EXECUTIVE REPORT

December 2013

National Meeting on Alternative Development (ENDA)

Directorate of Programs Against Illicit Crops (DPCI)

San Juan de Pasto, Nariño
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Memoirs of the National Meeting on Alternative Development

Recommendations and considerations

Glossary
President Juan Manuel Santos’ administration has implemented the National Policy for Territorial Consolidation and Reconstruction (PNCRT, by its Spanish acronym) with the purpose of reinforcing the state’s presence in territories where it has been historically low and few guarantees for exercising the freedoms and constitutional rights of their inhabitants exist. In order to execute this policy, the Administrative Unit for Territorial Consolidation (UACT) was created through Decree No. 4161 of 2011. The newly created institution is ascribed to the Administrative Department for Social Prosperity (DPS), which leads the Social Inclusion and Reconciliation Area. In regions that have been defined as priority by the central government, the UACT has been undertaking an articulate process aimed at achieving territorial institutionalization, civic engagement, good governance and the integration of said regions to the political, economic, social and institutional dynamics of the rest of the country.

Our Consolidation Policy, as you know, is an orderly, sequential, articulated and clear response of the state in the territories that for decades suffered from a lack or weak institutional presence and deep regional imbalances, which generated impregnable bastions of violence and insecurity that constituted nodal points of the armed conflict in the country. For the national government, these territories are strategic areas for the future of Colombia as they hold valuable natural resources and play an important role in the country’s development. The 9 consolidation areas comprise 14% of the country’s total natural forest (8,873,689 hectares), 21% of Colombia’s Natural National Parks are located in these areas. In addition, 8.9% of the total area of national Forest Reserves, approximately 1.5 million hectares, lies in consolidation municipalities. Similarly, our 9 municipalities sustain 45% of gold production (2012). These data, among others, clearly show the potential and importance of our territories.
The arrival of the projects has brought changes in the people’s quality of life, generating trust. This enables us to expand the horizon of legitimacy of the Colombian state in order to get tangible solutions to the problems of our targeted municipalities. Each implemented project is a beacon of hope for our communities when compared to the darkness and violence proposed repetitively by the illegal armed groups.

The national government, demonstrating the importance of the Consolidation Policy, made an unprecedented effort an invested in 2012 nearly 2 trillion COP in the 51 prioritized municipalities; this implies an investment increase of over 300% compared to year 2011.

Parallel to this effort, the Consolidation Unit has invested 34 billion in Rapid Response Program projects. These projects have been prioritized by the communities themselves, seeking to be effective in the execution of the work itself, but specially in listening to the needs and aspiration of the beneficiaries. Likewise, the regional offices have established commitments with the mayors and governors exceeding 250 billion COP. International cooperation resources have also been important. USAID has supported our projects with more than 75 billion COP, an enormous support to trust building and enhancing public resources.

This shows a dynamic and continuous work of our team that has enabled us to meet our goals. We have mobilized over 2.5 COP of all our funding sources. Even so, the needs of these territories are vast and the work of Consolidation must continue in order to institutionalize the territories, integrating them to the political, social and economic conditions of the country, and promoting citizen participation and local governance that allows us to achieve future sustainability.

The challenges are infinite and must be overcome with strategic criteria, keeping in mind that our focus is territorial and that the most important mission of our policy is to achieve Rights to Territories and Territories with Rights.

To do this, I would like to refer to three points which I think are important to meet future challenges for PNCRT and PCI:

1. Always remember that we are a TEAM OF TEAMS, that the secret to success lies in a good inter-agency coordination, where we all recognize our capabilities and become complementary to each other.
2. We must keep in mind that the STATE MUST BE VISIBLE in order to proceed on the construction of trust and legitimacy between the population and the state, promoting a natural culture of legality in our regions.
3. Assert that this policy DOES NOT TRY TO REPLACE THE STATE, on the contrary, it look forward to articulate it, so each institution assumes its responsibilities in the targeted territories, promoting differentiated public policies according to the needs of the population.

For Consolidation Unit, UNODC is a central and strategic partner; working hand to hand and articulately we will achieve to re-establish the regional imbalances that led to the foundation of these territories as nodal points of conflict. The effective presence of the state DOES NOT NEED TO BE NEGOTIATED, it needs to be applied.

With the aim of achieving territorial consolidation, the UACT seeks to attain and/or maintain illicit crop-free territories by carrying out transition plans and community projects through the **Direction of Programs against Illicit Crops (DPCI)**. Also, the DPCI is in charge of implementing programs for manual crop eradication as well as alternative development projects in the target territories, which are selected by the PNCRT according to a series of criteria, guidelines and resource availability defined by the central government. Territorial consolidation and reconstruction is conceived as an articulate process for the mobilization and permanent rooting of the state's institutionality in those regions that historically have had a greater occurrence of armed groups, organized crime and illicit crops.

The national-level span of the alternative development strategies, namely Forest Warden Families and Productive Projects, allows for DPCI’s interventions to be adjusted to those economic, social and environmental circumstances of each targeted territory that would permit income generation among targeted communities. Through these programs, the central government has reached more than 150,000 families throughout the country, obtaining important results that will be highlighted in this document.

The National Meeting on Alternative Development (ENDA) takes place within the framework laid out by the programs against illicit crops and PNCRT. It is a space for the central government to share and be accountable for the progress and achievements regarding its work -through UACT programs- in the communities and territories affected by illicit crops. In addition, ENDA allows for engaging in a constructive dialogue between the government, private and public stakeholders, cooperation agencies and, above all, targeted communities, on the most relevant aspects of alternative development and the ways in which it can improve the integral assistance to those communities whose territories have been affected by illicit crops.
As part of this multi-actor dialogue, an assessment of the perception that beneficiaries have of the programs is conducted; following an agenda that addresses interests shared by all participants and includes accountability on the actions undertaken.

For the perception assessment, program beneficiaries exchange experiences and engage in dialogue in working sessions, identifying the programs’ main strengths and challenges. ENDA’s thematic agenda includes the participation of experts, representatives of state agencies, program beneficiaries, the private sector and international cooperation officers. In the accountability component, besides socializing results, community participation and social control are promoted, and other public and private entities are invited to engage actively in these development processes.
For the United Nations Office on Drugs and Crime (UNODC) it has been of great gratification to have accompanied and cooperated with the Colombian government in the more than twenty years of implementation of alternative development programs. This period has been of great learning and has allowed identifying good practices that may be carried out in other illicit drug producer countries.

Continuous monitoring of the Colombian experience has enabled us to ensure that alternative development is the best way to tackle the problem of illicit crops and generate real development options for communities affected by illegal economies. In the last decade, alternative development has promoted initiatives that have proven to be sustainable in the long term and have kept away from illicit crops more than 156,000 families.

This report presents a synthesis of the last years of alternative development in Colombia and exhibits the major progress on the Post-Eradication and Containment strategies, as a new approach of the Program held by the Administrative Unit for Territorial Consolidation (UACT). Additionally, we recognize the importance of the country’s state policy in the fight against drugs which strategically articulates alternative development programs, opening a way for these proposals to be included in the formulation of rural development policies.

This document also describes the main results of the 2013 National Meeting on Alternative Development, in which several discussion spaces where promoted with beneficiaries from different regions and academic discussions where generated with the participation of the experts.
With regard to the first part of this report, I want to emphasize on the importance of the Colombian government to continue implementing alternative development policies in which special attention is paid to targeting strategic areas where clear and verifiable rules are established.

Three main objectives were achieved during the Integration Workshop held with beneficiaries at the ENDA: the presentation of the National Policy on Territorial Consolidation and Reconstruction (PNCRT), the promotion of integration between beneficiaries of different regions which aimed to generate spaces for interchanging experiences on the implementation of the programs, and finally the identification of positive aspects and main challenges in the progress of alternative development programs, mainly in relation to the productive and social spheres.

As for the Academic Meeting, I want to stress the importance of the Lima Declaration on Alternative Development, both for alternative development itself, as well as for drug policies in general. This Declaration has been approved by all United Nations member countries and has become a guiding document for the promotion of alternative development as it presents the basic principles that drug-producer countries must take into account in order to face illicit crops and to generate sustainable processes of development.

Finally, I want to emphasize that Colombia is in a historical moment in which it should be understood that alternative development is a key element of peacebuilding. At this juncture, it is necessary for alternative development models to be suited to a possible post-conflict phase in which they can remain an option for development in remote communities and contribute to the stabilization of peace and elimination of illicit crops.
Integrated Monitoring of Illicit Crops for Territorial Consolidation

The Integrated Monitoring conducted by UNODC produces information on the situation of illicit crop cultivation and the progress of public policies to address this problem, taking into account social, economic, environmental, territorial and institutional aspects that support government management focused on the consolidation of territories free of illicit crops.

In order to analyze the information, the Integrated Monitoring uses data from the detection of illicit crops through remote sensors, overflights and field verification by statistical sampling, as well as field data on social, economic, environmental and institutional conditions of the territories targeted by the government. The data is collected at the beginning, during, and at the end of the intervention of the alternative development Program, resulting in baseline (beginning), monitoring (during) and end line (final) reports used to manage the operations of the Directorate of Programs against Illicit Crops - DCPI.

The results on the progress of the alternative development Program, as well as the recommendations for its intervention, are presented by UNODC at the National Meeting on Alternative Development. In addition, families and organizations exhibit their progress and other matters related to the Programs’ implementation and share experiences that may be replicated. In 2013 this Meeting took place in the city of Pasto, capital of the Department of Nariño.

This document presents a summary of the main results of the alternative development programs over the last decade, represented by the Warden-Forest Families Program (PFGB) and the Productive Projects Program (PPP). It also incorporates some of the indicators identified by the Integrated Monitoring on the Post-Eradication and Containment Strategies, framed within the National Policy on...
### National Forest-Warden Families Survey

**Objective**
To establish a baseline, monitor and evaluate the Forest-Warden Families Program in the municipalities targeted in each phase of the Program (Phase I & II, phase III, phase IV, phase V and phase VI) on the characterization of the families, savings, land tenure, environmental sustainability, productive projects, organizational capacity and institutional presence.

<table>
<thead>
<tr>
<th>Phases of Program under study</th>
<th>Phases I y II</th>
<th>Phase III</th>
<th>Phase IV</th>
<th>Phase V</th>
<th>Phase VI</th>
<th>Phase VII</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Stages of study</strong></td>
<td>Baseline</td>
<td>Monitoring</td>
<td>Endline</td>
<td>Baseline</td>
<td>Monitoring</td>
<td>Endline</td>
</tr>
<tr>
<td>Study universe (beneficiary families)</td>
<td>29,460</td>
<td>18,592</td>
<td>19,137</td>
<td>34,929</td>
<td>33,680</td>
<td>20,157</td>
</tr>
<tr>
<td>Sample size</td>
<td>4,191</td>
<td>1,512</td>
<td>1,843</td>
<td>2,221</td>
<td>2,196</td>
<td>2,225</td>
</tr>
</tbody>
</table>

**Methodology**
- **Probability sampling**
- **Conglomerate sampling design in two stages**

**Level of representation**
- Municipal - Regional

**Accuracy level**
- 95%

**Sampling error**
- 3%

**Sampling framework**
- Active families with individual contracts

**Collection period**
- December 2005 - February 2006
- June 2006 - December 2006
- February 2008 - May 2008
- September 2008 - December 2008
- March 2009 - February 2010
- April 2008 - July 2008
- March 2009 - November 2009
- December 2010 - April 2010
- November 2008 - February 2010
- December 2010 - April 2010
- February 2013 - August 2013
- December 2013 - August 2013

**Type of information collected**
- Characterization of the families, savings, culture of lawfulness, land tenure, environmental sustainability, productive projects, organizational capacity and institutional presence

**Type of respondents**
- Representative of the individual contract and/or beneficiary

**Geographic coverage Areas targeted by PFGB**
- 719 rural settlements in 35 municipalities
- 447 rural settlements in 25 municipalities
- 461 rural settlements in 26 municipalities
- 744 rural settlements in 39 municipalities
- 725 rural settlements in 39 municipalities
- 281 rural settlements in 25 municipalities
- 120 rural settlements in 5 municipalities
- 21 municipalities
Consolidation and Territorial Reconstruction - PNCRT. In addition, this report includes some of the results of academic and participative workshops held in the city of Pasto, in the framework of the National Meeting on Alternative Development.

The Last Decade of alternative development in Colombia

In the past ten years, the Colombian State through its alternative development policy has reached different regions that have been affected and harmed by illicit crops. In these areas, alternative development programs have benefited 156,285 families that used to cultivate illicit crops or were at the risk of establishing these crops; the policy has also led to the institutional offer to more than 7,734 veredas (rural settlements) all around the country.

One of the main lessons learned during this period is that part of the success depends on the roots of the people to their territories. As a result, the alternative development program has achieved land access to 30,148 families that have acquired more than 100 thousand hectares of land suitable for cultivation. In addition, families from the departments of Antioquia and Cordoba not only acquired land through this Program, but it was also possible to legalize 1,714 smallholder farms, which now have title to their land.

Another lesson learned was the strengthening of rural communities and the promotion of organizational processes. There are currently over 600 producer organizations in Colombia that have been created or strengthened by alternative development programs. These organizations are the engine of sustainable productive projects as they allow communities to be profitable and offer competitive products.
The Integrated Monitoring tests the effectiveness of alternative development programs, identifies the problems that need to be solved and detects best practices that may be replicated in other regions or in future interventions. During these years of monitoring, UNODC has certified that 4.6 million hectares have been free of illicit crops and that the number of hectares planted with coca has steadily decreased over the past five years.
Additionally, it is possible to state that alternative development programs have contributed greatly to the country’s agricultural progress; around 54% of planted cocoa crops in Colombia have been established within the framework of these programs. Alternative development has also contributed to the planting of 40% of rubber plantations and 25% of palm oil crops. Other highly developed sectors, such as coffee, have also been supported by the establishment of 28,439 hectares, corresponding to 3.2% of the national total.

### Participation of alternative development in the agricultural sector

<table>
<thead>
<tr>
<th>Crop</th>
<th>Hectares</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Coffee</td>
<td>28,439</td>
<td>3.2%</td>
</tr>
<tr>
<td>Forest management plans</td>
<td>61,762</td>
<td>18%</td>
</tr>
<tr>
<td>Oil palm</td>
<td>79,846</td>
<td>25%</td>
</tr>
<tr>
<td>Rubber</td>
<td>11,947</td>
<td>40%</td>
</tr>
<tr>
<td>Cocoa</td>
<td>58,886</td>
<td>54%</td>
</tr>
</tbody>
</table>

*Source: UACT*

Alternative development has also allowed communities to earn incomes where it is not possible to cultivate traditional products through sustainable forest use. Alternative development programs recorded 61,762 hectares of forests that hold plans for sustainable community management.

### Forest-Warden Families Program

The Forest-Warden Families Program targeted families that were directly involved and/or at risk of getting involved with illicit crops. It promoted voluntary manual eradication by the families that owned these crops, and prevented the linkage of families that were at risk of planting them. The beneficiaries lived in socially and environmentally strategic areas and the targeted municipalities where close to strategic corridors for drug trafficking. The Program also sought that all beneficiary families were associated with local institutions such as Community Action
Boards (JAC, by its Spanish acronym), Community Councils or indigenous organizations.

The Program provided an economic incentive conditioned to three main aspects: families where requested to stop cultivating illicit crops, preserve and recover forests and establish productive and sustainable legal activities. Families who entered the Program undertook, through individual and collective contracts or statements of agreement, to keep their veredas (rural settlements) free of illicit crops, save 40% to 50% of the conditioned incentive to co-finance productive projects or land purchase, and to organize, develop and implement strategies for environmental conservation.

In addition to granting an economic conditioned incentive to each of the families, the PFGB provided technical assistance to strengthen community work, implement environmental management strategies and promote management and marketing capacities within the law. The Program sought to empower families to become active participants in the processes of social and economic development, both at the local and regional level.

With this focus, seven phases of the Program were implemented throughout the country between 2003 and 2013, as described in the following table:

<table>
<thead>
<tr>
<th>Phase</th>
<th>Period of Implementation</th>
<th>Duration</th>
<th>Amount of bimonthly conditioned incentive (COP)</th>
<th>Number of beneficiary families</th>
</tr>
</thead>
<tbody>
<tr>
<td>I - II</td>
<td>2003 - 2007</td>
<td>3 years</td>
<td>$833,000</td>
<td>36,222</td>
</tr>
<tr>
<td>III</td>
<td>2006 - 2009</td>
<td>3 years</td>
<td>$600,000</td>
<td>17,408</td>
</tr>
<tr>
<td>IV</td>
<td>2007 - 2009</td>
<td>1 ½ years</td>
<td>$408,000</td>
<td>33,546</td>
</tr>
<tr>
<td>V</td>
<td>2008 - 2010</td>
<td>1 ½ years</td>
<td>$408,000</td>
<td>19,743</td>
</tr>
<tr>
<td>VI</td>
<td>2009 - 2012</td>
<td>2 ½ years</td>
<td>$408,000</td>
<td>7,401</td>
</tr>
<tr>
<td>VII</td>
<td>2010 - 2013</td>
<td>2 ½ years</td>
<td>$204,000(^1)</td>
<td>7,759</td>
</tr>
</tbody>
</table>

Another key aspect of the Program was the definition of the policy of “areas that are free of illicit ropes.” This policy allowed farmers to recognize their commitments and enabled the government to monitor and verify 2,934 rural settlements that remained free of these crops. The establishment of an initial agreement between government

\(^1\) In phase VII, the amount of conditioned incentive was $204,000 COP every 4 months. The reduction on this amount, compared to the other phases, was aimed to invest the money on partnership projects for beneficiary families.
institutions and beneficiaries committed the parties in the fulfillment of the agreements and set verification parameters that facilitated the monitoring and evaluation of results.

During each of the seven phases, families who had worked with illicit crops or had owned these, and families who had no connection with these crops were included in the Program. Although the specific number of families that were at risk or were linked to illicit crops was not a focus to target beneficiaries, the results show that in the first three phases, when the conditioned incentive was higher, the proportion of people who had some connection with illicit crops was close to 50% of total beneficiaries. This reflects that, even though it is fundamental to assist those families who are at risk of involvement in illicit crops and avoid the creation of perverse incentives, it is desirable to establish the proportion of beneficiary families that are linked to illicit crops so it will allow the evaluation of the targeting process of the Program.

One of the crucial changes introduced by the PFGB was the use of a model of conditional economic incentives that allowed families to subsist while a profitable productive activity was established, further, this incentive also allowed prior eradication of illicit crops. Under this model, we were able to benefit about 120 thousand families which also received technical and social support so they could stay away from illegal crops.

During the ten years of implementation, the conditions of the Program have varied, which could explain the variation with regard to the acknowledgement by the beneficiaries involved in illicit crops that the Program was the main reason for their eradication. However, it is noted that entering the Program is the major reason recognized by 46% of the beneficiaries to eradicate their illicit crops.
The economic incentive and the savings (voluntary in the early stages and compulsory in the last ones) allowed families to acquire land. We calculate that 30,148 families have acquired 101,213 hectares of land. Although not all purchases can be attributed to the Program, the data shows that in many case the beneficiaries used their conditioned economic incentive for this purpose.

### Land Acquisition

<table>
<thead>
<tr>
<th>Phases</th>
<th>Moment of information collected</th>
<th>Hectares acquired</th>
<th>Number of families that acquired land</th>
<th>Percentage of families that acquired land</th>
<th>Average of hectares acquired by families</th>
</tr>
</thead>
<tbody>
<tr>
<td>Phases I &amp; II</td>
<td>End-line</td>
<td>41.698</td>
<td>11.036</td>
<td>54.8%</td>
<td>3.8</td>
</tr>
<tr>
<td>Phase III</td>
<td>End-line</td>
<td>24.454</td>
<td>7.281</td>
<td>38.0%</td>
<td>3.4</td>
</tr>
<tr>
<td>Phase IV</td>
<td>End-line</td>
<td>17.796</td>
<td>7.109</td>
<td>21.8%</td>
<td>2.5</td>
</tr>
<tr>
<td>Phase V</td>
<td>End-line</td>
<td>11.776</td>
<td>3.005</td>
<td>17.2%</td>
<td>3.9</td>
</tr>
<tr>
<td>Phase VI</td>
<td>End-line</td>
<td>4.067</td>
<td>1.038</td>
<td>15.1%</td>
<td>3.9</td>
</tr>
<tr>
<td>Phase VII</td>
<td>End-line</td>
<td>1.422</td>
<td>679</td>
<td>11.5%</td>
<td>2.1</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td><strong>101.213</strong></td>
<td><strong>30.148</strong></td>
<td><strong>25.6%</strong></td>
<td><strong>3.4</strong></td>
</tr>
</tbody>
</table>

Source: UNODC. COL/K53 Project – V Component

The Government of Colombia should continue to promote access to rural property as an integral part of alternative development programs. The attachment to the land helps farmers stay away from illicit crop production and enables them to develop long-term projects. It is also important to continue advancing processes that ensure ownership of those lands to protect families from possible debris and displacement.

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2 Land acquisition includes those transactions supported with registered land deeds and those that are not.
At the end of each of the seven phases, the vast majority of families reported having a legal productive project from which they derive their livelihood, this is another representative achievement. As shown in the graph below, the high percentage of families with options of legal incomes exhibits the effectiveness of the PFGB and constitutes an important item for the sustainable elimination of illicit crops in Colombia.

### Percentage of families enrolled in productive projects supported by the PFGB

This Program has also made great contributions to the environmental conditions of the targeted territories, mainly in forest conservation and restoration. The Program encouraged the implementation of Good Environmental Practices (BPA, by its Spanish acronym) during the development of productive activities, forest management plans and sustainable use of natural resources. An example of this is the increasing number of beneficiary families that performed planting trees as one of the BPA’s; in most phases, it was carried out by more than half families.

### Reforestation practices

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3. COLOMBIA. PRESIDENTIAL AGENCY FOR SOCIAL ACTION AND INTERNATIONAL COOPERATION (ACCIÓN SOCIAL). ABC of Warden Families Program, Phases I to VII. Bogotá.
Productive Projects Program

The Productive Projects Program (PPP) aims to improve production, productivity, employment and income opportunities for families that were dependent, or that were likely to be linked to the production of illicit crops. PPP operated through grassroots organizations to promote economic advantages of cooperation—such as economies of scale—, as well as to reinforce social capital and community strengthening.

The Government of Colombia provides economic resources for financing the productive projects, offer technical assistance and business partnership and marketing, along with achieving certification to access fair trade markets and organic markets, among others. Productive projects are also supported by international organizations, national partners of each of the production lines, the departmental governors and the mayor’s offices.

PPP works through support\(^4\) and implementing entities that are responsible for identifying, formulate, establish, maintain, organize and manage projects in a joint work with productive organizations, so that these take ownership of productive projects and may become its future leaders. In some cases, productive organizations are strong enough to implement the projects directly.

Under the PPP, 613 productive organizations have implemented 644 projects that have benefited 59,324 families. Today, more than half of these organizations are marketing their products.

Since association experiences are the best way to strengthen alternative development processes, it is necessary to emphasize some data on the performance of these organizations.

Part of the productive organizations have been able to manage loans and economic resources for more than 21 billion Colombian pesos, others have been certified as support entities for technical assistance and are guiding other productive organizations. Among other achievements, these organizations have received social and environmental certifications that have allowed them to enter new markets with better selling prices; this is reflected in the growing number of exports of alternative development products.

\(^4\) Support entities manage the financial resources for the alternative development projects and are responsible for carrying out the activities in order to support productive organizations, from its creation to the commercialization of their products. For field work, the support entities may choose to hire implementing entities that are responsible for managing the project in situ.
Monitoring of Post-Eradication and Containment Strategies

The post-eradication and containment strategies began in 2012 as part of the National Policy on Consolidation and Territorial Reconstruction (PNCRT). The post-eradication strategy -which follows the forced or voluntary⁵ eradication of illicit crops-, provides transitional food assistance and/or the strengthening of food security unit productions and offers seed funding for the implementation or strengthening of productive initiatives.

In order to prevent the expansion of illicit crops, the Directorate of Programs against Illicit Crops (DPCI) operates its containment strategy which is carried out “in those territories that don’t have illicit crops but are vulnerable to the adverse effects of this activity, or at risk of getting involved in illegal activities related to drug trafficking due to conditions that favor the proliferation of illicit crops”.⁶

For both strategies, beneficiary families receive $1,570,000 COP in supplies that can be used either for food security or productive initiatives. These resources must be run in a span of 1 year, during which the beneficiary families receive Technical, Productive and Social-Business Assistance.

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⁵ The eradication is determined in the validation performed with communities, taking into account the security of the territories. There are two kinds of eradication: voluntary manual eradication and forced manual eradication, which is performed by the Mobile Eradication Groups (GME, by its Spanish acronym). DIRECTORATE OF PROGRAMS AGAINST ILLICIT CROPS (DPCI). New focus on Programs against Illicit Crops, Version 1 2012, p. 21. Available at: <http://www.consolidacion.gov.co/themes/danland/descargas/DPCI/DOC_ESTRATEGICO_NUEVO_ENFOQUE_PROGRAMAS_CONTRA_CULTIVOS_ILICITOS.pdf>

⁶ Ibid. P.22
In 2012, DPCI enrolled 32,982 families in 851 territories in 53 municipalities (12 departments). These families are being assisted through Pot-Eradication and Containment Strategies.

Targeted territories 2012

7 In the second half of 2013, DPCI focused and enrolled 12,065 families. The information of these families is not included in this report as it is validation process.
Characteristics of the population assisted by Post-Eradication and Containment Strategies

The Post-Eradication and Containment Strategies seek beneficiaries whose vocation is mainly agricultural and who live in rural areas that have had, or are at risk of having illicit crops.

According to the census projection from the National Administrative Department on Statistics (DANE) in 2012, 1,949,244 people lived in the 53 municipalities in which the monitored territories are located, 42% of these people lived in rural areas.8

The information provided by the surveys made to the Community Verification and Social Oversight Committees9 (CCVCS) revealed that the majority of the beneficiary population recognized themselves as peasants. This Program has also focused some vulnerable population groups: 16% afro-Colombians, 12% displaced, 11% settlers and 3% indigenous.

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8 NATIONAL ADMINISTRATIVE DEPARTMENT ON STATISTICS - DANE. 2012 Census Projection.

9 The CCVCS are territorial committees, responsible for representing the community on different issues related to the implementation of the alternative development programs.
12% of the total of the CCVCS stated that part of the population in their territories recognized themselves as displaced. The municipalities with the highest percentage of this population are: Dibulla (La Guajira) 90%, Policarpa (Nariño) 64%, San Martín de Loba (Bolívar) 56% and Samaná (Caldas) 45%.

According to the committees, 11% of their territories had people who recognized themselves as settlers and migrants and 4% of the population recognized themselves as only settlers. The municipalities with the highest percentage of territories with population recognized as settlers are Uribe (Meta) 80%, Valle del Guamuéz (Putumayo) 75%, Puerto Asís (Putumayo) 46% and Puerto Leguízamo (Putumayo) 40%.

Although much of the beneficiary population is located in areas with high historical mobility -as a consequence of violence and the search of economic resources-, the population dynamics show a different trend as 70% of beneficiaries claim to have been born in the town where they live today.

19% of CCVCS stated that there where people in the territories they represented who perceived themselves as part of an ethnic group. In 3% of the targeted territories, the CCVCS established the presence of indigenous population. This population is located in the departments of Cauca, Antioquia, Magdalena, La Guajira and Putumayo, and belongs to the indigenous groups Yanacona, Kogui, Wiwa, Arhuaco, Zenú and Kofán.

16% of the CCVCS reported the presence of afro-Colombian population in the territories of the Departments of Nariño, Cauca and Putumayo. Most of this population is organized in Community Councils -recognized by Article 3 of the Decree 1754, 1995-, and grassroots organizations; some of them are located in afro-Colombian common lands (Act 70, 1993).
Linkages with Illicit Crops

The following information shows the results obtained from field illicit crop verification executed by UNODC. These results also include information related to the familiarity of DPCI’s targeted population with illicit crops.

Illicit crops in targeted territories

UNODC’s integrated monitoring found that at the beginning stage (baseline) of the Program intervention, 36% of targeted territories had illicit crops. This percentage fell to 22%\(^{10}\) in the monitoring stage.

Illicit crops in targeted territories\(^ {11}\)

It is important to mention there were two kinds of intervention for both post-eradication and containment strategies. The first kind refers to the commitment of the targeted population to maintain their entire territories free of illicit crops, and the other kind refers to the commitment of keeping only the property area of each family free of these crops.

In the monitoring stage, the number of territories with illicit crops decreased, both in the Containment strategy as well as in the Post-eradication strategy. However, in 22% of the territories the presence of these crops persists. The Integrated monitoring confirmed that most of the territories in which illicit crops persist during the monitoring

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10 Percentage of municipalities in which field verification found illicit crops, both at baseline and monitoring stages.

11 Estimated over a total of 839 targeted territories.
stage, belong to those in which the commitment to maintain the entire territory free of illicit crops has not been established. In these territories, the commitment to keep areas free of illicit crops is limited to the property area that each family reports to the Program and not to the total targeted areas (veredas or rural settlements, indigenous reserves and/or afro-Colombian common lands).

Another factor that may influence the significant percentage of territories that show persistence of illicit crops is related to the proportion of targeted families that live in those territories; at the baseline, the committees identified 67% of families subscribed to the Program. According to the beneficiary communities, many of the illicit crops that persist are not owned by DPCI beneficiaries.

**Familiarity with illicit crops**

The following characteristics of the beneficiaries help understand their relationship with illicit crops and the challenges for their transition to legality. According to the CCVCS survey, 50% of beneficiaries where associated to these crops, either as producer or as workers.12

![Relationship with illicit crops](image)

Source: UNODC. COL/K53 Project – V Component

From those beneficiaries who were related to illicit crops (50.1%) we found that13:

- 38% worked with illicit crops, while 73% were owners of illicit crops.
- 49% became illicit crop cultivators because there were no other job options and 73% because it was the most profitable option.

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12 Producers are those who reported ownership of illicit crops. Workers are said to contribute labor in illicit crop cultivation.

13 In the instruments used for collecting information, these aswers are multiple choice.
- Illicit crops were considered an important source of income for 83% of them.

**Recognition of Institutions**

“One of the great challenges facing the implementation of programs against illicit crops is the sustainable eradication in the long term”; therefore, Containment and Post-Eradication Strategies seek to conduct public and private institutional offering in order to complement the support to Program beneficiaries.

The monitoring stage of both Strategies shows a slight decrease in the number of institutions that support productive activities. 51% of CCVCS didn’t recognize any institution that supported these activities during the last year, compared to 47% in baseline.

**Institutions that have supported productive activities in the targeted territories**

![Institutions chart]

*Source: UNODC. COL/K53 Project – V Component*

Although support entities where able to conduct and manage resources with other entities, it is necessary to continue the search of public and
private partnerships in order to achieve greater sustainability of productive initiatives and reduce the vulnerability of the territories to be replanted.

**Community relationships and engagement in organizations**

One of the key elements in the implementation of the Program is to enable beneficiaries to become a part of or create an organization to support their productive activities. As the basis of a strong and sustainable organization lies on the quality of its community relationships, beneficiaries where asked about their organization, community relations and problem solving capacity as a group.

Information collected for the construction of the baseline stage led to the conclusion that beneficiary communities from both strategies have good relationships; condition which allows them to have social networks for group action, social cohesion, make collective decisions and resolve problems within the communities.

The baseline information showed that 15% of CCVCS stated that their community relationships were excellent, 67% described them as good, 18% as regular, and only 0.4% perceived their relationships as bad. This information had no significant changes on the monitoring stage. Additionally, CCVCS from 97% of the targeted territories noted that the communities where involved in community activities mainly promoted by the inhabitants, among which stand out community meetings (80%) and group work (84%).

Moreover, CCVCS stated that when a conflict arises between the inhabitants it is more common that such problem is resolved by the community itself. On 39% of the targeted territories the community intervenes for resolution, on 7% it is a leader who intervenes and on 16% it’s a group of leaders who resolve such conflict.

Comparing the information collected on both baseline and monitoring stages, it was observed that the percentage of people linked to an organization increased slightly in the monitoring stage.

On the other hand, when asking the committees about the type of organizations the beneficiaries belong to, an increase in the percentage of territories where there is some kind of linkage to a productive organization is observed, arising from 44% baseline to 54% in the monitoring stage. This could indicate that the people who live in these territories are becoming more involved with organizations that have formalized or with new organizations that have been conformed during the Program’s intervention.
Beneficiaries pointed two main reasons for not organizing in formal associations: having distrust in association processes and the difficulty in managing resources. They also noted that such activities require continuous support beyond the duration of the Program, which provides consulting and organizational strengthening activities.

Additionally, the support entities informed that, in some cases, the beneficiaries are distrustful in engaging in social business processes or organizations as a result of negative experiences in the past, such as receiving poor advice in partnership processes, having no clarity on legal and financial implications of belonging to an organization or participating in organizations that had no continuity.

Support entities have been training beneficiaries in social business strengthening to improve their association processes; they aim to link beneficiaries to second-level productive organizations -organizations which group legal entities- and, to a lesser extent, create new organizations.

In this regard, 56% of CCVCS reported that support entities have been training beneficiaries in strengthening organizations in two main aspects: leadership (54%) and business management (51%). In addition, 11% of CCVCS stated that partnership work has improved in their territories and 3% mentioned the creation of new associations. According to the survey, 21% of the beneficiaries stated that the productive initiative will allow them to associate with other producers.
Committees also pointed out improvements in the ability of the people on the territories to organize for a common goal, reducing by half the percentage of territories where the CCVCS used to perceive it was very difficult to organize, as shown on the graph below. This reflects that local social networks may be strengthening and might become a key element to formalize into associations.

**Number of territories in which it is easy to organize for a common goal (Being 1 very hard to organize and 5 very easy)**

![Graph showing the percentage of territories where it is easy to organize for a common goal.](image)

Source: [UNODC. COL/K53 Project – V Component](https://example.com)

**Land tenure**

Access to land is a basic condition for the development of profitable productive initiatives promoted by the post-eradication and containment strategies. Families with formal property titles can ensure the availability of land as a factor of production and, to large extend, the sustainability of the projects implemented on those lands. They can also invest in and make improvements to these lands, and have access to loans, incentives and other government programs.

In the monitoring stage of post-eradication and containment strategies, 42% of the families claimed to be landholders\(^{15}\) of lands.

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15 Landholder: “Refers to a person who has possession of a thing, with the purpose of owning it. Two elements are required under law in order to classify possession, the corpus, or material or objective element (in this case, the land), and the animus, intentional or subjective element which consists in acting like an owner /in this case, the individual). The holder of a specific item is reputed to be the owner and is recognized as the legal owner, while no other person claims to be the owner. [In this category are people who only have informal purchase agreements for the land]”. UNITED NATIONS OFFICE ON DRUGS AND CRIME – UNODC. Monitoring and Evaluation System (SS/E). Procedural manual. Survey of National Forest-Warden Families for phase VI beneficiaries. Bogotá, 2010. pp. 56-57.
enrolled in these strategies, while 33% declared themselves as landowners\textsuperscript{16} and 13% as renters. Finally, 12% reported other forms of tenure (comodato, tenedor, aparcero, amediero or comunero).

![Land tenure chart]

Source: UNODC. COL/K53 Project – V Component

More than half of the beneficiary families have no land titles or deeds; this represents a weakness for the implementation of the program’s actions against illicit crops. However, in 7% of the territories the CCVCS mentioned the promotion of processes for formalization of rural property\textsuperscript{17}, since the beginning of the Program.

On the other hand, although the amount of available land that beneficiary families have to implement productive projects was not questioned, it is advisable to promote land acquisition processes and the legalization of land titles through the articulation with the Institute of Rural Development (INCODER).

Production initiatives and food security

As mentioned above, Containment and Post-Eradication Strategies offer the implementation or strengthening of productive initiatives as

\textsuperscript{16} Landowner: “A natural or legal person that exercises rights to own, use, enjoy and dispose of their assets for their own benefit, within legal common good limitation (Colombian Civil Code, 2000). For example, a public deed registered before a public notary or an INCODER deed”. Ibíd.

\textsuperscript{17} These processes include Vacant Land Tittling, Land Restitution Program, Comprehensive Land Subsidy, Collective Titling (for afro-colombian communities), Enlargement and Sanitation of Indigenous Reservations (for indigenous communities).
well as food security projects for beneficiary families. The three main productive lines identified were silvopastoral systems (21%), coffee (21%) and minor species (16%).

**Productive lines promoted by Post-Eradication and Containment Strategies**

Data from the monitoring stage of these two strategies show that 49% of all families were linked to sustaining productive activities established before the Program. Likewise, 42% of beneficiaries were involved in the installation of new cropping areas, 5% in the renewal of new crops and 4% in post-harvest activities.

The Program supports different stages on the production process and not only on the establishment of new crops. This reflects an adequate diagnostic process in the targeted territories which took into account the productive activities that families were already developing.

On the other hand, data on the stage of the productive initiatives indicate the need to continue supporting them, either by direct action of the Program or through coordination with other institutions.

Considering that Post-Eradication and Containment Strategies are still in progress, families were asked about their expectations on productive initiatives in the monitoring stage. It was found that 84.6% of beneficiary families believe these projects will improve their family incomes, yet only 34.6% believe that they will be sustainable in the coming years.
Expectations on productive initiatives

These results highlight the need to strengthen Post-Eradication and Containment Strategies through institutional articulation, in order to ensure the sustainability of productive initiatives.

**Food Security**

In order to provide a short-term alternative to mitigate the immediate effects of illicit crop eradication, the Program promotes the implementation of food security activities and/or transitional food assistance.18 These activities were consulted between the support entities and beneficiary communities in order to decide whether some of the resources were invested in the food security component or in the protective initiative.

As a result of the consultation process, it was found that 6,392 families choose the food security projects over transitional food assistance. The food security projects were implemented in 8 municipalities in the departments of Nariño, Cauca and Norte de Santander.

**Environmental management**

The intervention model of the programs against illicit crops incorporates the development of economic, productive, social and environmental activities. Thus, the support entities include among

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18 DIRECTORATE OF PROGRAMS AGAINST ILLICIT CROPS - DPCI. ABC on Post-Eradication and Containment Strategies. January 2013. p. 4
their activities the strengthening of environmental protection, community involvement and social control towards natural resource management.19

Environmental protection and recovery

According to the monitoring information, families in most of the territories have not been involved in activities to protect and/or recover the environment. The families of 33% of the targeted territories had developed such actions before the Program’s intervention; since the Post Eradication and Containment Strategies began, only 20% of the territories reported these activities. This decrease exhibits the weaknesses of the support entities towards the promotion and implementation of environmental activities, as well as deficiencies in coordination with local institutions and organizations that may improve their environmental actions.

Community participation on environmental protection and recovery activities protection and recovery activities

The results show the need to foster the promotion of environmental protection and recovery in the remaining time of the Program’s intervention in order to encourage environmental sustainability in the targeted territories.

Use and access to natural resources

Besides community participation, strengthening social control towards the management of natural resources plays an important role in the environmental sustainability of the territories. Therefore, community capacity to regulate the use of natural resources is particularly important in regions that show low institutional presence of environmental authorities.

According to the results, since the beginning of the Program’s intervention, a slight increase in the number of agreements on environmental and natural resource management is shown. Among the actions that took place, the more common agreements were not to burn the land in order to prepare the ground and the hunting and fishing bans.

Community agreements on natural resource management

![Chart showing baseline and monitoring data for different activities]

While the increase in these activities is positive, the percentage of territories that have management agreements towards existing resources is very low. At the beginning of the Program’s intervention 62% of the targeted territories had no such agreements, in the monitoring stage this percentage decreased to 59%. These results show the challenges the Program has to face in order to promote the establishment of community agreements for care and preservation of natural resources; this activity may be eased through coordination with local and regional autonomous corporations (Corporaciones Autónomas Regionales – CARs), who are in charge of developing environmental programs at a local level.
Memoirs of the National Meeting on Alternative Development

DAY 1 AGENDA.
INTEGRATION WORKSHOP
December 3rd. Laguna de La Cocha, Nariño.

During the National Meeting for Alternative Development - ENDA, an integration activity was conducted. More than 80 beneficiaries assisted by the Directorate of Programs against Illicit Crops participated in it. The beneficiaries came from the departments of Cauca, Putumayo, Huila, Nariño, Chocó, Antioquia, Caldas, Tolima, Boyacá, San Andrés y Providencia, La Guajira, Magdalena, Córdoba, Meta, Caquetá, Guainía and Guaviare.

The workshop had the following objectives:

1. To clearly share the National Policy on Consolidation and Territorial Reconstruction - PNCRT.
2. To promote the integration between DPCI beneficiaries from all regions in order to create space for exchanging experiences in implementing alternative development projects.
3. Using workshops, to identify positive aspects and challenges in the implementation of alternative development programs in the various regions, particularly in the productive and social areas.
For achieving the first objective, the UACT, made a presentation that explained PNCRT’s purpose: “to create the necessary institutional capacities to ensure the access to and protection of the fundamental rights of the citizens living in those territories that have suffered historically from the armed conflict and illicit crops.” Also, it was shared with the beneficiaries that territorial security must be regained in order for PNCRT to ensure the enjoyment of fundamental rights. The foundations for promoting a coordinated process for mobilizing the state’s institutionality are built upon PNCRT’s three pillars, namely: (i) Institutionalization of the territory; (ii) civic engagement and good governance; and (iii) regional integration. Thus, access to their fundamental rights is facilitated for the targeted populations.

The presentation was followed by an institutional video of UACT that sought to reinforce the former and explained further the spirit behind the policy and alternative development. The video had also been presented by UACT during the Narcotics Commission, held in Vienna (Austria) in 2013.

Objectives 2 and 3 of the workshop were attained by conducting focus group discussions that allowed the exchange of experiences and the identification of positive aspects in the implementation of alternative development programs. Also, certain aspects that could be improved in program implementation were acknowledged in the FGD. Community feedback is an input for further development and implementation of the UACT’s alternative development programs.

Feedback from the focus groups was shared with all attendants and then systematized.

The results are listed as follows:

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20 ADMINISTRATIVE UNIT FOR TERRITORIAL CONSOLIDATION. PNCRT objectives. Available at: <http://www.consolidacion.gov.co/?q=content/pol%C3%ADtica-nacional-de-consolidaci%C3%B3n-y-reconstrucci%C3%B3n-territorial>
Positive Aspects

- It was acknowledged that the Escuelas de Campo\textsuperscript{21} (ECAs or ‘Countrywide Schools’) methodology, used by the support entities of the alternative development programs during trainings, are an appropriate tool for strengthening community capabilities. ECAs allow for a horizontal relation between producers and support entities technicians, favoring the integration between grassroots knowledge at the community and technical information.

- Participants reported that the alternative development programs have improved their wellbeing through training and technical support, as well as the productive initiatives. They also highlighted the support they have received in the area of food security.

- Community participation in the development and implementation of productive initiatives was highlighted.

- The Program’s training and technical support have strengthened productive organizations. Also, participants recognize the importance of obtaining a certification for their farms as a mechanism for improving market competitiveness and exporting. In this regard, they deem necessary the continuation of technical support in the areas of production and marketing.

- The Program’s intervention has allowed environmental sustainability through the training received from the support entities in the subjects of environmental conservation and protection.

\textsuperscript{21} The ECA’s are a learning method based on non-formal education, where families and technical facilitator teams share knowledge based on experience and experimentation, through simple methods and practices using the culture or home spaces as teaching and learning tool. This method uses practical and dynamic exercises that promote teamwork, developing skills to make decisions aimed at solving problems. FOOD AND AGRICULTURAL ORGANIZATION — FAO. Available at: <http://coin.fao.org/coin-static/cms/media/16/13709674878980/2.norma_inen_quinua_1673.pdf>
• The programs against illicit crops have contributed to the reconstruction of social tissue and cohesion within communities. They report to have learned to work as a team in order to reach their goals. They also acknowledge that strengthening the culture of lawfulness has improved their quality of life.

Challenges

• Participants identified the need to strengthen the communities’ connectivity and Internet access in order to improve competitiveness and access to information on call for proposals of other state-run programs.

• As to the delivery of inputs for food security and the implementation of productive initiatives, participants recognized the need to speed up the process so that the inputs can be timely delivered during the sowing season.

• The continuity of technical assistance, access to credit, greater institutional co-ordination, infrastructural improvements for product transformation, support to organic production and search of new markets were among the topics identified as challenges in order to ensure the sustainability of the programs against illicit crops.

• Reinforcing the trainings related to family relations was also proposed.
DAY 2 AGENDA.
ACADEMIC MEETING
December 4th. Pasto Chamber of Commerce, Nariño.

The National Meeting on Alternative Development (ENDA) became a space for sharing successful experiences of those families that have participated in processes for the substitution of illicit crops for licit ones. The meeting was also a space to discuss the challenges of alternative development as a milestone of public policy for rural areas. Also, the Meeting provided an opportunity for international experts, public officers and grassroots leaders to refer to the co-responsibility that states have in the production, marketing and consumption of illicit drugs.

ENDA 2013 was particularly relevant as it was held during the peace talks that the Colombian government and the Fuerzas Armadas Revolucionarias de Colombia -FARC- are sustaining in La Havana (Cuba): the fourth point in the agenda of the so-called Agreement for the Termination of Conflict and Construction of a Long-lasting, Stable Peace is directly linked to “solving the issue of illicit drugs.” This is expected to be tackled through programs for the substitution of illicit crops, holistic development plans, and the execution and assessment of the programs for illicit crop substitution and environmental rehabilitation of the areas affected by said crops, among others.

During the meeting, the leadership of the Colombian state in the design, development and implementation of public policies for eradicating

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illicit crops was acknowledged. In particular, the current National Policy for Territorial Consolidation and Reconstruction (PNCRT), which seeks to “reinforce the state’s presence in territories that have been historically affected by illegal armed groups and illicit crops in order create the conditions conducive to prosperity and to the effective exercise of the fundamental rights in behalf of the citizens.”\(^{23}\) Hence, the state is committed to bring its services in a steady and ongoing fashion to those territories with illicit crops or under their threat.

One of the premises of ENDA’s academic agenda was to “acknowledge that alternative development is an important, licit, feasible and sustainable alternative to illicit crops used in drug production. Also, to recognize that alternative development is one of the main components of the policies and programs for reducing illicit drug production and an integral part of the governments’ initiatives for achieving sustainable development in their respective societies”,\(^{24}\) as pointed out by the United Nations Narcotics Commission.

Upon the aforementioned premises, the academic agenda was developed around theme panels where representatives from different areas participated. The academic conversations revolved around two axes: 1) alternative development guidelines and 2) Integral rural development with a differential and social integration focus.


Panel 1: Alternative Development Guidelines

Objective: Socialize the Guiding Principles of Alternative Development and share its interpretations and application in the international arena.

Panelists:

- **Nathaniel Cristie**: USAID Interagency Coordinator for Colombia.
- **Bo Mathiasen**: UNODC Representative for Colombia since September 2012.
- **Jorrit Kamminga**: Degree in Political Sciences. Doctoral student at the University of Valencia.
- **Mario Ríos Espinoza**: Director of Promotion and Monitoring of the Peruvian National Commission for Development and Life without Drugs - DEVIDA.
- **Esteban Juan Yépez Holguín**: National Director of the Control of Drug Demand and Preventive Alternative Development at the National Council on Narcotic Drugs and Psychotropic Substances in Ecuador.

One of the main objectives of the ENDA’s academic agenda was having an approach to international guidelines on alternative development, delivered as an annex to the Lima Declaration on Alternative Development (November 2012). Also, to identify instruments that made possible the implementation of these principles in Colombian territories. It was also exposed the need to design and formulate policies in which alternative development is the central element for the promotion of rural development, as part of the overall vision with which the State must intervene territories that are affected or vulnerable to illicit crops.

Five of the seventeen alternative development guiding principles were emphasized at the Meeting25. The main reflections that resulted from the expert panel discussions are as follows:

25 Available at: <https://www.copolad.eu/c/document_library/get_file?uuid=3528e6b7-0da3-486e-9511-201fad5148a2&groupId=10157>
USAID representative, Nathaniel Cristie, resumed the historical moment in which ENDA took place by the occurrence of peace talks in La Havana, given the explicit relationship between illicit crops and comprehensive agricultural development. It was emphasized that the agreements to be established by Colombian’s Government and the FARC will determine the investment of resources in rural Colombia, an area that has been affected by the historical conditions of conflict.

In this context, it was recognized the importance of the guiding principle which states that “alternative development programs should include measures to protect the environment at the local level, in accordance with national and international laws and policies, providing incentives for conservation programs, education and sensitization so that local communities may reinforce and conserve their livelihoods and mitigate the adverse impacts on the environment”.

In order to achieve the goals suggested by the above principle, it was proposed to promote an effective organization, coordination and articulation of state agencies at the local and national levels, emphasizing on rural areas with difficult access. This implies to seek an increase in terms of decentralization guidelines to enhance local capacities and community participation to establish their own rules, respecting the national legal context as well as the international obligations.

Similarly, this promotion of decentralization should include environmental conservations as an option for alternative development that needs to be promoted by all levels of government. For example, forest conservation must be encouraged to sell carbon credits as an alternative option for illicit crops. This initiative is being promoted by the UACT in through a program for afro-Colombian community councils.
The mention of this principle showed the need to manage institutional linkages for the promotion of alternative development both within the States and in the building of international networks.

UNODC’s representative, Bo Mathiasen, referred to the 14th guiding principle which states that “international cooperation programs on alternative development should incorporate the experience of various countries, including South-South cooperation, in order to determine the best practices and lessons learned from alternative development projects and programs, taking into account financial and technical support provided by donors”.

The resolution adopted by United Nations on the guiding principles of alternative development notes the importance of this kind of development as a composing element on drug control and as part of local development policies. This mandate is based on the three international conventions on drug control adopted by the member countries which are constructed on shared responsibility, given that the problem of illicit drug production, marketing and consumption is global and not only local. As a result, the resolution recognizes the existence and importance of alternative development as a fact that is significant to determine the necessary budget for the intervention by multilateral and bilateral donors.

Moreover, in addition to Official Development Assistance, it is important to continue to promote South-South cooperation, which has significant elements for exchanging knowledge derived from the implementation of alternative development projects, not only as a component in the control of illicit drug supply chain, but also as a determining variable in the social and environmental sustainability of the territories.
In a complementary manner, as indicated by the 3rd principle expounded by Jorrit Kamminga26: “the alternative development, including, in some cases, the preventive alternative development, constitutes an international policy founded in the principle of common and shared responsibility with which it seeks to curb the illicit cultivation in the countries affected by the problem and in those that are vulnerable to illegal activities.”

From this view, it is necessary to change the conception of supporting alternative development as an appendix of the projects that are focused on the fight against illicit drugs, and raise it as a priority for the consolidation of development cooperation projects that aim to impact rural development and the control and prevention of drug consumption. To achieve this goal, it is necessary to work within the framework of co-responsibility, understood as the shared compromise between countries towards production, marketing and consumption of illicit drugs.

In addition to international cooperation projects, co-responsibility should promote greater access to markets for the products that result from alternative development. It is a key factor to place this type of development as an appealing option for environmental conservation, biodiversity protection and water preservation, scenarios that are attractive both for governments and businesses. In this sense, alternative development should be linked to cultural protection of indigenous and afro-Colombian communities. This must be made visible in promoting

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26 PhD Candidate from the University of Valencia, Spain. Research Project: “The role of trade policies and economic development in reducing the supply of illicit drugs in Colombia.”
more special brands connected to source regions which enhance the ancestral forms of production.

However, international co-responsibility is not entirely effective if there are no policies within countries to ensure the effectiveness of measures that promote alternative development. In this context, the importance of the 5th guiding principle becomes relevant; this principle states that "in order to have effective alternative development programs and strategies it is necessary to strengthen public institutions at national, regional and local level. As far as possible, public policies must be supported by the strengthening legal frameworks, participation of local communities and relevant organizations, financial support, technical assistance, increased investment and the definition and respect for property rights, including access to land."

To make this principle tangible, the Peruvian National Commission for Development and Life without Drugs - DEVIDA described the importance of decentralization of responsibilities in the management of drug chains, as in this Andean country, regional and local governments turned their backs to the drug problem and pointed the sole responsibility to the national government.

DEVIDA was created as a “decentralized public institution, ascribed to the Presidency of the Ministerial Council, which composes a Budget Pliego responsible for designing and conducting the National Strategy for the Fight against Illicit Drugs and become the national counterpart for all international cooperation funds
DEVIDA tackles different drug fronts: prevention, demand and illicit crops, but stresses that the presence in all drug trafficking chain links may only be achieved with the joint efforts of local governments in creating scenarios of participation, so it has a direct relationship between institutions and citizens.

DEDIVA suggests to undertake the illicit crop problem acting on the complexity of the conditions that make people more vulnerable to engage with these kinds of crops in order to survive: difficulties in access to health and education, few work opportunities and territorial isolation, among others. Therefore, DEDIVA stresses the need to strengthen local governments, promote education, construct and improve road conditions and the opening of markets; these activities need direct intervention from the State. DEDIVA also indicates that integrity is required in order to address the problem: alternative development, interdiction, punishment, prevention and rehabilitation of drug consumption, accompanied by accountability of the State to improve the monitoring and evaluation process.

In order for the direct intervention of the state to be effective it is necessary to seek articulation among different ministries and public institutions, both within government’s structure as well as with other states. It was also indicated the importance of having a constant monitoring system based on indicators to regularly measure progress and setbacks in the fight against illicit drugs.

To complete the effectiveness in all geographical areas, communities must be directly involved in the design and implementation of the strategies that promote alternative development, as noted by the 6th guiding principle: “local organizations and communities should participate in the formulation, implementation, monitoring and evaluation of all alternative development programs so that they truly reflect the needs of the targeted communities.”

To illustrate this principle, the National Council for the Control of Narcotic and Psychotropic Substances of Ecuador gave an example on how to assume alternative development as part of the solution to the problem of drug trafficking chain, which may have direct community participation. In Ecuador, the absence of state and the geographical conditions have favored the establishment of illicit crops. In an effort to find development opportunities parallel to the anti-drug fight, the Ecuadorian government is delivering the

goods seized from drug traffickers for community use, especially those properties that are under forfeiture.

Such is the case of the Engunga Shrimp Industry, located in the canton of Santa Elena, where about five tons of cocaine hydrochloride were found in the interior of an underground container. After its seizure, the land was delivered to the community through the government’s parish to develop a comprehensive project of shrimp ponds for export.

Panel 2: Integrated rural development with a differential and social integration approach

Objective: To exhibit special considerations in the formulation of public policies for illicit crops.

Panelists:

- **José de los Santos Sauna Limaco**: Governor at the Indigenous Council of the Kogui-Malayo-Arhuaco Ancestral Territory and Reserve, Sierra Nevada de Santa Marta.

- **Danilo Villafañe**: Arhuaco delegate for the National Commission of Indigenous Territories. Member of the Colombian Board of the Amazon Conservation Team.

Representative of the Afro-Colombian Community

- **Nohemy Valencia**: Certified Public Accountant, candidate for Master’s degree in Management of Local Development,
specializing in Tax Management and Social Management, with studies in Human Rights and Gender. Experience in the design, implementation and management of social and productive projects, organizational strengthening and training in business and organizational issues, with a focus on gender.

Representative of peasant communities

- **Ivan Pasaje**: Community Leader of the Municipality of San José de Albán - Nariño, spokesman of coffee families organized through the Forest-Warden Families Program in the Agricultural Association of Alban - Triple A.

Representatives of the National Government

- **Fabian Yeison Villalba**: Ministry of Interior, leader of the Management Division for Prior Consultation.
- **Julio Alejandro Abril**: Department for Social Prosperity, technical Leader of “Productive Inclusion and Sustainability”.
- **Margarita Ma Baron**: Director of Production Planning and Social Property of the Ministry of Agriculture.

Representatives International Cooperation

- **Ricardo Amaya**: Technical Assistant, Program for Indigenous and Afro-Colombians in USAID.
- **Jimena Niño**: Assistant Director of the Program for Indigenous and Afro-Colombians in USAID.

One of the fundamental purposes of the ENDA was to identify variables that could be considered for structuring public policies on
alternative development. This commitment was made possible with the participation of national government representatives and the leaders of several communities.

From the State’s institutional offer, the Ministry of Agriculture recognized that the rural development policy has been more focused on the demand and must be raised again in order to address the offer. To achieve this challenge, this Ministry must begin to identify the shortcomings that restrict community access to the offer presented by rural development programs - such as poor connectivity and high illiteracy rates - and turn these problems in specific intervention foci.

As a complement, the Ministry of the Interior stressed the need to include a differential approach in the establishment of comprehensive rural development strategies. In Colombia, the differential approach emerged from the reparation processes to the victims of the conflicts as necessary measures for different population groups, considering that there are different subjects and affectations. This is recognized by the Political Constitution in its Article 7, and the Act 21 of 1991, which states that the government must consult with indigenous people, native islanders (raizales) and palenqueros for all projects that may affect their territories, including those projects that related to illicit crops eradication.

From this context, this approach is understood as an opportunity that all ethnic communities should have in order to participate in the decision that may affect them in terms of their development. The use of a differential approach is necessary in a diverse society as the Colombian society, because from the recognition of the differences it is made possible to assist equitably the demands of communities. Regarding alternative development, the differential approach is a key element to take into account the correspondence of each community and its territory, as it is not possible to design programs and policies without understanding the relationship of each community with their geographical area and the social dynamics that identify them.
Therefore, in addition to further strengthen this approach, the State must protect traditional uses for spatial planning, instances of authority, exercising of the capacity of ethnic communities to govern and promote the strengthening of intern regulations within the community councils.

In addition to the differential approach oriented to ethnic communities, it is important for the formulation of public policies for rural development to take into account the existing gaps in terms of distribution of wealth and access to public services in urban and rural populations in Colombia. These gaps limit the participation of communities in managing their own development as they restrict the opportunities to access different services and determine social exclusion conditions, particularly in vulnerable population groups such as early childhood, youth, indigenous communities, afro-Colombian communities and women.

After public institutions exposed their views, the leaders of the participating communities presented their own vision of development and their projection as a community in the short and medium term. For example, the representatives of Rio Cajambre (Municipality of Buenaventura) consider the development from the existing resources in their territories, based on the conservation of biodiversity and the respect for the land where they have lived since ancient times. They are convinced that responsible fisheries and agricultural production improve the conditions of the community. In the future, they expect to address other aspects such as education, and childhood and women support. Women actually constitute 53% of their population and, in many cases, they are head of households.

From the perspective of the Governor of the Kogui-Malayo-Archuaco Reserve, development and territorial consolidation have four components: environmental and natural conservation, access to social rights, respect for cultural development and the recognition of their territory as a mother who grants security, food sovereignty and autonomy. This concept is very important to understand the existing views from the territories, who claim the development of autonomous regions, municipalities and indigenous reserves. The indigenous people urge to support their collective dynamics, respecting the community and family core which defines them.

In Colombia there are 753 indigenous reserves which require appropriate policies that are consistent with the continued interest of the indigenous peoples to govern themselves and be independent. In this sense, they have tried to develop dialogues that promote the principles of conservation and respect for the natural order and their cultural identity. If policies are formulated without the direct participation of communities, it generates an impact in the transformation of their cultures and the people are lead to a logic of development with which they disagree. For example, in the Sierra
Nevada de Santa Marta, the indigenous communities are convinced that the road tracks are responsible for environmental degradation, reason why they have taken the political decision not to allow these constructions as they are not interested in development proposals that do not fit the cultural conditions of their peoples.

The representatives of the participating indigenous communities ensured that conventional development brings dependency; this is why it is necessary to find a middle ground where development could occur, without affecting ecosystems.

Final Contributions of the Academic Agenda

- Alternative development should be conceived from a differentiated policy and not only as an appendix to drug policy. It should also be articulated in the design, formulation and implementation of agricultural state land policies.
- International experiences show that with the increased presence of the State in the territories, by increasing social services and infrastructure conditions, community vulnerability towards the cultivation of illicit crops decreases.
- Communities should be involved directly in the design and implementation of alternative development strategies, taking into account their relationship with the territories and how the conceive development. In this way, the demands of state presence will be focused to the specific needs of each community, away from the homogeneity that is sometimes presented from a centralized perspective.
- In addition to continuing multilateral and bilateral support for
alternative development projects, it is necessary to begin to rely on corporate support for both the opening of markets in order to facilitate the entry of products resulting from the replacement of illicit crops, as well as to assess other funding sources like environmental conservation and water sources protection.

- States should have joint institutions to address the whole chain involving the production, marketing and consumption of illicit drugs. In this sense, it is also necessary to strengthen the decentralization of responsibilities in the management of the drug chain. Each territorial level must have clear powers to engage directly and effectively in illicit drug prevention, control and penalties.

**DAY 3 AGENDA.**

**ACCOUNTABILITY**

**December 5th. Pasto, Nariño.**

In order to comply with the provision of information to citizens in the search for a transparent public administration, UACT opened a space to inform beneficiaries of alternative development programs the main outcomes of this Unit in the past year. The most significant achievements mentioned by the Director of this Unit, German Rosa Chamorro, are as follows:

- In the previous year, the Colombian state has engaged in a committed and unrelenting endeavor against illicit crops. As a result, today we enjoy a historic decline of 25% in the total hectares devoted to illicit crops, according to the Integrated System for Monitoring Illicit Crops (SIMCI).
• Within the Warden-Families Program, the Unit has reached more than 32,000 families in 52 towns of 12 departments, investing more than 24 billion COP.
• The implementation of productive projects and partnerships has benefitted 19,000 families.
• The Mobile Eradication Groups -GME- have created more than 14,000 formal jobs.
• 13,783 families have been reached in the department of Nariño, 5,139 of which belong to the Tumaco Consolidation Area, where 11.4 billion COP have been invested.
• More than 19 billion COP have been invested and 8,644 families have been covered in the non-consolidation municipalities of Buesaco, Cumbitara, el Peñón, El Tablón, La Cruz, Linares, Los Andes, Policarpa and San Pablo (department of Nariño).

• In Nariño, 7 productive partnerships have been given priority in the areas of cocoa, milk, panela (unrefined sugar cane), fishery and granadilla production. Through these partnerships, 702 families have been addressed. The Unit has invested directly more than 1.1 billion COP between 2012 and 2013, whereas total state investment goes over 12 billion COP.
• The Rapid Response Program, which aims to build trust in the community towards the state, invested 2.1 billion COP in 30 projects in 2012. In 2013, it invested 2.4 billion in 8 projects, for a total of 4.5 billion COP.
• UACT has allocated more than 39 billion COP to the welfare and advancement of the most destitute communities in the department of Nariño.
Additionally, UACT showed the process conducted for the achievement of public-private partnerships through the exhibition of the alliances made with the restaurant chain WOK. This task has sought to open spaces in the market where alternative development products are inserted, and where the promotion of sustainable rural development is made by businesses.

As part of the event, WOK exposed the entailment it has achieved towards sustainable growth of opportunities to Colombia’s agricultural sector. This chain has achieved to substitute imported products for national products which proceed from alternative development projects supported by the UACT. WOK has also allowed to deeply understanding the challenges communities have to face and how to work had to hand with them in the construction of new opportunities. The environmental policy of this restaurant chain is based on the promotion of responsible consumption with its customers, partners and
suppliers. WOK has chosen to construct a responsible feeding system, recognizing the importance of suppliers within the chain. For this reason, it has promoted the “food communities” as supplier organizations whom with WOK aims to support local and community supply.

WOK also assumes responsible consumption by promoting fair trade, local and organic products and support for the products that result from illicit crop substitution. Therefore, WOK’s social objectives include the strengthening of suppliers through visits, monitoring and financial support; in this sense, WOK prefers to purchase from organized communities, tending to eliminate intermediaries.

To promote sustainable rural development, this chain of restaurants prefer to buy locally in order to support communities through the purchase of fish from sustainable fisheries, or the purchase of products from organic and clean agriculture. They also favor products originated from illicit crop substitution and those certified by fair trade. One example of these products is the Ají Wai-Ya (department of Vaupés) which is produced by a community of indigenous women who grow naturally in Chagres. Other examples are the organic turmeric produced by an association of 30 families and the green pepper production, which began to be planted under the substitution of illicit crop; both examples in the department of Putumayo.

Moreover, within the accountability scenario, the Director of the Department for Social Prosperity - DPS, Germán Vallejo, worshiped the work done by the beneficiaries who attended the event, pointing out that with the insertion to the consolidation and eradication processes they have demonstrated Colombian society a different way to live. He urged attendants to continue multiplying in their communities the work that they have done so far in order to make further progress towards finding peace, road that will influence positively on the beneficiaries of alternative development programs.
Recommendations and considerations

The following recommendations and considerations presented by UNODC arise from the experience in implementing alternative development programs during the last decade as well as from the progress during the application of the new model of alternative development, in the framework of the National Policy on Consolidation and Territorial Reconstruction.

- For UNODC is clear that alternative development has contributed to the sustainable reduction of illicit crops in Colombia and, as highlighted by the International Conventions, is the best strategy to tackle the problem of illicit drug production.
- Alternative development, in addition to providing sustainable options that replace the income of illicit economies, has improved confidence in Colombian public institutions. In this regard, it has helped the State to approach vulnerable areas with low connectivity and violence problems.
- Alternative development has improved and dignified quality of life in various regions of the country and has strengthened rural economy in vulnerable areas. This is shown in the implementation of innovative strategies that have enabled the certification of products and the identification of market niches.
- In the search for greater integration of alternative development
projects, it is recommended to expand efforts to formalize rural land ownership, road interconnection and integration of agricultural production to national and international markets.

- For the implementation of alternative development programs it is essential for the beneficiaries to agree to monitoring processes and to determine the areas they undertake to keep free of illicit crops.

- It is suggested to strengthen the processes of commercialization through partnerships between producer organizations and private companies that have already established markets, commercial distribution systems and that are committed to sustainable rural development.

- In order for alternative development to achieve better results, it is necessary to ensure an accompanying process in a medium term, and that the initiatives that are implemented in the framework of previous programs are chained to the new interventions. Furthermore, it is required to find mechanisms to access markets for those projects that are in the stage of commercialization, as well as continue to provide support to producer organizations that have emerged from these projects.

- Taking into account the results from alternative development, it is advisable to strengthen this model and expand its coverage and financial resources. In this sense, new interventions should be maintained in those territories where these processes have been implemented in recent years.

- Colombia is at a historical moment in which it should be understood that alternative development contributes to peace building and at this juncture it must continue adapting to a possible post-conflict phase.

“UNODC is committed to continue contributing to the Colombian government and to the rural communities through local and regional institutional strengthening”