca Antioqueño. Between 40% and 45% of rural households would not be willing to establish emotional and/or labor relations with people of sexual orientations different from theirs, or people who are demobilized or have different political views, or those who speak a different language. Tolerance levels in other groups vary between 20% and 30%, characterized by ethnicity, religion, health condition, and income levels. Conversely, the highest tolerance in the households is toward women.

With values similar to the tolerance rate⁴⁴ at 0.61, households perceive a social inclusion rate⁴⁵ of 0.62. That means that 6 out of every 10 households believe that there are no differences in their community and they have no issues with having others as neighbors. In this case the differences between regions are notorious: 14 percent at the Colombian-Ecuadorian border in Putumayo with respect to the Lower Cauca Antioqueño region and the Pacific Coast of Nariño and Cauca.

7.7.1 Relationships between people and community-based organizations

As stated, in 5 out of every 10 households, community engagement is sporadic and passive. Households associate community engagement with individual benefits, both social (40.2% of households) as well as economic (31.7%), which include: meeting other people (21.2%), having someone to turn to in case of an emergency (10.6%), having fun and doing things they like (12.9%), creating ties or having friends that have helped them in the past or can help in the future with their businesses or family needs (88.3%). Finally, for 15.3% of the rural households, there has been no positive result in participating in organizations or associations and it has not created collective or individual benefits.

Therefore, community engagement is a mechanism that still does not clearly translate into collective action⁴⁶, with a rate of 0.62. That is, 6 of every 10 households believe that there is a tradition in their town to engage in community projects and people are willing to undertake joint actions. Also,

⁴³ Definition: How much do you trust the people in the community (Annex 4)

⁴⁴ Def. Tolerance: Would you be willing to work or establish a relationship with someone different from you? (Annex 4)

⁴⁵ Def. Social inclusion: There are no differences in their community and there are no issues with having others as neighbors (Annex 4).

⁴⁶ Def. Collective Action: There is a tradition to work on community projects, you believe the people are willing to perform joint action, and in the past 12 months, a member of your family engaged (Annex No 4)

these are households where in the past 12 months, a member of their family engaged in some type of collective action.

The people surveyed believe that, among the various problems that may affect their organizational activities and possibilities to undertake collective action, the most common is the difficulty to work as a team (47.1% of households). Next in importance is that "people do not like to engage" (37.8%), and that "people are very distrustful" (37.3%).

Despite the difficulties and weaknesses seen in operating and sustaining organizations, and likewise in creating dialogue and influence on the communities to which they belong, the associative processes that are underway in the territories are expected to aid in making the changes the communities want regarding social ties and collective action.

I am talking exactly about what we have seen in the process led by SENA in these territories, to see that people believe that it is worthwhile getting organized... that they themselves see or have assumed the role of being part of an organization that may do something different in their territories and that they can contribute themselves with their knowledge and skills.

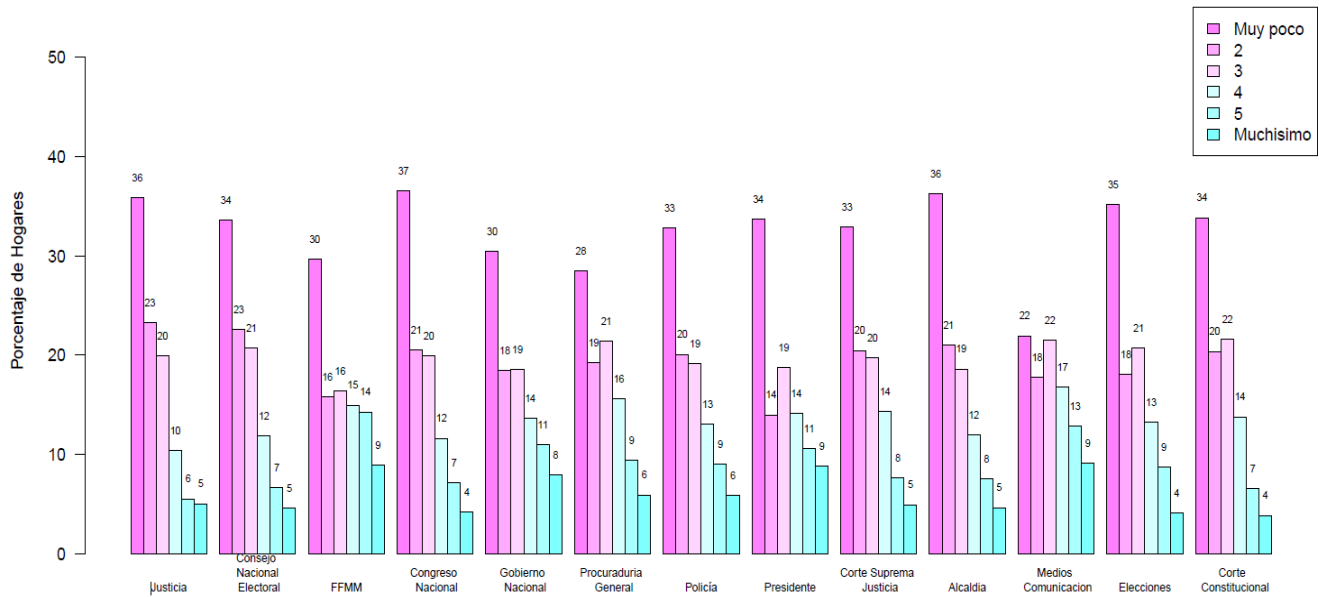
Education institution in El Tambo (Cauca)

In that regard, CDLO territories show note-worthy examples that reflect positive changes that organizations and associations can create in families and communities. In cases such as ASDECEBRI in Briceño, an association that benefits over 300 coffee-growing families in their municipality, and that has relied on the support of international cooperation and local public entities; Activa G10 in Tierralta, through which 400 cocoa- and honey-farming families are provided with technical assistance, local collection centers, and the guaranteed sale of their products; or Fundacion Tierra Viva in Belen de los Andaquies, who have been able to align the vision of all of their stakeholders (civil society, environmental associations, schools, local authorities, community radio stations) and to create participatory ties through common-collective projects, creating a sense of belonging, collective identity, and promoting community participation by way of a common goal.

Relationships between the people and institutions. When exploring trust in institutions, the result is not very different, with a rate⁴⁷ of 0.33 points. The only regions with trust levels higher than this average are South-Central Caqueta and Southern Cordoba. The results are so low, that people rely more on mass media than they do on any institution.

⁴⁷ Def. Trust in Institutions: To what extent do you trust public institutions (Annex 4)

Figure 21: Trust in Institutions



Source: CDLO Survey

Trust in institutions was found to increase as the community's perception of their rights being assured increases. While the rate of ensuring rights⁴⁸ is low (0.26), its behavior has a very high variance in the lower values, which would show a variety of nuances in this perception. The bad perception about the government is not only observed in the rate of trust in institutions, but also in the fact that only 20% of households report problems to the authorities, thus reflecting the context of scarce government presence.

This type of relationship with institutions, based on little trust and a low perception of its effectiveness, also coincides with the low property tax payment rate⁴⁹ (0.18) and a low perception by households of honesty in managing public resources by officials⁵⁰ (0.31). Moreover, very few households stated that a public official had asked them for a bribe in the past 12 months (bribe rate⁵¹ of 0.02). The perception of honesty in managing resources was found to be tied to the levels of trust in institutions, and that said perception improves when the citizens participate in accountability forums where their opinions are heard and taken into account for decision making by the authorities.

With regard to regional differences, it is worth noting that the Pacific Coast of Nariño and Cauca shows an unfavorable result in most indicators, especially those regarding government relationships. When there is no trust in institutions, the people do not engage and will not resort to the organizations either. On the contrary, it would seem as though the idea of seeking community alternatives has gained strength, as there is much collective action taking place in this region.

⁴⁸ Def. Rights Assurance: You believe the government ensures your rights as a citizen, Annex 4

⁴⁹ Def. Property Tax Payment: In the past two years, you or someone in your family have paid property tax, Annex 4

⁵⁰ Def. Honesty in Managing Public Resources: Honesty in managing public matters by the municipal officials, Annex 4

⁵¹ Def. Bribe: A public official asked you for a bribe in the last 12 months, Annex 4

7.7.2 Relationships between the people and the territory

Fifty-three% of heads of household report having always lived in this municipality and 91% have planned on continuing to live in the same place. In the rural sector, this display of deep roots is a positive factor, given the ongoing migratory movements and displacements, resulting from the times of violence and the lack of economic opportunities, which have characterized these regions for a long time. In addition to their relationship with their roots⁵², social capital in these communities can be described as part of their resilience process, of overcoming difficulties and traumatic situations within their context, with a rate of resilience⁵³ of 0.71. Most households perceive that, in a difficult or adverse situation, they keep calm, trust their ability to find solutions, and understand others' points of view.

In summary, social capital is an asset that is used to undertake collective action to provide better conditions for the communities. Collective action is a result where many variables are involved. In that regard, collective action relates positively with social roots, the various dimensions of community engagement, trust in institutions, tolerance, and resilience.

7.8 Question 8: Economic landscape in CDLO regions

Baseline Question: What is the current economic landscape for the regions where CDLO will intervene?

Medium Term Question: What has changed in the economic landscape for the regions where CDLO will intervene?

Establishing the economic landscape in the sub-regions where CDLO will operate, mainly addresses the acknowledgment and analysis of the key elements or conditions currently existing in said regions, which are of crucial importance for developing legal rural economic activities and discouraging the illegal.

Based on CBS indicator and index analysis, it was determined that the priority elements to be considered in analyzing the economic environment -as they are determinant for developing and consolidating licit productive activities in CDLO municipalities- are: (a) household perceptions on social coexistence and citizen security; (b) their opinions on the legitimacy and operations of public institutions; (c) its acceptance of the existence of illicit rural economies and the culture of legality; (d) the economic conditions of households; and lastly, (e) the implications derived from connectivity restrictions in the low competitiveness of licit economic activities.

7.8.1 Community perception of the situation of cohabitation and citizen security

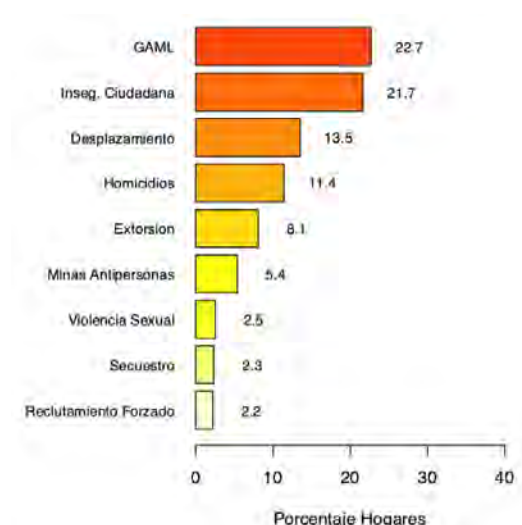
The perception by heads of household regarding the conditions of security and cohabitation vary between municipalities, territories, and types of conduct and threats. However, there is a prevailing tendency to state that there are no serious security issues in their communities. In fact, 71% of households believe that security in their villages is good, or very good, while 29% of them describe it as either bad, or very bad. This trend is a confirmation of the perception whether the current security situation is better or not, than that from two years ago, to which 73% of households believes

⁵² Def. Level of Attachment to their Roots: Percentage of life living in this municipality, Annex 4

⁵³ Def. Resilience: Most households perceive that, in a difficult or adverse situation, they keep calm, trust their ability to find solutions, and understand others' points of view, Annex 4

it is, while 27% say it is not. In regard to the degree of importance given to security, as a negative issue, there is a more divided opinion: while a little over a half of the households (53%) say no, the other half (47%) say yes, and they claim the most serious issues have to do with ordinary crime (burglary, muggings), displacements, homicides, extortion, landmines and the presence of illegal armed groups. The figure below illustrates Insecurity Perception in households. The rate of common crime⁵⁴, the rate of displacement⁵⁵, extortion⁵⁶, of illegal armed groups⁵⁷, homicide⁵⁸, and landmines⁵⁹ which corresponds to the perception of heads of households regarding the presence of these issues in their environment. This means that almost 22.7% of households perceive that there are illegal armed groups (GAML), 21.7% robberies and muggings, 13.5% displacement, 11.4% homicide, and 8.1% extortion.

Figure 22: Perception of insecurity



Source: CDLO Survey Data

Finally, the results from the households' perception of citizen security are somewhat surprising, given their mostly positive nature. The field security reports may be biased in regard to the information capture (Annex 22). In that regard, CBS was able to prove that in places where security issues were the strongest, people would answer positively in regard to the situation, which obligates a thorough and detailed analysis of that type of information.

7.8.2 Public institution Legitimacy and Operation

Based on the household perceptions regarding public institutions' activity, there is evidently a lack of confidence in government offices. The households' perception rate for public resource management is 0.32. The level of trust in justice⁶⁰ by the public institutions is rated at 0.28, which shows that households do not believe the institutions are acting equitably. In turn, household trust

⁵⁴ Def. Common Crime: Citizen security is a serious problem in my community, Annex 4

⁵⁵ Def. Displacement: Displacement is a serious problem in my community, Ibid.

⁵⁶ Def. Extortion: Extortion is a serious problem in my community, Ibid.

⁵⁷ Def. Presence of Illegal Armed Groups: In the last five years, these groups have been present in the area, Ibid.

⁵⁸ Def. Homicide: Homicide is a serious problem in this community, Ibid.

⁵⁹ Def. Anti-personnel landmines: Landmines are a serious problem in this community, Ibid.

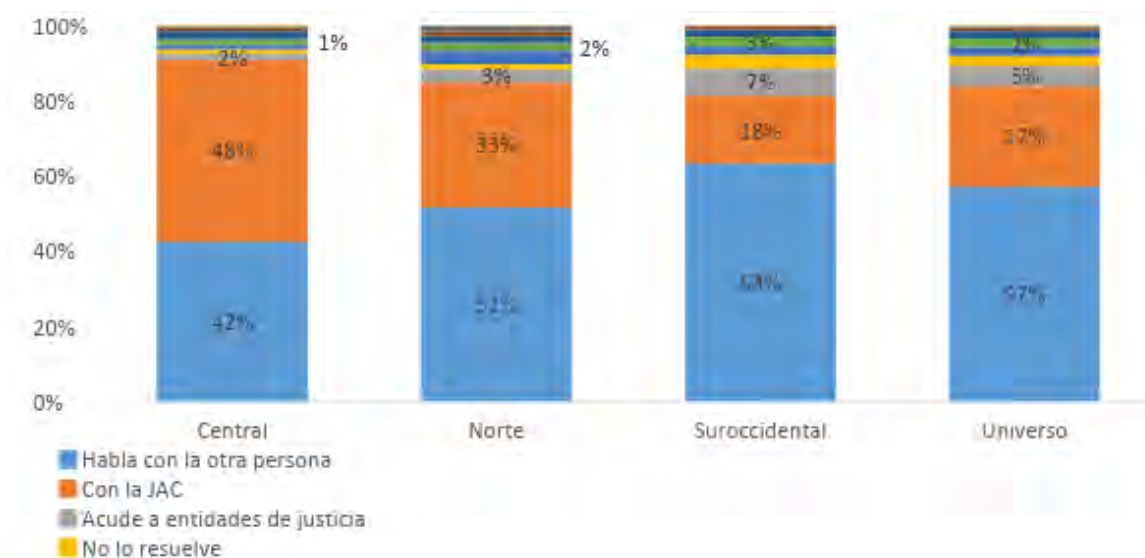
⁶⁰ Def. Trust in the Justice system: To what extent do you trust the justice system, Annex 4

in institutions is also low, as shown in the figure below; the distribution is between 0 and 0.4, with an average of 0.32.

Moreover, even though most households expressed a relatively favorable opinion on issues such as police and military presence in their territories and, in general, when people are asked about their degree of trust in the police in terms of government actions on security and quality of the service, around 70% said they do not trust, or trust very little; this is reflected in the low rate of Police service use, which is 0.06. To make matters worse, in regard to justice, 80% of households stated that they do not trust or trust very little in the institution.

The lack of trust in the public institutions tasked with security and justice is, to a certain extent, also corroborated when people state that, when they have a serious cohabitation issue with their neighbors or a member of the community, they either resolve it by speaking directly to their counterpart in the conflict (56%), or resort to organizations such as the Community Action Board (27%), but only 5% take it to the municipal justice agencies, and 2% to the Police. This situation is also seen in the fact that the use of formal mechanisms to reestablish⁶¹ order is 0.34⁶²; in addition, when people are asked about the willingness to denounce criminal or illegal actions, even though the affirmative answer varies between 60% and 75%, it is worth noting that said degree of willingness to denounce decreases dramatically when the situation refers to the presence of illicit crops (43%), extortion (57%), and bribery (59%).

Figure 23: Who do you consult with to solve a serious cohabitation problem?



Source: CDLO Interview Data

Lastly, it is worth mentioning that the perception on the improvement of citizen security and human rights protection, although very different from one household to another, it is still rated very low. Similarly, there are different opinions on the presence of GAML⁶³; notwithstanding the fact that around 32% of the households state that it has been non-existent in their surroundings in the last

⁶¹ Def. Formal Mechanisms for Reestablishing Order: When you have a problem, you resort to the public authorities, Annex 4

⁶² A research question might compare this variable with the incentives to engage.

⁶³ Def. Presence of Illegal Armed Groups: In the last five years, these groups have been present in the area, Ibid.

five years, the remainder express very different opinions stating that these groups are still present, or that they were present for some time but they no longer are; all of this reveals certain disparity in the perceptions of this issue. In regard to security provided by non-government stakeholders, the generalized opinion is that they do not have a high incidence, but the fact that the rate of opinion that this situation exists is 0.09, is still relevant.

7.8.3 Acceptance of the existence of illicit rural economies and the culture of legality

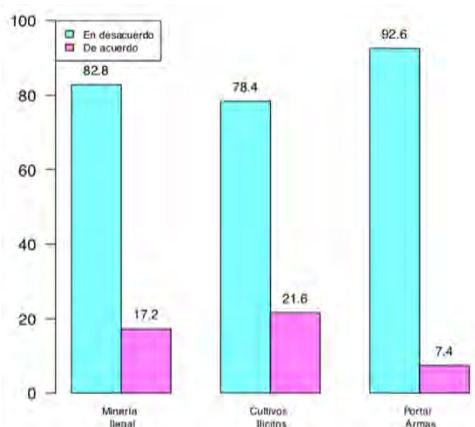
Household opinions regarding the existence of illicit crops and illegal mining at the local level is still very ambivalent, and highly disparate between municipalities. However, in general terms there is a predominant trend to deny or downplay the importance of the presence of these economic activities in their territories. In fact, while every other CDLO intervention zone has revealed a strong presence of illicit crops⁶⁴, an average of 59% of households say there are no illicit crops in their territories. It is remarkable to see that there is such a high percentage in the municipalities that host 70% of the coca plantations in the country. This suggests a certain tendency to deny or downplay the existence of these illicit crops⁶⁵.

In regard to the perception of the illegality of coca, considering that it should not be grown because it is illegal, or it negatively affects communities, the rate is 0.40. An indicative fact is that one third of households does not acknowledge the illegal and negative nature of coca. The situation is worsened in the southwestern region, where the rate is 0.44. This situation is contradictory between the abundant existence of illegal crops and the low perception of illegality of said activity, which is very notorious in the municipalities of the sub-regions of the Pacific Coast of Nariño and Cauca, and the foothills of the Andes in these two departments. Along the same lines, the case of Taraza (Antioquia) is noteworthy, where the existence of illegal mining is very high but the people's perception regarding the illegality of this activity, is very low. In contrast with the position of denial or disregard of the existence of these illegal economies in their regions, as stated by one third of households in the three regions, the other two thirds have stated that they agree on the illegality and inconvenience of coca, claiming that it should not be grown because it is illegal (79%), it negatively affects communities (77%) and, it is something very bad for the social context (74%).

⁶⁴ Def. Existence of Illicit Crops: There are illicit crops in your village or town, Ibid.

⁶⁵ An interesting question revolves around the analysis based on land tenure.

Figure 24: Culture of Illegality



Source: CDLO Survey Data

Conversely, while 92.6% of households reject issues such as carrying weapons, making easy money, and paying bribes, the number drops to 82.8% when it comes to expressing disagreement with illegal mining and illicit crops.⁶⁶ In that regard, the high approval percentage for illicit crops stands out, which is in the order of 21.6% by heads of households.

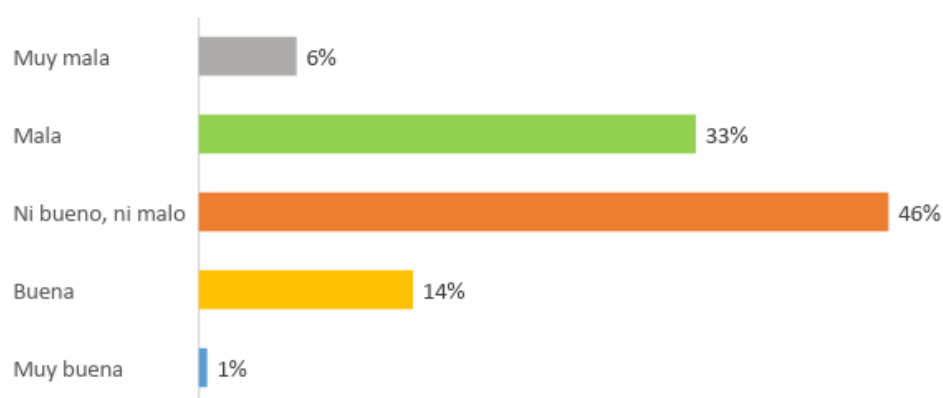
7.8.4 Household Economic Conditions

In general terms, as can be seen in **Figure 25: Perception of the municipality's economic situation**, households have a perception that varies between negative and with certain skepticism in regard to the economic situation of their municipality. About 15% believe the economic situation of their municipality is good.

Conversely, although the households subject to analysis reside in scattered areas, there is no evidence that the majority receive income from their farming production activities. In fact, 74% of households did not make any income from their own business or farming project during the past year; only 12% of the households have reported receiving income from agriculture, silviculture or fish farming of their own; and 3.8% generate their income from their own trade activities. There are two possible explanations for this phenomenon: the first is that, given the poverty levels explained above, productive projects are in fact not very productive. The second is that perhaps households have a low estimate of their productive projects and do not appreciate them as such.

⁶⁶ CBS Survey (2018), Question 904.

Figure 25: Perception of the municipality's economic situation



Source: PDET – CDLO Survey Data

The low existence of farming production activities owned by the households is confirmed by the land-ownership situation, given that only a small portion of the sample have reported owning the land they are occupying or working on, or the land where their homes are located. Furthermore, land-ownership is precarious, in the sense that 29% of the land has an owner with a title or deed; the rest are diverse forms of possession, the majority of which are in different stages of property rights (possession without a deed, inheritance without legalization, beneficial interest, sharecropping or lease). The precariousness of land possession is confirmed by the low property tax payment rate for the last two years, which on average is only 0.18; this rate is somewhat higher in the central region (0.28) and in the Lower Cauca Antioqueño sub-region (0.26).

Although 85% of households reported having at least one person who worked or did some kind of work during the week prior to the CBS survey, household income is very low. Monthly average income for all households is \$762,189; but, considering that the average home is made up of 2.7 people in PET, said income is about \$281,250, which is equal to one third of the minimum monthly wage established by Colombian law.

Another important indicator of the low household economic capacity is the low level of access to formal credit in the financial system. The rate of household indebtedness is only 0.33 and, in high proportion (two thirds), households claim they have no debt or loans; however, the rate of credit applications is 0.23 and 77% of households state they have not recently filed for a loan.

This situation seems to not be due to the fact that households do not require loans, but rather that they lack skills and have major constraints to access to financing. Thus, for the majority of the few households that have requested a loan in the last 12 months, it was granted (the average rate of Access to Credit⁶⁷ is 0.69); that is, apparently the few who have access to bank loans are the only ones who have the capacity required by the formal financial system. In fact, for the other third part of the households that were not granted the requested loans, the main reason was the insufficient documentation enclosed with the request, their negative credit ratings, the purpose of the requested loans, the lack of sufficient income or the request was simply never answered by the banks.

⁶⁷ Def. Access to Credit: One loan was requested during the past 12 months, Annex 4

7.8.5 Implications of connectivity restrictions on the low level of competitiveness of legal economic activities

The situation of isolation of the rural households implies logistical limitations, a low offering and high costs, both for the mobilization of people and the hauling of consumables and products inherent to their production activities. Said high costs have implications on the low living conditions and the high poverty levels of the dwellers in these rural areas, as well as the very low standards of competitiveness in their economic activities.

Moreover, the conditions of physical isolation in these zones provide the right environment to decide to develop illegal economic activities, as they favor their inconspicuousness and make it difficult for police to control them. Access and retreat by the police into a given rural area is estimated at an average time of 1 hour and 46 minutes, at a cost of \$23,048. This problem also affects the supply of social services, such as education and health. The high costs to be covered by farmers and retailers, but as well by government agencies to effectively provide their services, are a key factor for illicit production conditions. The absence of road infrastructure and connectivity not only hinders government presence and isolates communities, but in addition to the lack of access to markets, it is the ideal landscape for the presence of illegal armed groups and illegal activities. Economies such as coca are profitable under these conditions of isolation, and they are the only ones capable of paying the high costs of transportation of consumables, products and people, caused by the lack of physical connectivity in these areas.

Can you imagine, for example, I have some farmers that walk here for five hours to take one load of plantain or corn, and it costs them \$70 thousand pesos on a mule. The load costs them another \$70 thousand and when they go back to the town market, they sell it for \$140,000; so, what are they making? The work, the weariness of the animals... While that other peasant worked for five hours, grew coca, put two kilos in his backpack and came back walking. Those two kilos are worth \$5 million pesos. \$5 million versus \$140 thousand pesos, there's no competition.

Nothing you can do. This is a fight between a tiger and a tied-up donkey.

Public organization in the San de Fragua (Caqueta) Mayor's Office

7.9 Question 9: Contribution expected from CDLO to the Colombian Government's rural development strategy in the intervention territories

Baseline Question: What is CDLO's contribution to the rural development strategy formulated and under implementation by the Government of Colombia in the regions where CDLO will operate?

Medium Term Question: What is CDLO's contribution to the rural development strategy formulated and under implementation by the Government of Colombia in the regions where CDLO has intervened?

The geographical areas of CDLO are located in the region of coverage of the rural development strategy titled "Development Program with a Territorial Approach" (PDET, from the Spanish acronym), designed and executed during the 2014-2018 term. Within a period of 10 years, this strategy is seeking comprehensive transformation of the rural conditions of 16 sub-regions in the country, comprised of 170 municipalities which have been most affected by the armed conflict, poverty, illegal economies and institutional weakness (Annex 03). There are many similarities and complementarity between the focuses of PDET and CDLO. Both programs are framed within the most recent concept of rural development, which in addition, has been progressively gaining

importance in Colombia, conceiving the process with land focus and a comprehensive, multidimensional and systemic approach that considers all of the endogenous and exogenous factors of rural territories⁶⁸.

CDLO is a rural development activity that corresponds to a basic USAID strategy that seeks to assess the execution of comprehensive programs in rural development in a variety of regions in Colombia. The purpose of CDLO⁶⁹ is to strengthen the capabilities of the rural communities that have been affected by conflict, in order for them to be trustworthy and effective partners from the government and the private sector for the definition and implementation of comprehensive social and economic rural development activities (with emphasis on the reestablishment of social capital and the strengthening of community development) for the promotion of legal opportunities in the regions prioritized by the Government of Colombia for integral rural development. To that, CDLO has proposed four specific objectives: 1) strengthening community organizations and social capital; 2) providing goods and services of public and collective use; 3) fostering a positive economic environment; and 4) strengthening multilevel dialog mechanisms between the communities and the public and private institutions, and cooperation. In that regard, the purpose and design of CDLO adjusts both conceptually and methodologically, not only to the current views of rural development, but also to the most recent formulations of the public policy on rural development, in the medium and long term, made by the Government of Colombia⁷⁰.

PDET is a planning and management instrument designed by the Government of Colombia to implement the priority sectoral plans and programs set forth in point 1.3 of the "Final Agreement for Ending the Conflict and Building Stable and Long-Lasting Peace", entered into with FARC, which suggests the design and execution of National Plans for Comprehensive Rural Reform (PNRRI, from the Spanish acronym) which, in essence, include three major components: infrastructure (roads, irrigation, power and connectivity), social development (rural health, rural education, housing and potable water), and economic and agricultural development (incentives for a solidary and cooperative economy, technical assistance, subsidies for income generation and credit, marketing, rural labor formalization and social protection, associativity, and the system for progressive assurance of the right to nutrition)⁷¹. The program, which is underpinned by a participative strategy, has been structured under the following four components: social development, productive development, social structuring of rural property, and institutional land development.⁷²

As can be observed, there is a high degree of conceptual, strategic, and operational alignment between the CDLO design and the formulation of PDET and PNRRI. This concordance is expressed especially in that the CDLO activity is conceived as support and complementarity to the efforts of the national government and the local governments to ⁷³: i) reestablish the social capital weakened by decades of conflict and isolation, by generating confidence and promoting citizen participation in local affairs; ii) allow communities to proactively and positively plan their socio-economic

⁶⁸ IICA (2003), *El enfoque territorial del desarrollo rural*. Sepúlveda S., Rodríguez A., Echeverry R. y Portilla M. San José, Costa Rica; 180 p. ISBN 92-9039-580 X.

⁶⁹Section C, Annex 2 of USAID Assistance Contract No. 514-H-17-00002: Statement of the Work for CDLO Activity (2017).

⁷⁰ DNP (2015), *The Colombian Countryside: Un Camino Hacia El Bienestar y La Paz; Misión Para La Transformación del Campo Colombiano*. www.dnp.gov.co/programas/agricultura/paginas/mision-para-la-transformación-del-campo-colombiano.aspx

⁷¹Territory Renewal Agency, ART (2017), *Programa de Desarrollo con Enfoque Territorial, PDET*. www.renovacionterritorio.gov.co/especiales/especial_PDET

⁷² Penagos, A.; Barrera, C.; Umaña, M.; Bustamante, J. (2016). *Lineamientos Operativos para los Programas de Desarrollo con Enfoque Territorial*, Serie Documentos de Trabajo N° 207, RIMISP, Santiago de Chile.

⁷³ Annex 2, Ibid, Section C.2 Purpose.

development journey, working effectively with public and private sector entities, especially in the areas affected by the high presence of illicit crops, iii) allow the communities affected by conflict to take an active role in the implementation of response and design activities, supervision and monitoring of local and short-term development activities associated with peace building, illegal crop substitution and alternative development, and iv) establish links between the local communities and their local and national governments through social and economic activities, including efforts to reduce coca production and discouraging other illicit activities.

8. RESULTS FRAMEWORK ANALYSIS: RATES, CORRELATIONS MATRIX

The following chapter describes the general results of the rates created by CBS, which correspond to the CDLO results framework. Through the data exploration methodology, a more detailed look can be given to the rates in reviewing for consistency and relevance. Subsequently, their interrelationship with the other rates will be reviewed in order to see the situation in a more holistic manner.

8.1 Rates Analysis

The following are the descriptive statistics of the quantitative variables of the program's results framework. As can be observed, all of the rates are normalized between 0 and 1 (see formulas in Annex 4). The rates may be positive, where more is better; or negative, where more is worse. The negative variables are those relative to a perception of crime, displacement, extortion, illegal groups, homicide, landmines, the existence of illicit crops, and bribe.

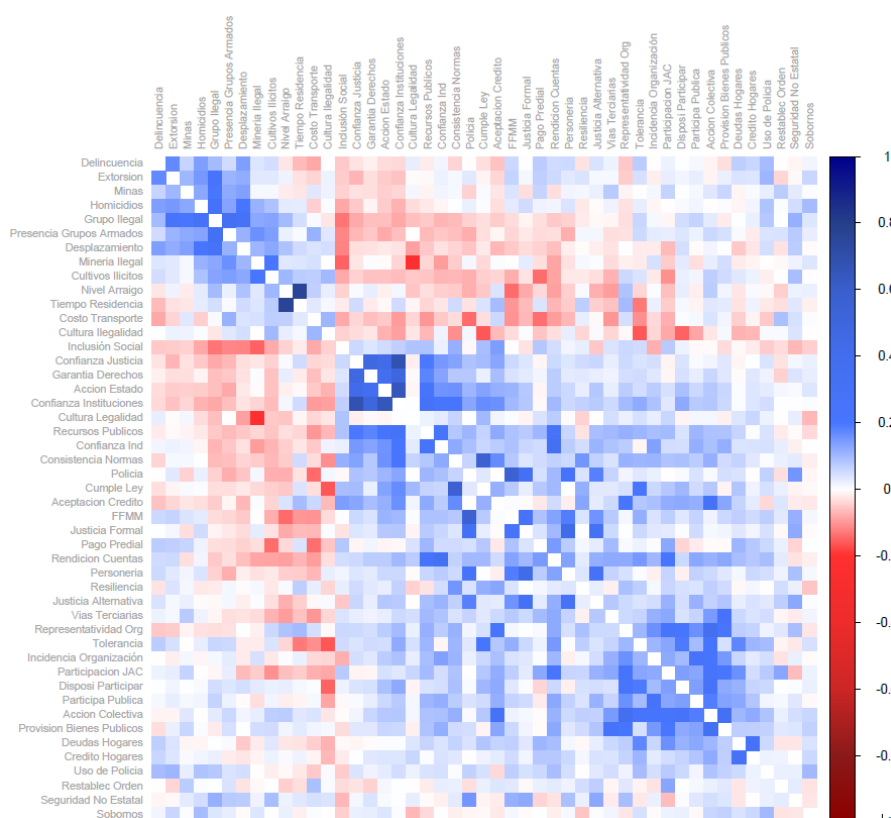
Table 12: Rate Results

	Min	1stQ	Std. Dev.	Mean	Median	3rdQ	Max
Acción Colectiva	0.00	0.33	0.32	0.62	0.67	1.00	1.00
Acción Estado Seguridad	0.00	0.10	0.28	0.35	0.35	0.60	1.00
Aceptación de Crédito	0.00	0.00	0.22	0.69	1.00	1.00	1.00
Atención Ciudadano	0.00	0.00	0.26	0.23	0.33	0.33	1.00
Confianza Individuos	0.00	0.00	0.32	0.34	0.33	0.67	1.00
Confianza Institucional	0.00	0.15	0.22	0.33	0.32	0.49	1.00
Confianza Justicia	0.00	0.00	0.29	0.28	0.20	0.40	1.00
Consistencia con Normas	0.00	0.33	0.34	0.49	0.33	0.67	1.00
Costo de transporte	0.00	0.03	0.11	0.10	0.06	0.12	1.00
Cultura de la Legalidad	0.00	0.56	0.16	0.66	0.67	0.67	1.00
Cumplimiento de Ley	0.00	0.33	0.38	0.54	0.33	1.00	1.00
Participación Asuntos Públicos	0.00	0.67	0.17	0.65	0.67	0.67	1.00
Garantía de Derechos	0.00	0.00	0.27	0.26	0.20	0.40	1.00
Crédito del Hogar	0.00	0.00	0.42	0.23	0.00	0.00	1.00
Deudas del Hogar	0.00	0.00	0.47	0.33	0.00	1.00	1.00
Incidencia Organizaciones	0.00	0.00	0.44	0.41	0.00	1.00	1.00
Inclusión Social	0.00	0.44	0.29	0.62	0.67	0.87	1.00
Delincuencia	0.00	0.00	0.41	0.22	0.00	0.00	1.00
Desplazamiento	0.00	0.00	0.34	0.14	0.00	0.00	1.00
Extorsión	0.00	0.00	0.27	0.08	0.00	0.00	1.00
Grupos Ilegales	0.00	0.00	0.42	0.23	0.00	0.00	1.00
Homicidio	0.00	0.00	0.32	0.11	0.00	0.00	1.00
Minas Antipersona	0.00	0.00	0.23	0.05	0.00	0.00	1.00
Mecanismo Orden	0.00	0.00	0.48	0.34	0.00	1.00	1.00
Nivel de Arraigo	0.00	0.41	0.34	0.74	1.00	1.00	1.00
Pago Predial	0.00	0.00	0.38	0.18	0.00	0.00	1.00
Participación JAC	0.00	0.00	0.40	0.42	0.50	0.83	1.00
Participación Pública	0.00	0.00	0.41	0.29	0.00	1.00	1.00
Existencia de cultivos ilícitos	0.00	0.00	0.48	0.41	0.00	1.00	1.00
Cultivar Ilícitos es Correcto	0.00	0.33	0.22	0.40	0.33	0.56	1.00
Manejo de Recursos	0.00	0.00	0.24	0.31	0.33	0.33	1.00
Existencia Minería Ilegal	0.00	0.00	0.30	0.10	0.00	0.00	1.00
Rendición de Cuentas	0.00	0.00	0.41	0.23	0.00	0.00	1.00
Mantenimiento Vías	0.00	0.00	0.50	0.46	0.00	1.00	1.00
Presencia Grupos Ilegales	0.00	0.00	0.32	0.32	0.33	0.67	1.00
Justicia Alternativa	0.00	0.00	0.34	0.13	0.00	0.00	1.00
Justicia Formal	0.00	0.00	0.31	0.11	0.00	0.00	1.00
Personería	0.00	0.00	0.40	0.20	0.00	0.00	1.00
Fuerzas Militares	0.00	0.00	0.47	0.33	0.00	1.00	1.00
Fuerzas no Estatales	0.00	0.00	0.29	0.09	0.00	0.00	1.00
Policía	0.00	0.00	0.43	0.25	0.00	1.00	1.00
Provisión Bienes Públicos	0.00	0.25	0.32	0.50	0.50	0.75	1.00
Representatividad Organizaciones	0.00	0.00	0.47	0.67	1.00	1.00	1.00
Resiliencia	0.00	0.56	0.22	0.71	0.67	0.89	1.00
Sobornos	0.00	0.00	0.14	0.02	0.00	0.00	1.00
Tiempo de Residencia	0.00	0.17	0.19	0.32	0.30	0.44	1.00
Tolerancia	0.00	0.36	0.28	0.61	0.64	0.82	1.00
Uso de Policía	0.00	0.00	0.24	0.06	0.00	0.00	1.00

8.2 CBS Rate Correlation Matrices

The correlation matrices or correlograms of the rates developed by CBS follow multivariate analysis techniques that allow you to explore the data. CBS recurs to these techniques in order to find patterns by using statistical and graphical analysis. The correlation matrices identify high and low correlations between variables (rates), and allow offering early intuitions of relations between them, according to the research hypotheses and questions. According to the methodology, the correlations matrix is built by following Spearman's correlation coefficient. If the correlation coefficient between rate X and rate Y takes the value of -1, it means the correlation is negative, therefore when one increases, the other decreases proportionally; when it takes the value 0, that means there is no correlation between the two rates (regardless how one behaves, the other will be independent), and when it takes the value of 1, it means the correlation is positive between them. While one grows, the other does the same, proportionally. CBS develops the correlograms analysis based on the rates built from the databases in the survey and uses two criteria (algorithms) for grouping rates, which provide two different types of analyses. The first correlogram shows a clear partition of the space between the rates with positive correlations (blue) and those with negative correlations (red). The color intensity corresponds to whether the correlation is high or low, where high is a more intense color.

Figure 26: Correlogram of CDLO Variables



Source: CDLO Survey Data

The Angular Order or Eigenvectors⁷⁴ grouping algorithm places the rates of crime, extortion, presence of landmines, homicide, illegal armed groups, displacement, illegal mining and illicit crops in the top left margin, as a group with high positive correlations. That is, wherever there is a presence of illicit crops, there is also a high perception of the presence of illegal armed groups, homicide and crime. Subsequently, the top central margin contains a second group of negative relationships between the variables of illegality and conflict against the variables of social inclusion and territorial governance. Crime, extortion, mines, homicide, illegal armed groups, displacement, illegal mining and illicit crops have a negative correlation with social inclusion, trust in the justice system, upholding of rights, government actions on security, trust in the institutions, culture of legality, management of public resources, presence of the police, and military forces.

An analysis example with two rates: where there is a higher perception of illicit crops there are low levels of social inclusion, trust in the public institutions, low presence of the police, etc. There is a third group of interesting variables (lower right quadrant) which is the positive relationship existing between the variables of territorial governance and those of social capital. Higher levels of trust between individuals, resilience and tolerance imply higher levels of law enforcement and consistent behavior in regard to the norms, collective action and participation in organizations suggest more rates on the levels of strong roots, accountability, willingness to participate in public affairs, perception of the guarantee of rights, trust in the institutions and justice.

A second grouping algorithm, First Principal Components,⁷⁵ places the rates as a function of the most dissimilar to the most similar, in a continuum that is useful for graphical analysis. It is worth mentioning that the group of territorial governance variables (trust in institutions, government actions on security, trust in the justice system, perception of the use of public resources) is on the opposite end of the culture of illegality, transportation costs, perception of illicit crops, presence of illegal armed groups, and displacements, among others.

It is important to highlight the following specific relations:

(a) The culture of illegality (that is, that illicit crops, illegal mining, and illegal carrying of weapons is well seen) is strongly accentuated in those households where the lack of regulatory consistency is perceived (where the people believe the communities behave against the law), low tolerance levels of groups from different towns or communities, low willingness to participate in public affairs, and a lack of credibility in the institutions.

(b) The role played by the transportation cost rate, which negatively and severely affects any effective action of territorial governance, and therefore, the variables of inclusion and social capital. The cost of transportation suggests an absence of the presence of the police in the territories, higher levels of intolerance, low levels of trust in the institutions, and tax payments. That is, isolation is a decisive factor in the CDLO relation.

(c) The perception of the presence of illicit crops is observed in places where there are low rates of property tax payment, accountability, presence of the military forces and the police, low

⁷⁴ AOE, angular order of the eigenvectors. Package corrplot in R (Annex 29: Analysis Codes in R) Taiyun Wei and Viliam Simko (2017). R package "corrplot": Visualization of a Correlation Matrix (Version 0.84). Available from <https://github.com/taiyun/corrplot>

⁷⁵ FPC, First Principal Component. Package corrplot in R (Annex 29: Analysis Codes in R). Taiyun Wei and Viliam Simko (2017). R package "corrplot": Visualization of a Correlation Matrix (Version 0.84). Available from <https://github.com/taiyun/corrplot>

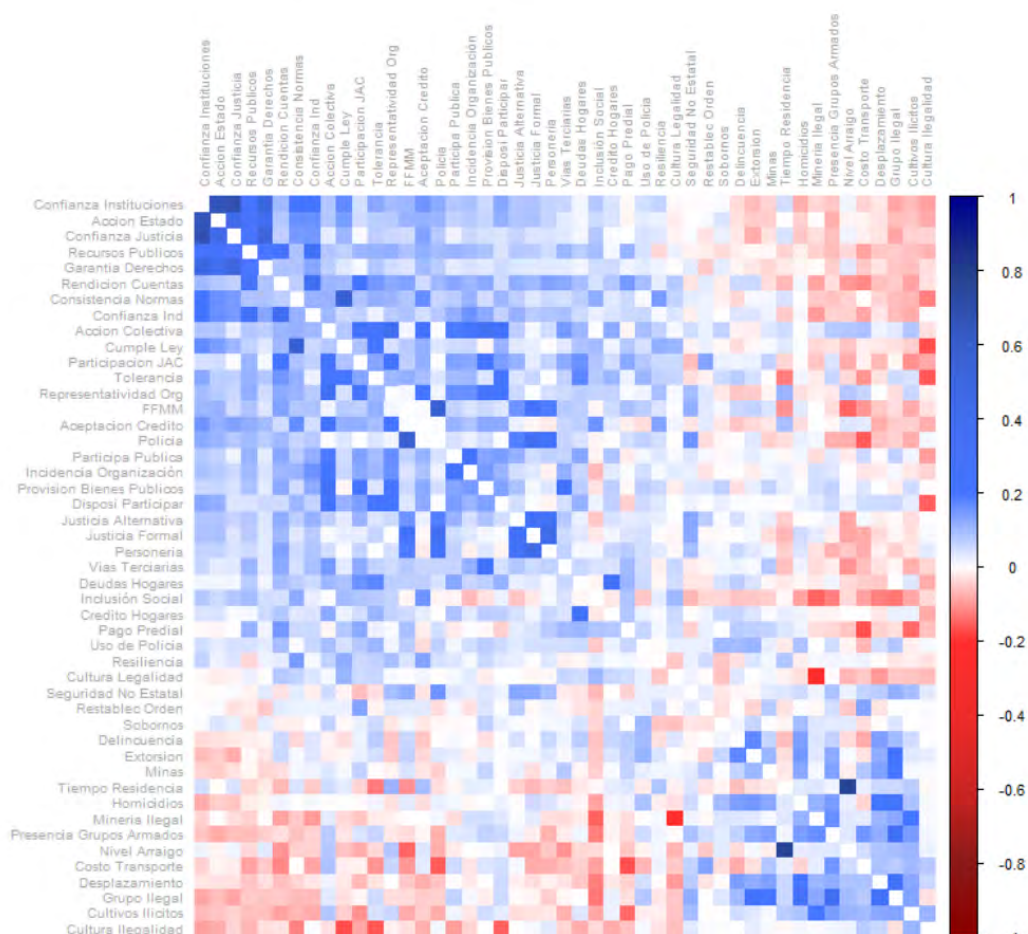
participation in Community Action Boards, and it is positively correlated with the high rates of perception of illegal mining, the presence of illegal armed groups, and conflict variables.

(d) The variables and existence of illegal armed groups are tied to the profits generated by illicit crops, illegal mining, and extortion, and in turn they reveal the effects of violence in terms of homicide, displacements, crime, and landmines.

(e) The low levels of social inclusion are highly and negatively correlated with the variables of violence, the culture of illegality and citizen security. This variable seems to be highly sensitive and a determining factor in the CDLO process.

Conversely, (f) the rates of collective action are functional in both directions in terms of the provision of public goods, public participation and participation in organizations, but also seem to be functional (to a lesser extent) in terms of criminal actions.

Figure 27: Correlogram of CDLO Variables



Source: CDLO Survey Data

(g) Police presence variables are highly correlated to the presence of military forces and, in turn, to the presence of official representatives and formal justice, and the perception of government actions on security.

Lastly, (h) there is a virtuous cycle seen between the variables of social capital (trust in individuals, collective action, consistency with the standards, and law enforcement), which provides a positive correlation with the variables of territorial governance (presence of the police, formal and alternative justice, official representatives, willingness to participate in public affairs) and social inclusion.

9. CLUSTER ANALYSIS

Given the strong territorial focus of the CDLO strategy, a multivariate analysis method was developed to allow for grouping object sets (variables) such that the groups (municipalities) of the same group (clusters) are more similar than objects that are in other groups. The advantage of this technique is derived from its intuitive and descriptive properties. Cluster analysis, also known as data segmentation, seeks to organize data under natural hierarchical orders.

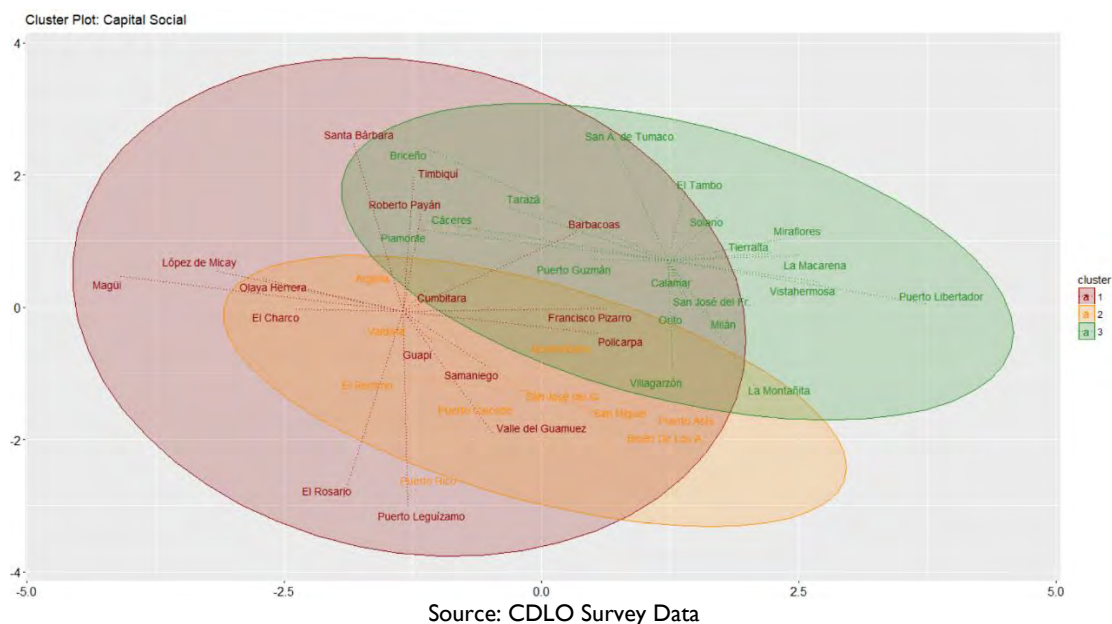
The suggested hypothesis is to what extent the objects (rates) show geographical differences, or even deeper, what elements show regional grouping, and which present similar behaviors through the municipal geographical units (Annex 03). The notion of cluster analysis is to group members with short distances between them into the same cluster, placing dense areas in the space for data, intervals, or specific distributions.

CBS uses two criteria for cluster analysis: the first is thematic and is supported by the set of rates organized by CDLO objective (Annex 02). Objective no. 1 for example: social capital and community organizations contain variables of legality, collective action, etc. The second criterion is geographic and corresponds to the set of 45 municipalities under the program. As stated by the methodology, permutations will be done until reaching a number of three clusters. These three allow for better intuition by the analyst, insofar as it allows to form three spaces; best, neutral and worst. This enables intuitive location between the two opposing sets of data and one in the center which shares characteristics of both (Annex 26: Outputs in R from Cluster Analysis).

9.1 Objective 1: Community Organizations and Social Capital.

The set of rates taken was from resilience, trust in individuals, tolerance, compliance with the law, culture of legality, consistency with the standards, participation in Community Action Boards, collective action and organization representativeness. The main municipalities representing group 1 are, in order, Barbacoas, Magui, Santa Barbara, Lopez de Micay, and Puerto Leguizamo (Annex 26). This group is characterized by having low rates in Community Action Board participation, tolerance, low culture of legality, low levels of compliance with the laws and they feel underrepresented by the leaders.

Figure 28: Regional Analysis - Social Capital



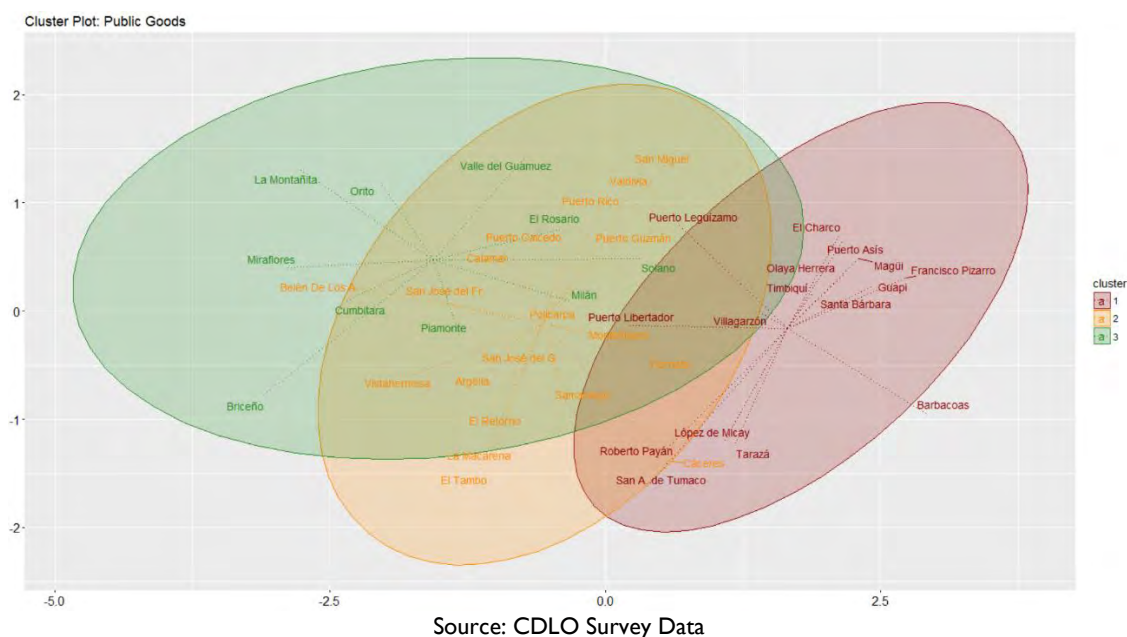
Conversely, there are multiple municipalities in group 2, the most significant ones being El Retorno, Puerto Rico, Belen de los Andaquies, Valdivia and Argelia. This group is distinguished by low resilience rates, as well as the representation of organizations over the community's interests, low levels of trust between individuals and an incipient culture of legality.

Lastly, there are municipalities in group 3, where the most significant are Puerto Libertador, Briceño, Tumaco, La Macarena and Tierralta. A common factor for these municipalities is the high participation rates in Community Action Boards, organization representation, high collective action rates, trust in individuals, good behavior regarding rules and upholding the law.

9.2 Objective 2: Goods and Services for Public and Collective Use

The set of rates taken for this cluster were those of the supply of public goods, tertiary road maintenance, accountability and citizen services. The main municipalities for group 1 in order are Santa Barbara, Barbacoas, Magui, Guapi, and Lopez de Micay, and they are characterized for having a very low perception of tertiary road maintenance, as well as accountability and citizen services, and the supply of public goods. The second group is led by Caceres, San Miguel, Tumaco, Tierralta and Montelibano. The third group is led by La Montañita, Briceño, Belen de los Andaquies, Orito and Miraflores. This group is characterized for a high perception of accountability, tertiary road maintenance, high levels of citizen services and supply of public goods.

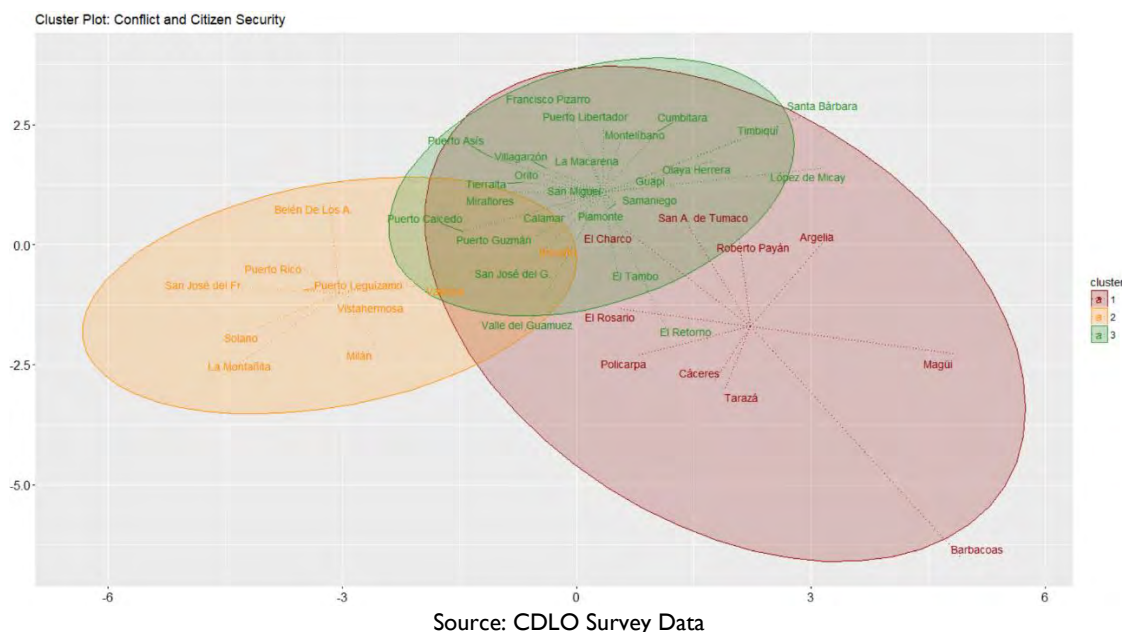
Figure 29: Regional Analysis - Provision of Public Goods



9.3 Objective 3: Economic Growth: Regional Conditions.

The set of rates considered for this cluster were crime, displacement, extortion, the presence of illegal armed groups, and other non-government forces, homicide, the presence of landmines, police presence, military forces, the community's perception on government actions regarding security, the presence of formal justice, alternative justice, the presence of official representatives, the use of formal mechanisms for the reestablishment of peace in serious situations and the use of police. The main municipalities leading group 1 are Barbacoas, Magüi, Policarpa, Caceres, Argelia. This group is known for having a high perception of illegal mining, a high perception of insecurity and the presence of illegal armed groups, a high perception of crimes such as homicide, displacement, and a high perception of the presence of illicit crops. Group 2 is led by Montelibano, Santa Barbara, Puerto Libertador, El Retorno and Francisco Pizarro, where there is a low perception of police presence, high insecurity and presence of illegal armed groups, high degrees of extortion, homicide, displacement and illicit crops, and a low presence of formal justice, official representatives, and alternative justice. Group 3 is led by Solano, San Jose del Fragua, La Montañita, Puerto Leguizamo, and Puerto Rico; they are distinguished mainly by a low perception of illicit crops in the region, as well as a high presence of police and military forces, the presence of official representatives, formal and alternative justice, a good level of proactivity of the government's actions on security, and a high level of use of the police.

Figure 30: Regional Analysis - conditions for economic growth

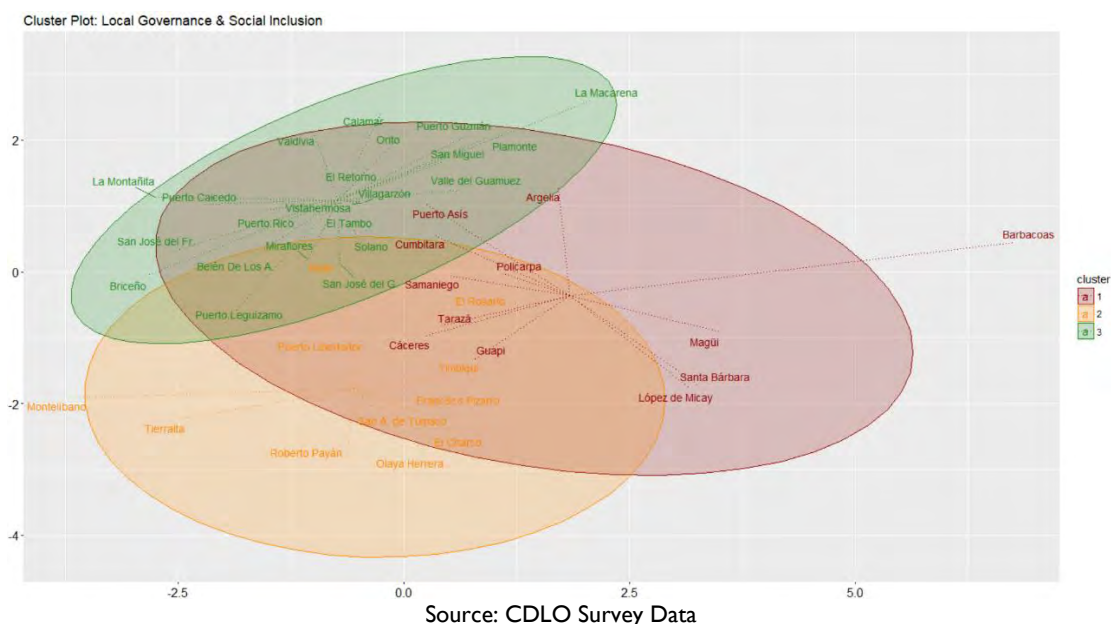


9.4 Objective 4: Social Inclusion and Governance.

The rates taken into consideration for this goal were the level of territorial roots, property tax payment, willingness to participate in public affairs, incidence of the organizations, honesty in the management of public resources, bribe levels, guarantee of their rights, trust in the institutions, trust in the justice system and the rate of social inclusion. The first cluster is led by Barbacoas, Lopez de Micay, Magui, Santa Barbara and Olaya Herrera. The rates that distinguish them are the high levels of attachment to their social roots, and the low perception of the management of public resources by the authorities, the low rates of property tax payment, the low levels of social inclusion and the organizations' capacity to influence.

Conversely, the second cluster led by Montelibano, Puerto Asis, Miraflores, Piamonte, and La Macarena, distinguishes itself mainly for the low levels of attachment to their roots. Lastly the third cluster led by Puerto Caicedo, La Montañita, Briceño, Valdivia and El Retorno, municipalities that share high rates of property tax payment and a good perception of the management of public resources; the inhabitants believe that their organizations have an impact on public decisions and have low levels of attachment to their roots.

Figure 31: Regional Analysis - Social Inclusion and Governance



In conclusion, the cluster analysis shows three important aspects: the first is that the municipalities are grouped by sub-regions constantly throughout the metrics, sharing a set of social, economic, geographic, and demographic phenomena that identify them as common. The second is that those showing low levels on these rates are consistent with the four objectives (analysis dimensions), and those in a better situation are there due to the various objectives. The Pacific Coast of Nariño and Cauca leads in the municipalities where the various analyses by dimensions (goals) show a more serious situation. The municipalities in the Central and Southern Caqueta region are consistently showing positive behavior in their rates. The regions of Southern Cordoba, Lower Cauca Antioqueño, Macarena, Guaviare, and Putumayo are clearly not the extreme municipalities in terms of conditions, like those on the pacific coast, and they show heterogeneity in their behavior; they have some rates where they stand out, and others where they show low levels. The third is that there are some municipalities that behave very differently from their regional neighbors and can be interpreted as outliers. For example, on issues of social capital, San Andres de Tumaco appears in the set of municipalities that show better performance in the indicators for social capital and community organization, while its geographic neighbors on the Pacific coast of Nariño and Cauca have the lowest rates.

10. ANSWER TO THE DEVELOPMENT HYPOTHESIS

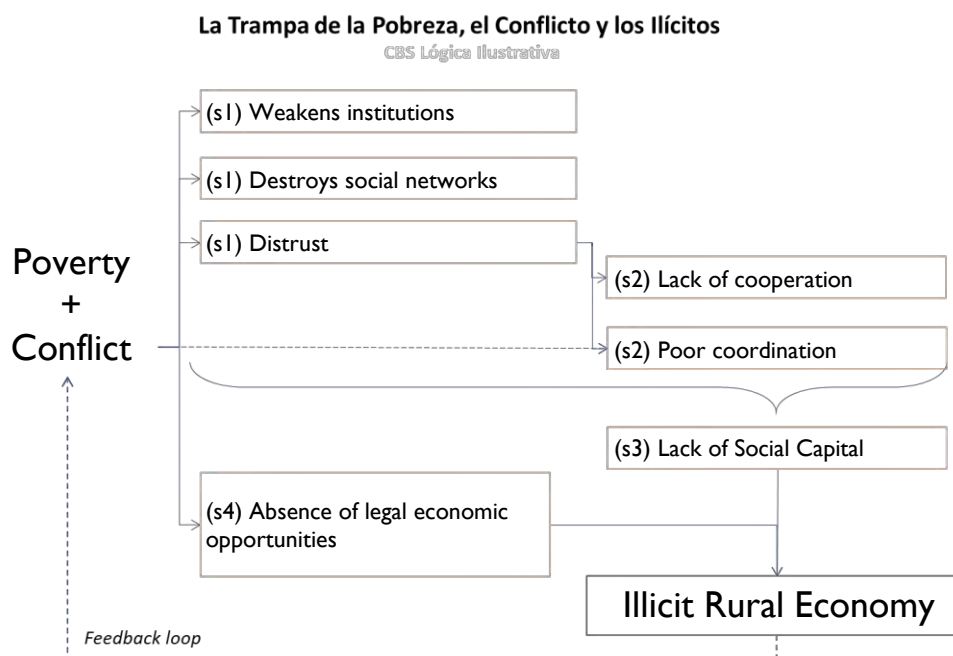
The development hypothesis of the CDLO program states that: “**IF** the communities affected by the armed conflict are strengthened and empowered such that they become reliable allies in implementing alternative and rural development solutions, **THEN** this will improve the conditions for inclusive economic and social-rural development, **AND** will improve the quality of life and opportunities in the former conflict zones, which will in turn provide better foundations for sustainable and lasting peace.”⁷⁶

The following paragraph explains the transmission mechanisms of the development hypothesis in which the CDLO Program is circumscribed: "the armed conflict damages trust between communities, destroys social networks, and weakens the existing institutions (s1). The communities inhabiting the regions affected by conflict lack social networks and standards of trust to facilitate the coordination and cooperation that will allow them to achieve common goals and mutual benefits (s2). Thus, building social capital is a key component in achieving social, community, and economic development in post-conflict community scenarios. In the affected regions, the lack of social capital is a reflection of the armed conflict (s3), as well as the weak presence of a government that struggles in supplying basic services and legal economic opportunities (s4). The latter feeds an illicit rural economy, particularly illicit drugs and their entire production chain (growing, producing, and trafficking) (s5). These chains of events are destructively strengthened, contributing to the perpetuity of conflict and poverty (s6)."⁷⁷ This set of premises is interconnected and provides priceless input to disclose the intrinsic causal mechanisms (e.g. this may be seen under the light of propositional logic of form: $p \rightarrow q$)

⁷⁶ USAID / CDLO (2017), Draft Activity Monitoring, Evaluation, and Learning Plan – AMELP, Tetra Tech.

⁷⁷ Ibid.

Figure 32: Development Hypothesis



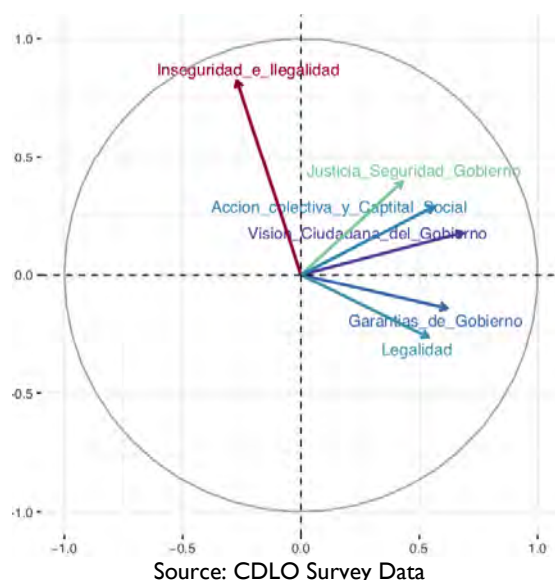
Given the set of CBS variables, a hierarchical analysis was conducted on the basis of a PCA, which includes all of the previously created analytical tasks in order to create groups of variables that would help provide sense to the question and remove the variables that would not help answer it. From this initial analysis, five groups of variables are chosen given the respective momentum (Annex 27). Given the previously derived groups, the dimensions are named based on the vectors they contain:

Table 13: Rates and Dimensions of the Development Hypothesis

Group	Dimension name	Associated rates
1	Insecurity and Illegality	Perception of the existence of illicit crops, perception of the existence of illegal mining, perception of illegality of the crops, presence of non-government security, common crime, displacement, extortion, presence of illegal armed groups, homicide, landmines.
2	Government Assurances	Trust in the institutions, assurance of rights, government actions on security and trust in the justice system.
3	Government Security Justice	Presence of mechanisms for alternative justice, the presence of formal justice, presence of official representatives, military forces and police.
4	Legality	Rate of law enforcement, consistency in actions with the norms, culture of legality and social inclusion.
5	Citizen View of the Government	Rate of citizen services, perception of the management of public resources, accountability and tertiary road maintenance.
6	Social Capital	Rate of collective actions, supply of public goods, representation of the organizations, rate of tolerance, rate of resilience, rate of participation in Community Action Boards, trust in the individuals and willingness to participate in public affairs.

Lastly, each group is treated as a single dimension, which is introduced as one in ACP, which will provide an answer to the final hypothesis as shown in Annex 27. This analysis provides for two conclusions to the development hypothesis: as shown in the correlograms and by more sophisticated analyses, the effects of the conflict and insecurity have a strong influence on the social capital variables, government assurance, legality, and the collective vision of the territory. The projection of the conflict vector in the circle below shows the strength and relevance of this set of variables compared to all others. The signs of the conflict variables are NEGATIVE while all the others have a POSITIVE sign. Consequently, the conflict dimension is the negative trigger of a set of variables of social capital, community organization, government presence (service coverage and quality), culture of legality, trust in the institutions.

Figure 33: Main Components Analysis of the Development Hypothesis



This figure shows that we have a set of dimensions represented by vectors that are oriented to the right, toward the same direction. This means that there is a direct relationship between the five dimensions of legality, government assurances, the civic vision of the territory, collective action and social capital, and justice. This direct relationship means that while one increases, the other four have the possibility of increasing in the same direction. It must be noted that this analysis does not imply causality because there is no predetermined formal model being tested. The vectors project well in space, which is interpreted as their importance or explanatory capacity; small arrows would indicate that they are variables that are not well represented by that space. Conversely, the vectors are distributed somewhat homogeneously in space, which suggests that they are not the same variable or linear dependence. Although their relationship is positive, dispersion in space implies redundancy; each vector does not repeat the other's information. Closer vectors such as government assurances and legality seem to have a closer direct relationship. Collective action and citizen vision of the territory are another group that shares a strong direct relationship.

The point that stands out the most in this model is the vector of insecurity and illegality that is pointed in a different direction from all the others. This implies a negative relationship in most cases; that is, while the conditions of legality or government assurances increase, the conditions of insecurity and illegality decrease. It is very interesting that the vector of insecurity has a significant projection. This means that this dimension provides good variability to the model; it is a relevant dimension.

II. DASHBOARD

In this section, CBS adds the rates at municipal level, offering a single piece of data that represents the level of the variable (rate) for each municipality. Following the same color pattern and given that all of the rates are between zero and one, they may be standardized in the sense that the color marks the extreme negative point and the blue the extreme positive point. This allows for presenting all of the rates in order by goal, and aggregated by municipality, according to the region. Annex 25 contains a rates analysis by geographical unit, which provides CDLO with synthetic and comparative information for decision making based on the program. The Dashboard derived from this analysis is a managerial tool that allows the program to analyze program strengths, weaknesses, and challenges in its territories, according to the variables of interest. The columns are municipalities that are aggregated by sub-regions and regions. The rows contain the variables in order according to CDLO goals, dimensions, categories, and variables. To the left is the Central region with 12 municipalities, then the Northern region with 7, and the Southern region with 26 municipalities. This indicates that the data from the CDLO universe will have a large influence on the data in the southwest; the northern region has a little over one fourth of the municipalities of the southern region.

The dashboard allows for visualizing the various differences and similarities between the regions, while respecting the general pattern; the southern region (especially the sub-regions of the pacific coast and the Nariño and Cauca mountain range) more affected by the variables of conflict and citizen security, although with higher levels of attachment to their roots. The perception of illegal mining is almost nonexistent in the center region, while it is much higher in the northwestern area and in some municipalities of the pacific coast. Property tax payment rates clearly show very low levels in the Pacific Coast of Nariño.

Furthermore, the profiles in the sub-regions can be perceived. This perhaps indicates that there are common characteristics and they share certain behavioral patterns and environmental conditions that make them unique. For example, in the Central region there is a clear distinction between central and southern Caqueta, and the Macarena and Guaviare area. The differences in the northwestern region are clear between the lower Cauca Antioqueño and southern Cordoba. These differences are in the variables of security, the presence of justice, and the police, with the lowest being in southern Cordoba. The southwestern region shows a difference between the Pacific Coast of Nariño and Cauca, and the region of Putumayo on the border with Ecuador.

12. CONCLUSIONS AND RECOMMENDATIONS

The conclusions of the study are an abstraction of the evidence collected under the CDLO theory of change. The recommendations are based on the reading and the use of the information (Annex 31). The study uses the rural population of 45 municipalities in Colombia, where the conditions of poverty, deprivation, and vulnerability are extreme in terms of low government presence, the intensity of the armed conflict, the presence of illicit crops, and extreme multidimensional and monetary poverty. The study draws on some aspects of social capital, community organization, the economic landscape, and inclusion and governance in the territory.

The biophysical and cultural conditions of the regions make them very specific in their socio-demographic, political, economic, and psychological variables. The regional and sub-regional differences are key in understanding the situation and explaining the logic of operating in the communities. In general terms, the sub-region of the Pacific coast of Nariño and Cauca has very high levels of vulnerability, given its basic living conditions and the impact of the conflict.

12.1 Conclusions

The CDLO critical assumptions are confirmed in the sense that their variables show extreme levels that are below than the national averages or even the national rural averages when the data are available.

- Government presence in these regions has been very poor and is made evident by the lack of public utilities, low education levels, household access routes, and the low presence of public authorities (police, official representatives). These municipalities are classified as the lowest group according to the National Planning Department, and have serious shortcomings in mobilizing resources, zoning, and providing basic services.
- These territories have suffered from the effects of violence in previous decades. This is reflected in the high number of criminals arrested, people killed in combat, displacements, murders, and intra-family violence. The presence of illicit crops and illegal activities adds a security risk to communities, because these economies go together with non-government security organizations.
- CDLO municipalities host 70% of the coca crops in the country. In terms of the regional economic environment, this study looked into the market volume that this illicit economy represents as a benchmark (opportunity cost). As mentioned above, CBS performed calculations on the value chain of illicit crops (leaf, paste, base, hydrochloride) using the values and parameters provided by SIMCI (2016). Every hectare produces an average of 14 million pesos per year in coca paste, which constitutes a significant opportunity cost for households. These illegal economies have a very strong economic and financial impact. For example, in a municipality with a small number of hectares for coca, such as Argelia (Cauca) with around 1,000 hectares, the annual production value in coca paste is around \$5.3 million dollars. Meanwhile, the average annual budget for this municipality according to the General Participation System is around \$2.5 million dollars.
- The multidimensional poverty conditions are extreme. The depth and severity of poverty are much higher in these parts of the country. The CDLO program is working in the places

where the poorest households are located, in the country's poorest population. This has serious effects on the community in terms of the unfulfilled basic conditions prevalent throughout most of the community. According to the parameters established by the Government of Colombia for defining poverty, households do not have the minimum housing conditions in terms of access to sources of improved water, the elimination of human waste, and the conditions of the walls and floors. The conditions in which health and education services are provided are lagging in terms of the quality and coverage of basic services.

- Income conditions are precarious and transportation costs are absolutely high. Household economic possibilities are limited, mainly due to the fact that the agrarian economies that operate in this region are non-competitive compared to local and national markets. The biggest obstacle for competitiveness is in the cost of access and transportation from households to the population centers. Families receive an average of \$786,000 per month per household, where the average number of economically active people is 2.7. This yields a monthly income per person of \$281,250. This amount must cover the cost of health, education, maintenance, savings, and project investments. Since the average cost to travel round-trip to the municipal seat is approximately \$30,000 per person, the amount for a single trip to the municipal seat is 11% of the monthly income.

The CDLO program focuses on four key aspects: (1) social capital, (2) community organization for providing services, (3) the economic landscape, and (4) territorial governance and inclusion.

- In terms of social capital, consistently low levels of trust in the CDLO regions were observed. People trust one out of every three people. The low trust levels affect any kind of subsequent social interaction, be it economic, social, or cultural. The levels of cooperation seen in collective actions are somewhat higher (62% of heads of households say they are willing to collaborate in joint actions with members of their communities). The communities organize to solve common, vital problems. These opposing values between low levels of trust and high levels of collective action are what may explain why participation is sporadic and passive in community organizations. Resilience levels are high, inherent to the people who have undergone difficult situations and have nevertheless overcome them, to make sense of the world and have the psychological sanity to face the future.
- The high willingness to engage in public matters contrasts with a low quality due to their lack of continuity over time. Although people say they have a high willingness to participate, it is sporadic and weak. This translates into organizations with high incidence and credibility in the territory, with strong community bases. However, their ability to convene and manage large projects is limited. People have high credibility in their community leaders and representatives. Sixty-seven percent of heads of households feel that their organizations represent them. As mentioned above, the key organization par excellence in the territory is the Community Action Board, followed by the Parents Association and sports, cultural and women's organizations. The importance of the Indigenous Councils and Community Councils must be emphasized as a key player in collective territories. Social organization has a local agenda that revolves mainly around resolving basic life issues, roads, and public goods or services.
- The economic landscape is strongly determined by two factors: the level of isolation in which the communities live, and the presence of armed actors outside the government, who place economic and property rights at risk, and also the fundamental rights of life and personal

integrity. First, isolation, which constitutes a cost associated with all stakeholders, limiting operations in the region. It affects family household economies, given that the cost for a person to commute from their home to the town center represents approximately 10% of their income, therefore the household must carefully choose the investment of going out. It strongly affects the ability of public officials and government institutions to commute and provide public services, including police, public defenders, prosecutors, and the whole network of public servants. Conversely, the presence of illegal armed groups places the rights of citizens at risk regarding their security, physical integrity, and property. For these actors, isolation is actually a comparative advantage that they use to impose rules that are very different from the formal, constitutional ones. Because of their profitability, illegal economies provide the resources needed to maintain the high costs of commuting and operation in these areas. Security conditions are a decisive factor in establishing an environment for investment and development. If security conditions do not improve, private investment will not be attracted.

- On land governance and inclusion, the relationship between the government and the community is marked by history. The high levels of distrust in institutions are due mainly to their absence, or the lack of interest, quality, and effective services. The low rates of police use contrast with the high rates of the use of Community Action Boards as a mechanism for conflict resolution. This is indicative of the lack of police effectiveness in fulfilling its mission, and the communities' pragmatic solution in the absence of a service. The communities' experience with rural development programs that have been executed in the territories has been predominantly negative. According to the people surveyed, the difficulties in these programs are a result of the scarce interconnection between organizations and entities, corruption at every level, and the lack of community participation in their design and planning. In many cases, the communities benefiting from rural development programs say they feel used by the entities and organizations, because they are not allowed to be active subjects of their own development, and their engagement in the programs is limited to receiving consumables and training for planting non-traditional products; they have no productive vocation in the regions, or no commercial possibilities. In summary, the communities have become the main characters and spectators of one failure after another. The recommendations made by the CDLO survey respondents are: social infrastructure investment, leveraging and continuity for the processes being carried out in the territories, and community participation in decision making.

Overall, the statistical analyses match the qualitative evidence and provide certainty on two important aspects. The first is that the assumptions determine the program's conditions: (a) poverty determines the level of social capital and the economic landscape; (b) the economic landscape imposes very high costs in transportation and production, and market prices are not competitive because they compete for price in a market economy; (c) illegal economies always come in with their own security apparatus to the regions, and therefore increase the levels of conflict. The second aspect is that regional dynamics impose each territory's own logic, which allows for determining local heterogeneity, suggesting a differential strategy for the program.

The negative correlation between variables of conflict and social capital is evident. The higher the levels of conflict (homicide, the presence of illegal armed groups, extortion) the lower the levels of social capital (trust, collective action, willingness to engage in public matters). That same correlation remains for the variables of conflict and social-community organization, affecting participation in organizations and undermining organization representation with their associates. Lastly, the conflict

causes a negative effect on government presence (the presence of the police, official representatives, the existence of formal justice institutions or conflict resolution alternatives).

There is a surprisingly positive relationship between the variables of social capital, social and community organizations, government presence, and good governance. These conclusions basically confirm the underlying relationships in the development hypothesis. There is a virtuous circle between social capital, social and community organizations, institutional presence, inclusion, and territorial governance.

12.2 Recommendations

The general recommendations from the CBS study seek to guide programmatic intervention based on optimizing scarce resources while facing monumental challenges.

- **Strengthening engagement with entities.** It is important to improve a relationship that has historically been weak, and in many cases, extractive. Enhancing trust in institutions depends directly on the quality public services provided and the effective assurance of citizen rights. The Government of Colombia must cover the entire territory and provide the communities with services so that citizens have the facts, tools, and channels to resolve their basic issues. The qualitative research of this study shows the hope in communities for a government that guides the development processes and provides assistance in ensuring their fundamental rights, and they also hint at the fear that the future causes regarding the possible setbacks that institutions may have.
- **Harnessing strengths.** There is a base in the territories that is incipient in terms of it being a basic administration organization, but very solid in social and geographic governance terms. Households in general show a high willingness to engage in public affairs and are very active in managing their own solutions. The poverty conditions may turn this strength into a weakness given that, if the development program is not attuned to its territorial counterpart, the hunt for fresh cooperation resources may lead the communities to break ties and show non-cooperative behavior that is highly undesirable in any intervention.
- **The local development agendas are simple, and mandatory pathways.** They represent a natural progression in establishing modern governments and are almost a prerequisite for the following: Security and Legality, Government Presence and Rights Assurance, Basic Unfulfilled Needs, Trust and Cooperation, Local Governance, and a Collective Vision of the Land. The government cannot send representatives or officials to areas where the conflict is very intense. The first security condition must be provided so that others can operate. Developing a vigorous economy starts by having basic needs covered such as potable water, electric power, and adequate means for waste disposal. Any investment in economic development without these basic conditions will be severely hindered.
- **Risk Zones: Pacific Coast of Nariño and Cauca.** The municipalities in the pacific coast of the departments of Nariño and Cauca have low figures in the variables for living conditions, social capital, and social inclusion. In turn, they are the ones that show the highest rates of conflict effects and the absence of government institutions. In this region, the market's economic balance makes it difficult for legality. Norte de Santander and the Catatumbo

region are very high-risk areas. So much so, that the study was forced to cancel its operations on the ground in this area. The security conditions are serious and will determine the possibilities of any operation.

- This study provides a tool that summarizes the baseline in a Dashboard. This dashboard allows for visualizing the key context variables and program results so decision makers can perform dynamic resource optimization, given the enormous time, financial, and operating restrictions.

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