

Land and Poverty Conference
“Catalyzing Innovation”
Washington DC, 25-29 March 2019

Between over-innovation and business as usual: another look at the reasons for “delay” in the implementation of the rural dimension of the Final Agreement in two departments of Colombia (Caquetá and Putumayo)

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Although we are indebted for the comments received, this text remains under the sole responsibility of the authors and does not necessarily reflect the opinions of the institutions to whom we are affiliated.

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1. Introduction : the problem, research question, approach

2. Results and analysis

2.1 Main characteristics of the implementation of the rural dimension of the final agreement in Caquetá and Putumayo

2.2. The negotiation process and its effect on the differential quality of the several components of the Final Agreement

2.3 Financial, institutional and organizational arrangements for the implementation of the rural dimension of the Final Agreement

Conclusions and recommendations

Focus : Implementation of “the rural dimensión” of the Final Agreement 2016

- i) Chapter 1 of the Final Agreement «Towards a new countryside : Comprehensive Rural reform »
- ii) Point 3.2.2 Economic and Social Reintegration in Chapter 3 “End of conflict”, and
- iii) Points 4.1.1 to 4.1.6 dedicated to the National Comprehensive Programme for the Substitution of Crops Used for Illicit purposes (PNIS), in Chapter 4 “Solution to the illicit drugs problem”.

Focus : The choice of Caquetá and Putumayo

- If they were difficult theaters of war (coca, guerrilla, colonization, extractive industries) they probably will be difficult theaters of the peace construction
- Previous field experience in the Amazon region (Corporación Araracuara, today called Instituto Sinchi; CERSUR).

Approach

The need to distinguish :

“Trajectory” : war system, low governability systems

from

“Critical Juncture”

- How to characterize the present post-agreement period: a continuation of the trajectory of the “war system” (Richani) or a critical juncture?
- We are not naïve : there are huge pressures undermining the critical juncture

Introduction : the research question

- Viewed from the two selected departments (Caquetá and Putumayo), what were the reasons for the “delays” and “problems” during the implementation of the rural dimension of the final agreement, and what are the specific effects on the land issues in the two departments considered?
- Fieldwork and literature review
- 4 main monitoring reports
- Additional literature

What does the literature say

- Overestimated availability of financial resources,
- Delays,
- Underperformance,
- Absence of results on the ground,
- Confusing policy stances

What ought to be done?

- Wait? “Colombia layed the basis for peace. Delays are usual in post-agreement processes...”
- Or critically review, suggest viable changes and act?
- A table intends to synthesize the focus of the literature : was everything covered?

Appreciating/ measuring/ evaluating	Herbolzheimer, 2016; Nylander, Segura and Mechoulan, 2017; Sandberg and Tvedt, 2018 (NOREF)	United Nations Verification Mission in Colombia, July, September, December 2018	Kroc Institute (2018)	CINEP-CERAC, 2018, 2019	CGR, 2018	DNP, 2018, p. 648-649	Crisis Group, 2018
Macro policies, organization of national finances, functioning of the State, all elements out of scope of the peace negotiation but affecting its implementation							
Other actors and situations around the negotiation process (Venezuela - other armed actors within Colombia, situation of social leaders and former-combatants, etc.) and their impacts on the implementation	(x)	X		X			X
The negotiation process	X						
The negotiation result (the text of the agreement)							

The translation into the PMI (operational plan)					X		
The financial arrangements for the implementation of the agreement (sources, pledged, made available and under control, disbursed)					X		
The institutional arrangements for implementation (decrees, laws, policies, plans), foreseen / formulated / approved		X	X		X	X	X
The organizational arrangements for implementation foreseen / designed / put in place / functioning and impacts (reshuffling, new agencies, new funds etc.)		X	X		X	X	X
The activities on the ground (demobilization and reincorporation, special jurisdiction for peace, other projects, programmes, ...), foreseen / carried out		X	X	X			
The results of activities, intended / delivered ; the impacts of results, intended versus observed		end of hostilities, laying down arms, justice					
The global impact of the implementation of the peace agreement							

2.1 Main characteristics of the implementation of the rural dimension of the final agreement in Caquetá and Putumayo

2.1.1 PDET and PATR : dealing with the legacies of previous local planning processes...

JAC, INCORA (World Bank), PNR, and then the Territorial Consolidation Program. TCP and later the Agency for Territorial Renovation
Plans, plans, programs . PNIS or no PNIS? Environmental zoning. PDETs : financed through royalties?

2.1.2 The floating policies around illicit crops substitution

Voluntary substitution? Aereal Fumigation?

2.1.3 Access to land and rights?

Old colonization areas, land scarce, public lands occupied, land expensive (dutch disease), concentrated, parks and reserves, rights of use, ZRCs

2.1.4 Economic and social re-integration of former combatants, a variety of situations

In or out ETCR; with or without access to land and water; produces : associated re-integration, individual re-integration, employment without re-integration, no re-integration at all : despair

2.2. The negotiation process and its effect on the differential quality of the several components of the Final Agreement

2.2.1 Asymmetries during the negotiation process and implications

ONE final agreement, TWO levels of precision : conflict termination and the rural dimension

2.2.2 The discursive nature of the formulation of the rural dimension in the Final Agreement

What, when, who, how, financed by whom???

2.2.3 An also elusive Framework Plan for Implementation of the Agreement (PMI)

A territorial approach, but no territorialized PMI...

A territorial approach, but focus on land and agriculture (off farm?, urban?)

2.3 Financial, institutional and organizational arrangements for the implementation of the rural dimension of the Final Agreement

2.3.1 The Colombian State : despite abundant plans and elaborate systems, entangled financing, deficient steering

Financial arrangements : insincere (only c and b under control of national government)

a. General Participation System GPS : under control of territorial authorities

b. General Budget of the Nation GBN : over regulated, ley de garantías

c. General Royalties System GRS : interesting rules of the game, but rules and decision arenas and procedures too complicated, unspent resources, it makes no sense to treat royalties separated for other public resources (Treasury Single Account TSA)

d. Own resources of territorial authorities

e. International cooperation

f. Private sector

Institutional and organizational arrangements : plans, more plans, CONPES, no steering

2.3.2 International community : far from the Paris agreements on the effectiveness of aid

Trust funds : 4 funds, lack of coordination, tied aid, displacement of local capacities...,

Conclusions and recommendations

1. The need to update the Framework Plan for Implementation (PMI) : strategic implications for PMI 2

2. A Colombian State caught in its own nets : options for untangling

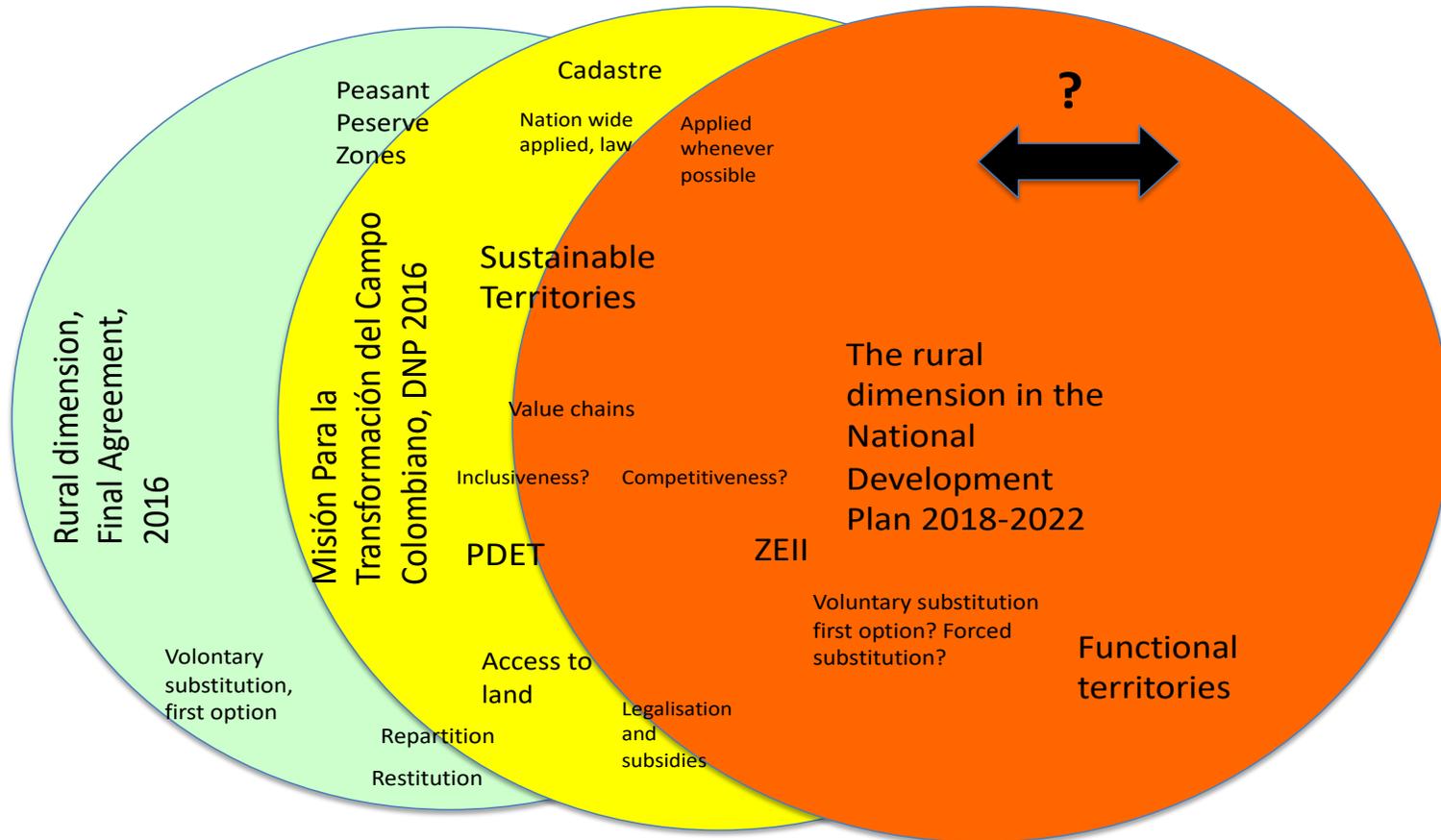
Less plans; reengineer the CONPES taking into account the founding principles (professional staff, political parity); put royalties in GBN, GBN : introduce adapted transparent rules of repartition of the former GRS; more resources for GPS : invest in decentralization (broaden the spending authorization of GPS and include peace investments).

3. International cooperation : the need to bring Paris (and the rules for effectiveness of aid) to the implementation of the La Havana agreement

4. The need to resituate the land question in a broader discussion on employment and sustainable value chains

National development plan 2018-2022 : strategic options :

The rural dimension in Colombian public policies 2018-2022?



Van Vliet, Ramírez, 2019, based on Segura and Stein, 2018 y “Desfinanciación de la paz”, el Espectador, 11-2-2019