



Midterm Review of the Afro –Colombian and Indigenous Program:

A Synthesis of Findings

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Acronyms

ACIP	Afro-Colombian and Indigenous Program
ANDI	National Business Association of Colombia
APC	Presidential Agency for Cooperation
CEDAW	Committee on the Elimination of Discrimination Against Women
FPIC	Free, Prior, and Informed Consent
GOC	Government of Colombia
ILO	International Labour Organization
LOP	Life of Project
LRU	Land Restitution Unit
ONIC	National Indigenous Organization of Colombia's
PPI	Presidential Program for Indigenous Affairs

I. Background and purpose

A. Background

Ethnic minority populations are among the most marginalized groups in Colombia and suffer from challenges including exclusion, inequality, poverty, violence, discrimination, and displacement.

To address these issues, USAID created the five-year Afro-Colombian and Indigenous Program (ACIP). Implemented by ACDI/VOCA, ACIP (Cooperative Agreement No. AID-514-Q-11-00004) is a \$61.4 million project that runs from August 30, 2011 to August 29, 2016. It is the first stand-alone program designed with the sole purpose of improving the socioeconomic and political inclusion of Afro-Colombian and indigenous persons by addressing political, social, economic and cultural exclusion. The theory of change of the Program is:

If, effective public policy implementation, resource investment and ethnic-sensitive information systems are supported, and, the capacity of community-based organizations for effective governance and advocacy is strengthened, and, access to urban and rural economic opportunities is increased, and, education and awareness about ethnic minority issues is increased, then, the socio-economic and political inclusion of Afro-Colombian and indigenous populations will increase (ACIP Year 4 Workplan 2014).

ACIP's strategic approach is centered on building the human and institutional capacity of ethnic minorities and their communities, state institutions, and private-sector organizations. ACIP aims to:

1. Strengthen institutional capacity of national, departmental, and local government
2. Strengthen community-based indigenous and Afro-Caribbean organizations
3. Increase access to economic opportunity for ethnic minorities
4. Increase positive messaging of ethnic issues

The program's principal objectives are implemented according to four cross cutting themes: gender equality, youth engagement, environmental protection, and a culture of legality. To ensure that women's interests and concerns are adequately addressed in all programmatic activities, ACIP includes gender as a topic of discussion during consultations with Afro-Colombian and indigenous stakeholders, making a link between respect for the values, rights and culture of an ethnic group and respect for women's rights (Year 4 workplan). The methodological approach of the project is participatory, with a focus on building diverse partnerships and leveraging of public and private efforts and resources. ACIP also includes a grant fund to implement activities in three geographic regions—Pacific, Caribbean, and Central.

B. Purpose of the Review

This midterm review is meant as a synthesis of several different assessments that have been conducted recently to examine different aspects of the project. In addition the review

incorporated information from quarterly reports and has examined trends in outcomes based on monitoring data over the last three years. Considering that two other separate assessments of ACIP were underway at the same time in Colombia, a gender assessment, undertaken by an independent consultant, and a midterm evaluation, conducted by the USAID/Colombia M&E contractor, this report was based on documentation research and analysis which did not contemplate a field verification of findings included in the reports and assessments reviewed.

As this is not a typical evaluation, the evaluations process focused on key themes that point to ACIP's unique program characteristics that merit further investigation and documentation. The review identified three main themes that emerged from a review of the quarterly reports and the two evaluations upon which much of the report is based. Each theme crosscuts at least two results:

1. ACIP as a broker and convener of disparate partners
2. ACIP as a catalyst for leveraging public and private funds
3. ACIP's focus on governance as a foundation of communal and territorial land title formalization

The first theme focuses on ACIP's role as a broker and convener of different stakeholders to build increased understanding and working relationships among different groups in Colombian society that historically have not engaged or had difficulty relating to one another as equals, such as leaders of ethnic communities and governmental officials, and unemployed youth and potential employers. This report begins an inquiry into the process by which ACIP was able to broker positive working relationships among these disparate groups by giving them the appropriate tools and knowledge of national policies and programs to negotiate with one another. The capacity building and training provided by ACIP to government officials and ethnic organizations and their leaders allowed each group to more completely fulfill their institutional roles and responsibilities as leaders and economic contributors to their respective organizations, communities, municipalities, departments, and country. This theme relates mostly to ACIPs work under Results 1 and 2, but also facilitated the development of partnerships in support of activities under Results 3 and 4.

The second theme examines the role ACIP played in leveraging public and private resources for the benefit of indigenous and Afro-Colombian groups and individuals. ACIP was instrumental in leveraging national and departmental funds for a differentiated approach¹ at the municipal level, as well as in assisting indigenous and Afro-Colombian Communities to leverage funds from national, departmental, and municipal governments. ACIP Result 3 activities also leveraged private sector resources in support of vocational training and employment for indigenous and Afro-Colombian youth. Indigenous and Afro-Colombian artists and cultural groups have benefitted from opportunities financed by both governmental and private funds through activities supported under Result 4 of the Program.

¹ Differentiated approach is the term used for Colombia's program of group-based affirmative action in compensation for historical discrimination and exclusion of indigenous and Afro-Colombian populations. The term also encompasses the notion that these groups have the right to self-determination to design programs that are culturally sensitive and participatory.

The third theme is a bridge that ACIP facilitated between activities focused on organizational strengthening under Result 2 and rights to land under IR-A. At the beginning of the program, the prospects for formalizing land titles through the INCODER titling process, especially for indigenous territories and Afro-Colombian collective communal lands, were much more optimistic than the system could realistically accomplish in the designated timeframe. ACIP has been able to use the waiting period between the participatory technical studies and the issuance of a title to build capacity within the affected communities to strengthen the governance of their lands. This appears to be a critical element for sustainable control over their lands as many are located in areas of former or ongoing conflict, and all are at risk of incursions by more powerful political and economic actors. Having the well-functioning governance structures to maintain the integrity of the territorial or collective lands, once legalized, is at least as monumental a challenge as getting a title. ACIP has played an important facilitative role in developing indigenous and Afro-Colombian groups' leadership and stewardship of land and building of consensus and cohesiveness among their members.

C. Methodology

The methodology entailed synthesizing information from a number of different sources, including evaluations, quarterly reports, monitoring data, and other program documents. These include:

- The sustainability analysis carried out at the start of ACIP Year Three, which drew on one-on-one interviews, focus groups, and primary source research;
- A participatory assessment of food security, productive, and land titling projects implemented under the ACDI/VOCA-INCODER agreement that includes lessons learned and results, drawing on focus groups and interviews with beneficiaries (ENLAZA);
- A Government of Colombia (GOC)-led evaluation that analyzes to what extent the GOC administration has fulfilled its 2012-2015 National Development Plan;
- A trend analysis of key performance indicators.

II. RESULTS

A. Result 1: State Institutional Capacity Strengthened

The focus of Result 1 is to improve the capacity of governmental organizations at different levels of the Colombian state to implement its policies on ethnic and gender equality. Colombia made a political commitment to these issues over 20 years ago through adoption of a new Constitution, Law 70 recognizing the collective rights of Afro-Colombian communities, and by signing on to various international agreements including International Labour Organization (ILO) 169 The Convention on the Rights of Indigenous and Tribal peoples, and CEDAW, the Committee on the Elimination of Discrimination Against Women. More recently, Colombia enacted its own Gender Equality Policy, for which ACIP was instrumental in making it explicitly inclusive of minority women in Colombia. The policies establish two important principles that must guide government investments in ethnic communities: 1) Free and Prior Informed Consent (FPIC) of ethnic communities before engaging in development actions in and around their ancestral and historically held lands, and 2) Differentiated approach, which stipulates the direct and active

participation and determination of development activities by ethnic groups so as to shape them according to their cultural practices and beliefs. These funds are also designated especially for ethnic communities, in recognition of their past exclusion and discrimination by the state. For most of the past 20 plus years these policies and their guiding principles have not been implemented.

Specifically, Result 1 of ACIP was designed to: (1) strengthen public policies upholding the rights of indigenous and Afro-Colombian peoples as citizens; (2) implement differentiated approach as specified by law by making both local and national government officials aware of the available resources for ethnic populations and their rights to those resources; and (3) improve the capacity of governmental organizations as duty bearers and ethnic organizations to advocate for the rights of their members.

With the support from the Government of Colombia, IR 1 strengthens the capacity of key state institutions to develop and implement pro-minority public policies, use their resources effectively, and improve their minority information systems to be receptive and responsive to advocacy by ethnic organizations on their own behalf. It is the two sides of the equation that makes the ACIP approach unique and innovative. One side of the equation entails strengthening the performance of governmental agencies to implement policies supportive of the equality and rights of ethnic groups and their members (Result 1). On the other side of the equation is ACIP's contribution to increasing the effectiveness of Indigenous and Afro-Colombian organizations' advocacy and leadership to participate fully as part of Colombian civil society (Result 2).

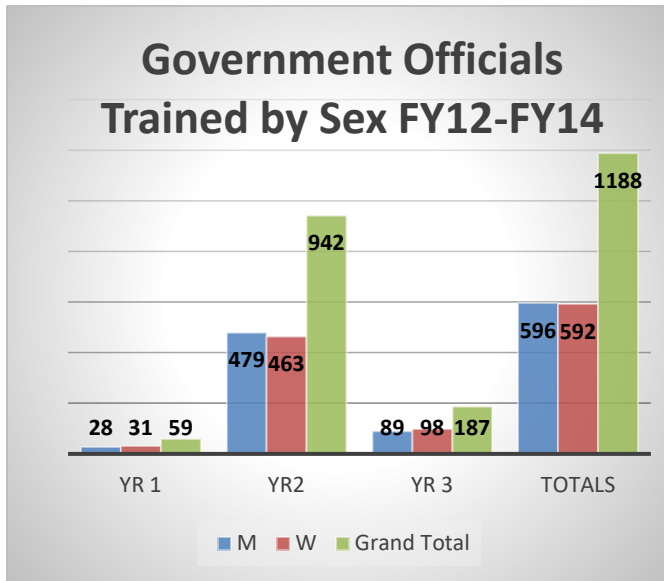
1. Overview

ACIP builds the institutional capacity of key GOC entities from the national to the municipal level in three main areas: strengthening the development and implementation of pro-minority policies, improving State planning and investment of public resources in ethnic communities, and ensuring that State information systems capture ethnic minority variables to improve monitoring of policy implementation for Afro-Colombian and indigenous persons (ACIP Year 4 workplan 2014).

2. Activities

ACIP's activities under this result are quite diverse. They range from training government officials on the policies, protocols, and regulatory framework related to minority and historically excluded populations, to activities in support of policy formulation and implementation through *Free, Prior, and Informed Consent* (FPIC) with ethnic communities, to leveraging public resources and facilitating coordination between governments and minority organizations in support of differentiated approach, and strengthening governmental systems to implement and be accountable for FPIC and differentiated approach.

Figure 1: Government Officials Trained by Sex FY12-FY14



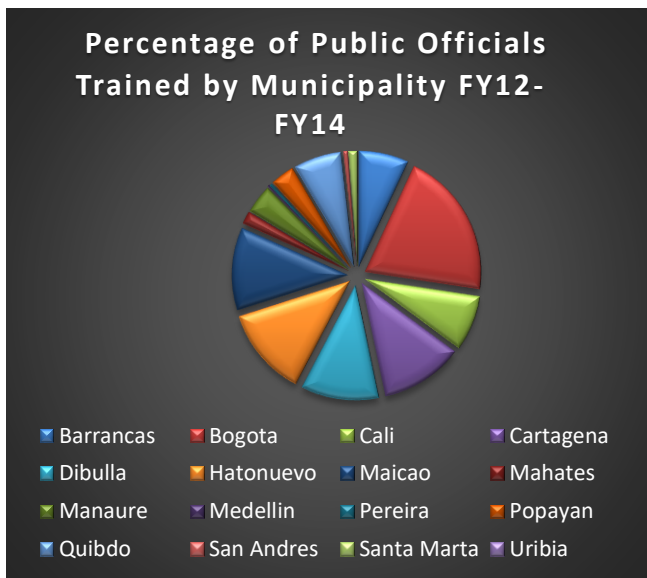
3. Results

An August 2014 Program Audit found that the program had made progress toward achieving this result by training more than 1,100 state officials from 48 national and local governmental entities on the implementation of public policies designed to benefit ethnic minorities (Regional Inspector General 2015). Based on the expansion of this result to encompass more than just policy design, the Audit found that ACIP had provided training on policy implementation, investment of public resources, and how to improve information systems designed to track adherence to the

legal framework supportive of ethnic communities and levels of investment of public funds.

Training of Government Officials: By the end of FY2014, ACIP trained a total of 1,188 public officials, 91% of the Life-of-Project (LOP) target of 1300 officials. It also achieved its target of training an equal number of men (50%) and women (50%). The municipalities with the greatest number of trainees are Bogota (18.4%), Cartagena (10.4%), Dibulla (9.9%), Hatonuevo (11.1%), and Maicao (10.4%), which together had approximately 60% of the trainees.

Figure 2: Percentage of Public Officials Trained by Municipality FY12-FY14

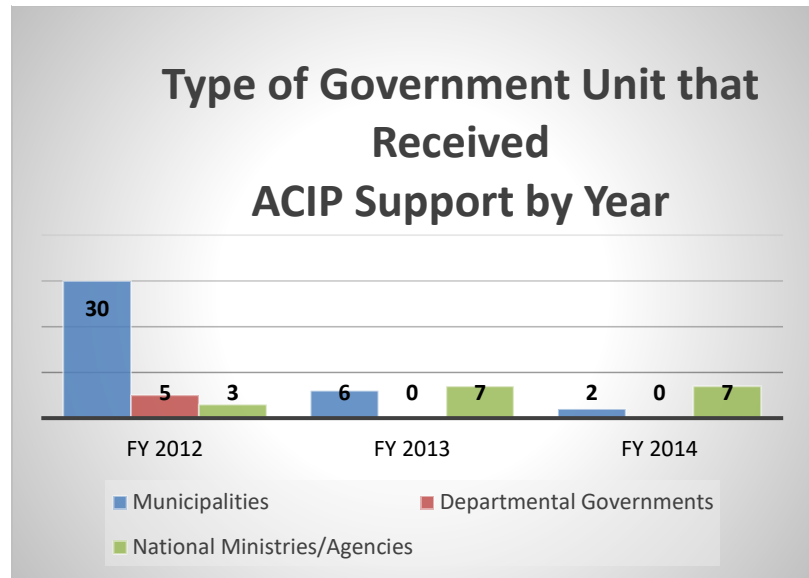


The government of Colombia also conducted an evaluation of this component (Gamboa and Obando 2014). It examined ACIP’s contribution to implementation of national public policies on FPIC at the national and municipal levels. Over the first three years of the program, ACIP supported 26 FPIC processes, 86% of the LOP goal of 30 FPIC cases, with greater concentration of support in years one and three of the Program (18 and 8 respectively), and none in FY13. ACIP focused on field testing and validating methodologies of the application of FPIC. More recently, ACIP has focused on strengthening the mechanisms for FPIC’s implementation,

such as developing information and accountability mechanisms. In the first year of the program,

ACIP focused on helping municipal governments to develop protocols for implementing FPIC. The first year was the only year in which the program also supported departmental authorities. In years two and three, the project gave more support to national ministries and agencies, both in Bogota and in the intervention regions. One major beneficiary of this support is the Presidential Program for Indigenous Affairs (PPI). Through outreach, inter-institutional and intercultural dialogues, and fora, PPI improved FPIC and access to quality higher education by indigenous people. They were also able to institute a government-wide methodology for developing indigenous Life Plans and for ensuring the input of indigenous organizations' concerns and interests in municipal investment plans.

Figure 1: Type of Government Unit that Received ACIP Support by Year



Some of the notable outcomes contributing to this result cited by the GOC Evaluation and ACIP quarterly reports are:

- The City of Barranquilla, has a public policy for its Afro-Colombian residents
- The national gender policy includes an ethnic variable and the City of Quibdó formulated its first gender policy with specific variables for Afro-Colombian and indigenous women.
- Cali, the city with the second highest Afro-Colombian population in Latin America, and the first in Colombia, designed an employment plan for ethnic populations.
- In Providencia and Rioacha, ACIP collaborated with national, departmental, and municipal governments to strengthen their capacity to implement the National Women's Public Policy, which resulted in local governmental investments in improvements in public services making it easier for Raizal, Afro-Colombian, and indigenous women to take advantage of economic opportunities, such as in employment in the formal sector and entrepreneurship (ACIP Q4 FY2014).

The GOC evaluation report states that the project had clear successes in developing more inclusive policies for territorial units in some regions and cities, such as Barranquilla, where they developed and disseminated the new policies. There are also other places, such as Cali where there were greater challenges in getting policies approved through the Municipal Council and getting a commitment from the Mayor to support policies on inclusion, and settled for advances

that were less comprehensive and binding than policies, such as the employment plan cited above (Gamboa and Obando 2014).

Another important achievement under this result is the increase in public and private funds leveraged by ACIP in support of differential development for ethnic minority communities. The government evaluation noted ACIP's demonstrable capacity to leverage resources and counterpart funds for the benefit of indigenous and Afro-Colombia populations from public and private sector organizations (Gamboa and Obando 2014). According to Monitoring & Evaluation (M&E) data, it was able to leverage USD \$1.41 billion for social investment funds: 88% of which was leveraged for Afro-Colombian and indigenous communities through municipal and departmental development plans, and 12% which was leveraged for these communities through Royalties programs, General System of Participations (*Sistema General de Participaciones – SGP*) projects, and other publicly funded local projects. The GOC Evaluation cited the Department of Choco as an example where there is a clear relationship between the funds leveraged by ACIP and investment of public resources. Several of the Municipalities in Choco have applied for and invested major private and public counterpart funds with support from ACIP. Other examples include:

- In Cauca, ACIP supported the departmental government in using designated funds to develop a project to develop intercultural health services in northern Cauca, which will be supported by dedicated communication and information systems to assess and track the needs of a multicultural population (ACIP Q1 FY2015).
- ACIP supported improved coordination between the Valledupar and San Juan del Cesar municipal governments and the Wiwa indigenous communities, which leveraged US \$930,000 in public funds for 13 projects benefiting approximately 12,000 people (ACIP Q1 FY2015).

As ACIP moves forward into its last two years, it will put more emphasis on developing the mechanisms for program implementation, monitoring, and fiscal, social, and political accountability (Year 4 Workplan 2014). PPI's Life Plan methodology is a first step. The program also developed a government information system in Quibdó to identify people eligible for social programs, and to gather information on the population's health and nutrition status. This stimulated development of intercultural approaches to child nutrition to better meet the needs of newly affiliated populations in the Choco. In year four, ACIP will also focus on strengthening citizen oversight of public services and investments in their territories and communities (ACIP Year 4 workplan 2014).

Several assessments (Gamboa and Obando and ENLAZA) found the methodologies and training that ACIP developed to coordinate and facilitate implementation of FPIC and differentiated development, as mandated by Colombian policies, to be of good quality. They found, however, that the training did not stimulate the levels of public investment in Afro-Caribbean and indigenous populations that was anticipated at the onset of the Program. Gamboa and Obando

recognize the Program's impressive record of leveraging 1.42 billion dollars in public funds but argue that implementation has not kept pace with the commitment to fund the investments. Similarly, ENLAZA recognizes INCODER as the national government agency which has committed the greatest level of resources, while critiquing INCODER for having finished very few of the funded projects. Gambo and Obando evaluation, concurs with the ENLAZA assessment that INCODER has committed the largest amount of counterpart funds, but it has the lowest level of results relative to the targets (Gamboa and Obando 2014). The delay in INCODER's completion of activities is likely attributable to the types of activities it supports, agricultural production and land titling, which tend to have a longer timeframe than the activities implemented by other governmental agencies, such as services and infrastructure. Another complicating factor is the frequent turnover of officials at the local, departmental, or national levels, which contribute to delays and false starts for projects (Gomez 2013). Additionally, more recent ACIP Quarterly Reports demonstrate that in 2014 there is more commitment of funds by local government, including more than 14 million dollars by the Municipality of Quibdo.

According to the GOC Evaluation, as of June 2014, it appears that ACIP is accomplishing its objectives under Result 1. They argue that it is necessary to monitor the program more rigorously to ensure that its effects and impacts are measured more systematically to make sure that it is not just generating a loose set of activities that are not sustainable. In reference to activities at the municipal and departmental levels, the GOC Evaluation contends that on balance, Result 1 has been successful, but in the future, there should be more emphasis on policy implementation, not just policy adoption.

The take away message from this GOC Evaluation is that the current indicators may not be capturing outcomes sufficiently, as they now measure the number of governmental officials trained (indicator 1), number of State entities supported (indicator 2), number of policies adopted to promote equality (indicator 3), number of state information systems improved (indicator 4), number of FPIC cases supported (indicator 5), and public resources leveraged (indicator 23). Additional outcome indicators could measure the value of funds contracted or invested in *finished projects*. Additionally, a complementary indicator to indicator 5 is percentage of FPIC cases supported that result in an obligation of funds for differentiated approach. A complementary indicator to measure changes in indigenous and Afro-Colombian organizations' capacity to leverage funding from the public sector is: "Number of indigenous and Afro-Colombian organizations that received funding for publicly funded projects out of the total number that sought funding."

The GOC critique of the focus on policy adoption rather than on implementation makes sense when examined historically. Many of Colombia's policies aimed at achieving greater equality are not implemented effectively. The indicator measure that is pertinent to this point by the GOC evaluation is: "Number of public policies adopted to promote equality," which does not measure policy implementation. As the Program turns its focus toward strengthening government systems rather than supporting policy change, it makes sense to focus on how the policies are affecting

resource allocation pertinent to a particular policy, which is an outcome measure of implementation.

The GOC Evaluation also argues there is a need for greater understanding about what inclusion means, and it would be important for ACIP to program some learning circles on the topic (Gamboa and Obando 2014). The Sustainability Study suggests that one way to overcome this problem maybe to encourage technical assistance and training from one municipality to another (Gomez 2013). ACIP and USAID would learn more about what works and why by documenting experiences with FPIC and differentiated approach in municipalities with considerable success (e.g. Quibdó) and others where there has been less success.

4. Recommendations

1. To address equity, focus efforts on the population in extreme poverty by coordinating local and national institutions to develop approaches that reduce access barriers for these communities. It is important to empower the State with information systems and tools to align local and national interventions (Gamboa and Obando 2014)
2. Strengthen partnerships initiated by ACIP. It also is necessary to determine if the alliances established by the program agree on indicators to measure efficacy that will translate into impacts for the target population of ACIP (Gamboa and Obando 2014).
3. Increase opportunities for government entities at different levels to learn from each other, especially at the municipal level, but also across national ministries and agencies. This recommendation would have the advantage of showcasing both successful and less successful efforts to foment an atmosphere that encourages sharing and learning. It also addresses, in part, the challenge of staff turnover, as it changes the paradigm from supporting one-off learning through program-sponsored workshops, to a process of continuous learning across the government (Gomez 2013).
4. Revise indicators for this Result to focus more on outcomes than outputs by measuring the value of funds contracted and spent by different levels of government for ethnic communities (Caro).
5. Document the intersection of activities under Result 1 and Result 2 to better understand what has worked most effectively to generate public funds for indigenous and Afro-Colombian communities. An interesting focus of this research would be to look at the relative strengths of local governments and ethnic organizations, as well as the efficacy of ACIP as a broker and convener of the process. One focus of the research would be to determine whether there is greater success when ethnic organizations are strong negotiators, or when governments are more responsive to ethnic organizations' needs, or both (Caro).

B. Intermediate Result IR-A: Rights to Land for Ethnic Communities Increased

1. Overview

Historically, more powerful individuals and groups are able to take advantage of their economic and political power to appropriate indigenous and Afro-Colombian lands which have little protection from the Colombian Constitution and land laws. In addition, widespread violence on the part of the FARC, narcotrafficking, and the government's response, displaced many ethnic communities and individuals. In addition these groups were further displaced from their ancestral territories and communities of origin by wide spread violence from insurgent groups, narco-traffickers, paramilitary groups, and the GOC military.

As early as 1986, in response to pressure from indigenous and social movement groups, the GOC ratified their adherence to international agreements on human rights of indigenous and tribal peoples, such as ILO 169, and in 1991 adopted a new Constitution. Although Afro-Colombian groups also participated in the advocacy process leading to the Constitution, by arguing that they had a shared ethnic identity, collective ownership of land and were stewards of fragile tropical ecosystems, the Constitution failed to extend parallel protections and rights to Afro-Colombian lands that it gave to indigenous groups.

While, the Constitution recognized the budgetary and administrative autonomy of indigenous groups' territories and granted them the right to self-government and application of their own judicial procedures within their territories, but did not extend these rights and protections to Afro-Colombian communities (Weitzner 2012). To rectify this oversight, the Colombian government passed Law 70 in 1993, which recognizes the communal land rights of Afro-Colombian groups that live on rural government-owned lands and could demonstrate that they shared a common identity that distinguished them from other groups (Perram 2013). The definition was quite narrow, however, requiring Afro-Colombian groups that wanted to qualify for the communal lands designation to demonstrate they held the land collectively, practiced traditional forms of production, and were an ancestral settlement (Cultural Survival 2010).

Despite a much improved policy framework, few indigenous and Afro-Colombian groups have realized much benefit. The titling process is lengthy and difficult, and the lack of security in rural areas of the country and multiple contested interests in the lands made it virtually impossible to obtain secure titles.

2. Activities

With these challenges somewhat alleviated by greater security in some areas, ACIP provides technical support to INCODER, the GOC agency in charge of land titling and capacity building in land use planning and negotiation skills to improve indigenous and Afro-Colombian

organizations' capabilities to negotiating for their territorial land rights and collective titles (ACIP Year 4 workplan 2014).

INCODER is the governmental agency responsible for conducting the technical studies and issuing communal and collective titles to indigenous reserves and Afro-Colombian collective lands. ACIP has an agreement with INCODER to support the field technical studies for INCODER to complete the formalization process of indigenous territories and Afro-Colombian communities. The agreement between ACIP and INCODER was based on two fundamental principles: 1) Respect for INCODER's technical, programmatic, and procedural practices and leadership; 2) respect for the customs and practices of the ethnic communities (ENLAZA 2014).

Technical studies were conducted by sociologists, anthropologists, lawyers, topographers and geographers in support of titling requests by indigenous and Afro-Colombian communities. The studies were conducted under the aegis of INCODER, although they often contract indigenous and Afro-Colombian technicians to carry out the studies. ACIP provided legal and technical support to guarantee the active participation of the ethnic communities concerned. The ethnic organizations participated in the process of selecting the technical teams and supported their activities in the field with a community support committee, including guides, census takers, promoters and community facilitators. In addition, the team held several workshops and consultations with community members to facilitate the collection of information and orientation on their rights according to law. The participatory approach was a new approach compared to INCODER's past practice (ENLAZA 2014).

In northern Cauca and in rural and insular Cartagena, ACIP and the Javeriana University's Ethnic Territorial Observatory collaborated to complete a territorial rights project with Afro-Colombian community councils to acquire knowledge of their rights and the titling process, and skills in territorial management and mapping. Additionally, they worked on strengthening community networks and social cohesion (ACIP Year 4 Workplan 2014).

In addition, ACIP provided technical assistance to the Land Restitution Unit and the Department for Social Prosperity to develop a model methodology to assess damages and infringements inflicted upon ethnic collective territories and communities as a result of armed conflict.

3. Results

In the first three years of the Program, ACIP supported 50 land cases. In these cases, 37 studies were completed, of which 14 were socioeconomic, legal, topographic and land tenure studies; two were land rights determination studies; one (1) was a land use planning study; and 20 were land rights clarification studies with indigenous communities belonging to the Regional Indigenous Council of Cauca. To-date, a total of three (3) titles have been granted, San Basilio de Palenque and Boquilla during year one of the Program, and a Orika in the Rosario Islands (district of Cartagena) during year three. These were precedent-setting decisions that are likely to influence future decisions about Afro-Colombian collective lands. These three titles benefit

3,425 families on 3,494 hectares of land. An additional collective title for Tierra Baja and Puerto Rey in the same region was expected to receive final approval by the end of April 2015, but as of June had not yet been issued. One of the indigenous territories that is furthest along in the process is the Wayuu territory in Maicao (Guajira), which when approved will constitute 2000 hectares to the benefit of 250 Wayuu clans (ACIP Quarterly Report FY 2013, Q4).

This program result has been the most challenging, as the process for establishing territorial rights and legitimate titles entails in-depth studies and a series of political challenges to deal with conflicting rights and entrenched private and public sector interests. For example, INCODER also denied a request from the Arroyo de Piedra community council (District of Cartagena) for a collective title because of the different competing interests for land use there. Problems within INCODER, including constant turnover of staff, have also slowed the titling processes.

The strength of ACIP's approach has been its focus on building the land administration, group management, consultation, and negotiation skills of indigenous and Afro-Colombian leaders as a counterpart to the government's land legalization procedures. It gave the ethnic communities direct control over the technical studies, which are a critical step in the process. It also prepared them to more effectively and inclusively manage their territories and collective lands once titles are issued. These will be assets even to communities that are turned down by INCODER, or not successful securing titles from INCODER during the life of the program because they will still be able to assert greater control over the lands they have. An area where the program could have been more effective is in strengthening ethnic community leaders' capacity to negotiate with non-governmental actors, especially private individuals and corporations, to defend themselves better against encroaching interests. According to some of the leading human rights groups, such as Cultural Survival, Washington Office on Latin America, and TerraNullius, powerful mining and large agribusiness interests will go to great extents to challenge the legitimacy of ethnic communities' claims and the GOC has often chosen to evade taking a stand rather than stand with indigenous or Afro-Colombian groups. Similarly, in areas of continuing conflict, ethnic communities are unlikely to be able to defend their lands, even with a secure title in hand.

To-date the program has approached the titling process by prioritizing communities that have been prioritized in INCODER's action plans, which are communities where lands appear to be least contested and titles are most likely to win approval, across all the regions of Program intervention. An alternative approach, more focused on conflict resolution and longer term sustainability, would be to concentrate the titling process in one section of a department, where ACIP could facilitate building multi-group alliances in defense of their lands to improve the prospects of maintaining the integrity and security of their territories and collective communities from inception of the land titling process to after its conclusion.

ACIP identified the following achievements under this result:

- Three communities have received collective titles. In the face of enormous bureaucracy, ongoing violence, and many competing claims to the lands, this accomplishment demonstrates that it is possible to implement the legal framework that exists, when the right instruments, procedures, and organizational capacity are adequately developed and applied, and where there is ample political will of the relevant GOC institutions.
- The Land Restitution Unit (LRU) developed a territorial damages and infringement model which will allow the GOC to effectively reconstitute land rights to victims of the armed conflict. ACIP provided technical assistance to the LRU for the development of the model. ACIP and LRU joined forces to apply the model in Afro-Colombian and indigenous communities in Chocó and Cauca. Nine cases have applied the restitution model (Quarterly Report, Q1 FY2015).
- The LRU successfully prepared and submitted restitution in five cases to the restitution judges on behalf of four indigenous communities in Chocó.

At the time the ENLAZA evaluation was conducted, 11 ethnic territories and communities had been identified by INCODER for support by ACIP. Of these, four cases were selected for review by ENLAZA. The four cases were distinct and encountered different kinds of facilitating and constraining factors.

ENLAZA found that ACIP and INCODER fostered an active connection of ethnic communities to the development of the land formalization process, which established the legitimacy of the procedures. The evaluators stated that the approach was a particular success because it took into account community members' historic reconstruction of their territorial boundaries and resource use. The co-managed process was characterized by:

- a. The communities' decisions on the activities and expenditure of resources, part of which they contributed as counterpart funds. ACIP monitored the execution of activities. To ensure transparency, there were periodic reports on how the resources for the studies had been expended.
- b. Communities participated in the selection of the technical teams—individual members were selected based on consensus between INCODER and the communities.
- c. Each ethnic group named a committee to support the technical studies.
- d. Regular meetings and assemblies were held to collect and exchange information.

Co-management of the land titling process with ethnic communities strengthened their organizational capacities to manage their autonomous territories, as well as to better understand their rights under informed and prior consent and differentiated approach. The specific results of learning and skills building include:

- a. Increased technical capacities related to land studies, such as surveying, collection of census data, and analysis of information.

- b. Systematic documentation of information about their respective territories
- c. Knowledge and analysis of national legislation on collective territories and communities, and their related rights.

Involvement of youth from the communities to the land formalization process increased their participation in collective governance processes and strengthened their identification with their ethnic groups.

ACIP has provided good technical support to communities but changes in INCODER have blunted the response. ACIP has helped to present 15 petitions for land titling, and without the Program's support, it is doubtful they would have been presented. Response to the petitions has been extremely slow (ENLAZA 2014).

4. Recommendations

1. Clarification of territorial rights, formalization of lands and productive development of lands are the central axis of reconciliation of rural territories in the country. In support of this objective, ACIP should conduct an analysis of what factors are most likely to facilitate timely approval of titles and defense of the integrity of newly legalized indigenous territories and Afro-Colombian collective lands by INCODER and the Ministry of Agriculture to improve their capacity to address land tenure disputes, regulation, and use in light of the challenges of a potential peace agreement with the insurgents and other powerful economic actors, such as mining and agribusiness interests.
2. To strengthen the transparency of communication, ENLAZA recommends that communities be kept well informed at all stages of the process to avoid creating false expectations, confusion, or resentment about the very complicated and lengthy processes. This is best accomplished by:
 - a. Informing the community about the advances and delays at each stage of the process.
 - b. Defining strategies to increase INCODER's direct involvement with the ethnic communities petitioning communal or territorial titles. This is especially important for managing problems and to ensure that the petitioning communities and their leadership are prepared to govern once the territory or community lands are consolidated and legally titled.
3. Although the ACIP has little influence to change INCODER's staffing problems directly, ACIP could identify ways to get new INCODER staff up to speed more quickly by providing technical assistance on the development of a digital tracking system to locate where each application is in the process at any one time. That way, community leaders could receive automatic text messages to alert them when critical pieces of information are missing, and when the application passes through each approval stage. If an application languishes for months in one stage, it would signal for community leaders to make an inquiry about why it is not progressing as expected, so that the problem can be addressed. (Caro)

4. To address many of the problems encountered in the land titling process that were beyond the control of ACIP and INCODER, such as competing ethnic claims on the land, continuing conflict in the area, and opposition to the claims from commercial interests, the ENLAZA Team recommended:
 - a. Identifying competent intermediaries who can arbitrate a conciliation process and outcome among competing interests. This requires improving communication and transparency of information flow across competing stakeholders, with frequent updates on the process.
 - b. Strengthening mechanisms to respond to outside interests that slow down the process. This entails ensuring that other local, regional, and national governmental entities support the ethnic groups' petition instead of allying themselves with outside interests.
 - c. Ensuring that public entities that cede lands to the ethnic collective territories do so without any other claims on the lands—i.e., clean titles to the ceded lands.
 - d. ENLAZA recommends an institutional and technical assessment of INCODER by ACIP to help to fix weaknesses that are slowing down the titling process.
5. ACIP should consider clustering land titling efforts in one designated region at a time to focus more effectively on resolving common threats and competition for the lands under study in areas with contiguous or close by applicants, and to build alliances among community and territorial applicants to strengthen their collective capacity to defend their lands while the title is in process and after it has been issued (Caro).
6. ENLAZA recommends that the INCODER and community technical teams be strengthened through more support from ACIP and INCODER and closer monitoring throughout the process to improve the quality of the studies. This is particularly important in conflict zones, in areas with strong third party opposition, and where there are few qualified technicians. INCODER and ACIP concerted involvement is also necessary to ensure that the ethnic community members participate and make critical decisions throughout the process.(ENLAZA)
7. Assess and document the role ACIP played in strengthening indigenous and Afro-Colombian governance of consolidated territories and collective/communal lands respectively. How are the three newly titled communities handling governance of their lands post-titling? What are some of the challenges and how did ACIP prepare those communities to meet the challenges? How are other communities, which are waiting for titles but have received capacity building on territorial/collective lands governance, performing in defending their lands from incursions by other actors? (Caro)

C. Result 2: Ethnic Minority Community-based Organizations Strengthened

1. Overview

In addition to State institutional capacity to attend to the needs of ethnic minorities, ACIP builds the organizational capacity of ethnic minority communities to advocate for their rights, hold governments accountable, and autonomously govern their ethnic territories and manage their resources. ACIP strengthens governance and advocacy by Afro-Colombian and indigenous community-based organizations, which include urban civil-society organizations and traditional authorities operating in ethnic territories (ACIP Year 4 Workplan 2014).

2. Activities

The activities under this component of the program are designed to put ethnic organizations on an equal footing with other political actors in Colombia, especially when it comes to advocating and negotiating for their rights and the allocation of resources to their communities. The Result supports participatory planning and advocacy to allow ethnic organizations to negotiate more effectively with government entities and private sector economic actors with both interests that may either challenge ethnic communities' rights or provide economic opportunities. To better manage their own communities and territories, ACIP also assists ethnic organizations to develop internal by-laws and protocols to improve their self-governance

Activities focus on capacity-building measures to enable: (1) Strengthened regional organizations and networks; (2) Improved governance and territorial management; (3) Strengthened gender and youth organizations; (4) Creation of citizen oversight committees; and (5) Strengthened national level organizations.

3. Results

Unfortunately, none of the evaluations reviewed for this synthesis report focused explicitly on this component of the program. The ENLAZA Evaluation came closest by examining the challenges facing ethnic organizations in managing productive projects and their responses to the management of the newly garnered financial resources. Some of the accomplishments highlighted by ACIP in years 3 and 4 are:

- ACIP supported NOTABLAZO and REMA, two women's networks, to participate in the formulation of gender policies in the municipalities of Cartagena and Barranquilla.
- In San Basilio de Palenque, the Mankankamana Community Council used a participatory process to develop internal regulations for managing its territory. The regulations provide a set of tools for managing conflicts over land.
- In Silvia, Cauca, ACIP supported the Misak people in developing an Intercultural Health System that encompasses their cultural beliefs and practices as a tool for negotiating with the health system to persuade the GOC to give them more autonomy and control over health services.

- ACIP worked with the national indigenous organization National Indigenous Organization of Colombia's (ONIC) Office of Women's Affairs to train members on their rights, program management, communication strategies, and monitoring of government's compliance with its policies. (Year 4 Workplan 2014).

One of the real gaps in both ACIP's own documentation and that of the multiple evaluations is any discussion about ACIP's and their partners' processes for working with ethnic organizations. The program information focuses on how many people were trained, and to a lesser extent on the outcomes. There is no inquiry into which approaches have worked, which have not, and which have worked better than others in different contexts. With such a wealth of opportunities to work with such different organizations to test the validity of different approaches, the program should further explore more effectively managing the great knowledge it has generated in so many innovative areas, such as working in partnership with indigenous and Afro-Colombian organizations, helping them to develop models to work with government and private sector entities, and to manage their people and resources. (See recommendation 5 under Result 1)²

4. Recommendations

1. *Solidify ACIP Knowledge Management and Learning*: Use the last years of the program to take stock of what has worked and what has not, and why. By building formative or operations research into the program, ACIP and USAID will be able to learn from its own innovations. (Caro)
2. *Engage ethnic communities in developing their own approach to KM and Learning*. Build a research and learning capacity into the training of indigenous and Afro-Colombian organizations, so they can experiment and learn from their own internal processes in response to an ever-changing social, economic, natural, and political environment. ACIP has the opportunity to transfer these skills as part of effective management. (Caro)
3. To increase the effectiveness of the advocacy of indigenous and Afro-Colombian organizations, ACIP could work with mining and agribusiness companies in parallel fashion to how they have worked with government organizations to strengthen their CSR policies, increase their awareness of Colombian policies and laws about ethnic communities' land rights, and to increase their capacity to negotiate with ethnic communities as equals. Similarly, it is an opportunity to extend the work with urban employers on company equality policies to these large businesses and multinational corporations who also employ indigenous and Afro-Colombian people in rural areas. (Caro)

D. Result 3: Ethnic Minority Access to Economic Opportunities Increased

² This also appears to be the case with ACIP's work with governmental agencies, where they have been on the forefront on developing innovative methodologies to recuperate ethnic lands, to implement FPIC, and to leverage resources.

ACIP also seeks to improve the socioeconomic status of Afro-Colombians and indigenous people by increasing minority populations' access to economic opportunities. ACIP activities supported vocational training and employment for indigenous and Afro-Colombian urban youth (Result 3.1), and food sovereignty and commercial agriculture in rural areas (Result 3.2). ACIP's strategy to increase ethnic minority employment and income generation takes into account the multiple challenges that these minority communities face, as well as the differentiated conditions of the urban and rural target areas.

E. Result 3.1: Formal Employment of Ethnic Minorities in Urban Areas Increased

1. Overview

In response to market-driven, private sector led opportunities, ACIP enhances ethnic minority workforce employability in targeted urban areas and further facilitates job placement by engendering an enabling environment in the private sector through workplace diversity policies. About 30% of the participants are conflict affected youth (ACIP Year 4 workplan 2014).

2. Activities

ACIP supported workforce training for Afro-Colombian and indigenous youth in Bogota, Barranquilla, Cartagena, Quibdó, Cali, and more recently, in Medellin and San Andrés.

ACIP has partnered with private companies to both support vocational training programs in their respective sectors and to commit to hiring targets to increase the number of Afro-Colombian and indigenous workers in their companies. In years 4 and 5, ACIP will focus on the transition from training to job placement.

ACIP works with private companies to get certified on diversity and inclusion, a process to promote equal employment and to develop hiring and workplace policies that support inclusiveness and respect for diversity. The Program helps companies to develop inclusion protocols, which include ways to overcome barriers to recruiting, and selecting employees from ethnic minority groups. ACIP runs workshops on diversity and inclusion for designated staff at participating companies.

ACIP supported the establishment of the Inter-institutional Committee for Diversity to increase inclusion of ethnic minorities in conjunction with major business and governmental organizations, such as the National Business Association of Colombia (ANDI) Cartagena Chamber of Commerce, SENA³, Ministry of Labor, and the Presidential Program for Afro-Colombian Affairs (PPA).

³ The National Learning Service (Servicio Nacional de Aprendizaje) is the government organization responsible for vocational training

ACIP provided technical assistance to indigenous and Afro-Colombian communities and women's organizations to commercialize local products. The Program helped these organizations to form partnerships with public and private sector entities.

ACIP has supported employment training for more than 8700 participants by leveraging money from the public sector, including from the Ministry of Labor, the Presidential Agency for Cooperation (APC), Department of Social Prosperity, Program for Productive Transformation, and the Victims' Unit.

3. Results

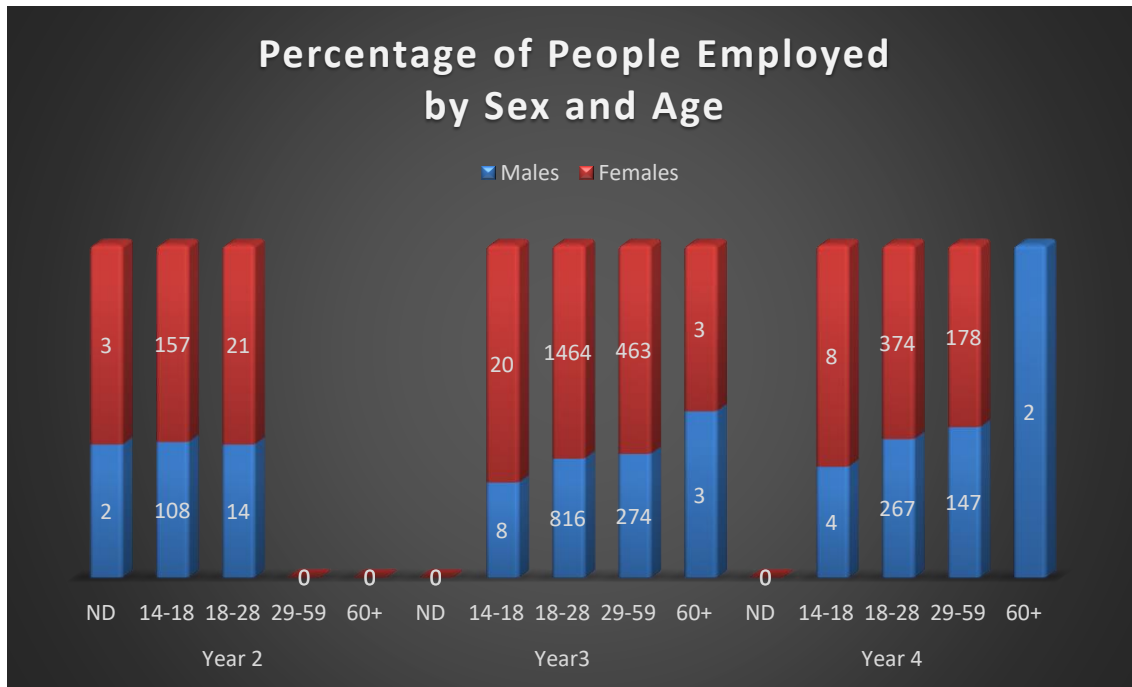
Over all, the GOC evaluation gave ACIP high marks for its achievements under this sub-result, concluding that ACIP has demonstrable capacity to leverage resources and counterpart funds for the benefit of indigenous and Afro-Colombia populations from private sector organizations. They voiced some concerns about the sustainability of the ACIP jobs program, as it has not developed capacity within the ethnic communities to stimulate economic development. The evaluators viewed the jobs created by the program through its engagement with the private sector as transitory, that successes of today may not be here tomorrow (Gamboa and Obando 2014).

On the other hand, the Sustainability Study assessed this sub-result as being one of the most sustainable elements of ACIP, based on the conclusion that the training and job placement activities are driven by the demands of the private sector and not by the Program. In addition, companies are motivated to engage with the Program because of their need for employees, which are well aligned with ACIP's targets. As a result, the private and public sectors are investing significant funding in training programs, thereby both reducing costs for ACIP and assuming ownership of the process (Klouthis 2013).

The majority of people participating in the training are Afro-Colombian (93%) and women (66%). There was little variation in the proportions of women's to men's participation across length of training courses, except for the shorter term courses. In year 2 participation in short term trainings were almost equal, and in years 3 and 4, men were in the majority in courses lasting between 4-40 hours. Women were the majority by at least 20% if not more in the longer-term courses, with one or two exceptions over the 3 years.

As of the end of the second quarter in FY2015, 5,316 of the ACIP sponsored trainees had been employed, 43 companies had been certified as inclusive and supportive of diversity, and 871 employees had attended workshops sponsored by the program. Women's employment relative to men's fairly closely tracks with the relative proportions of women and men trained.

Figure 2: Percentage of People Employed by Sex and Age



4. Recommendations

1. Although the program already contributes significantly to training youth, it should increase the educational topics that will open up more and better opportunities. The employment training should contribute to the development of higher level and more sustainable skills through greater specialization (Gamboa and Obando 2014).
2. The GOC evaluation recommends that during the rest of the time remaining, ACIP work with the government and the private sector to develop the capacity to stimulate job creation and employment. They point to specific examples, such as the pilot model for socioeconomic development that emerged from research conducted by la Universidad del Valle in Cali.
3. ACIP should assess the quality of employment in the remaining years in terms of whether jobs are permanent or temporary, professional, skilled manual work, or unskilled. It would also be useful to do an audit of the affirmative action and equality policies adopted by different companies assisted by ACIP.

F. Result 3.2: Income for Rural Ethnic Minority Populations Increased

1. Overview

In rural areas, ACIP enables greater access to income-generating opportunities by upgrading rural value chains to enhance product competitiveness in existing markets (Year 4 Workplan 2014). The initiative supports productive projects and food sovereignty that respect ancestral

practices and customs, and their own concept of development for their ethnic territories or communities.

A subset of the projects implemented by Result 3.2 formed a part of the ACDI/VOCA-INCODER agreement. These rural projects were designed by community councils, cabildos, and NGOs working with ethnic communities. They were then presented to INCODER which suggested methodological changes and adjustments in line with the ethnic communities' life plans.

2. Activities

Under this sub-result, ACIP supports a large variety of projects, including food security, agricultural value chains, and ethno tourism projects. The food security projects are both subsistence and market oriented, depending on the location of the communities involved. In the more subsistence-oriented projects, ACIP has assisted indigenous communities, in particular, to recuperate agricultural practices and products that were discontinued in the face of conflict and displacement. ACIP has used these projects as an opportunity to encourage crop diversification and development of agroforestry natural resource management plans. The more market oriented projects have focused on cacao, coffee, achiote, fishing, and tourism.

3. Results

The overall objective of this component is to build capacity for autonomous economic development that is designed and implemented by ethnic communities. The projects, where possible, try to combine autochthonous practices with ecologically sound agricultural investments that have a commercial value. Some examples highlighted by ACIP are:

- In San Andres and Providencia, ACIP worked with the APC and CREATA, an NGO founded by AID to Artisans, to strengthen traditional fishing practices while also expanding the use of fishing boats for tourism. The project benefits 3 fisher associations with 55 members. ACIP provided equipment and training on eco-tourism to guide hikes, snorkeling, and artisanal fishing trips. In the first quarter of FY2015, the associations realized \$6500 in income from 200 tourists (Year 4 Workplan 2014).
- In Cartagena, the Program supported value chain support to 40 fishers to diversify their catch to include species that receive higher prices than the fish they usually catch. As a result, they realized an 89% increase in sales (Quarterly Report, Q1 FY 2015).
- In Sierra Nevada de Santa Marta, ACIP supports improvements in food security and value chain activities for indigenous families from the Wiwa (50 families) and the Arhuaco (59 families) groups. The value chain activities focus on cacao, with training on harvesting, drying, and improved crop production, as well as capacity building in financial management, business planning and organizational leadership. The program is working with youth to strengthen producer associations. Improvements in record keeping

allowed the association to regain organic certification of its cacao (Quarterly Report, Q1 FY 2015).

- In northern Cauca, ACIP has assisted 1,060 Afro-Colombian small-scale producers of cacao, mango, coffee, and pineapple to negotiate agreements with regional and national buyers. The program is also supporting the Nasa indigenous groups in their production and processing of blackberries into juice jam and sweets for sale in local markets (Quarterly Report, Q1 FY 2015).

Of the subset of projects in the ACDI/VOCA-INCODER agreement, ENLAZA reviewed five productive and nine food sovereignty projects in rural areas, which was only a small non-representative sample of the total number of ACIP rural projects. The projects were selected by ACIP and INCODER for review by the ENLAZA team. The projects include coffee (Kankuamos indigenous community), ethno-tourism (Isla de Rosario Afro community); wood products (Medio Atrato Afro community); and cacao (Esperera Siapidara indigenous group and Magui Payan Afro communities). All except the Magui Payan projects were operated by the community councils. In Magui Payan, ACIP had a more direct involvement. (ENLAZA 2014).

The ENLAZA evaluation found that there were different results from the 14 projects they reviewed, nevertheless, they concluded that in all cases, the projects had strengthened the implementing ethnic organizations.⁴ Direct operation of the projects by the ethnic organizations without outside operators, strengthened the capacities of ethnic organizations to manage their territories. The projects allowed them to transform themselves from beneficiaries into managers who were able to design interventions that strengthen their organizations. All but two of the 14 projects were run independently by the ethnic organizations. The organizations demonstrated that they were able to respond to the administrative demands of the donors, and manage the financial resources without outside help. Although there were some weaknesses in the administration of the projects, overall the ethnic groups demonstrated their capacity to develop and implement their life plans for ethnic development. Direct implementation also increased ethnic communities' confidence in their organizations and leadership, and improved communication between community members and their leadership.

Access to seeds, small animals, tools and technical assistance for the establishment of crops and terraces enabled conflict affected communities or those that had been displaced to reinitiate licit productive activities. These assets had the biggest impact in communities with communal processes that assisted individual households to recuperate subsistence agricultural practices that had been lost due to conflict and displacement. These inputs contributed to increased yields and sales and stimulated the local economy in ethnic communities.

The hiring of local technical experts from the ethnic group to the technical teams facilitated better understanding of the local context and capacity building. These local teams were able to

⁴ The rest of this section draws almost entirely from the ENLAZA Evaluation.

communicate more effectively with the community beneficiaries, understood the realities of the context in which they were working, and were more respectful of local beliefs and practices.

The projects supported indigenous practices, such as the use of local agricultural knowledge, use of indigenous calendars for the agricultural cycle, planting and harvesting ceremonies, and seed selection. The communities viewed the projects as strengthening rather than changing their culture. The incorporation of food sovereignty in the productive project facilitated access to food during the growing period of other more commercial crops.

ENLAZA contended that one of the limitations of the productive program was inattention to differentiated approaches to more effectively engage women. For instance, in Asoprokan the project intended to work with women to train them on cupping for coffee, as they were thought to have better sensory memory than men. However, the project failed to take into consideration women's interests and concerns. The women failed to return to the training, citing that they would not be given a certificate, there were no guarantees of employment or work opportunities, and the training was far from their homes and they were not provided with transport or lodging subsidies. The project ended up training young men instead, with a new course that combined theoretical and practical information—i.e., was more interesting and attractive to this group. ENLAZA concludes that projects should conduct a gender analysis during project design to take understand the motivation of the different population groups and take into account the viewpoints and priorities of both men and women in the community..

4. Lessons Learned

The ENLAZA Evaluation draws the following lessons from ACIP's experience:

1. With regard to the formalization of land titles, productive projects, and food sovereignty, it is important to support ethnic organizations capacity to autonomously facilitate collective planning among their members and to manage collective use of their resources.

When outside organizations join forces with ethnic organizations to implement projects in ethnic communities, it is important that they discuss and make explicit the rules of the game to avoid misunderstandings or differences in understanding about what it means to operate a differentiated approach project. Although the financing/technical and the ethnic organizations agreed that the project should have an ethnic differentiated approach, they did not always share a similar concept of what that meant. The same was true for a focus on gender, youth and displaced people. It is important to get consensus on this definition so that everyone is operating under a shared understanding of what it means.

2. In the food sovereignty projects, the ENLAZA team saw a high level of participation by women. It would be prudent to plan these activities with a gender perspective in the future. This means involving women more deliberately in the planning and management

of the activities and identifying constraints and opportunities they may encounter or experience in maintaining and managing the fields and terraces.

3. External factors in the context where these projects took place have diminished the agricultural skills of members of ethnic communities. This situation made it difficult for ethnic organizations to motivate their members to stay with the projects. The leaders of the communities said it was important that the projects combined technical knowledge and inputs with leadership and motivation.
4. The proposed activities and institutional support from ACIP and INCODER did not always match the specific needs of the communities at the time they were offered. To address this issue, it is necessary for the financing organizations to work more closely with ethnic communities on planning the activities in line with production cycles.
5. Communities that had consolidated and consensus based plans with internal checks and balances had greater participation, agreement, and control over their members.
6. More support is needed from financing organizations for conducting economic analyses of the local markets and other channels of commercialization for the proposed products in different regions. In areas where transport is very costly or nonexistent, communities should focus on consumption and local sales of their products, especially if it can replace costly food brought in from other areas.

5. Recommendations

1. ENLAZA recommends that projects financed in ethnic communities should be initiated only through collective planning processes, not just with the organization's leadership, lest the leaders proceed without fully understanding how their territories are organized and utilized by all members of their communities [and outside interests].
2. To realize successful investments of financial and technical resources, ENLAZA recommends that program management combine technical capacity building with organizational development. To allow the community to operate and manage its own project signifies a change in logic from treating ethnic minorities as beneficiaries to regarding them as generators of changes they have autonomously and collectively decided upon. Additionally, the interventions should have a primary objective of strengthening the collective, even when its activities are focused at the individual or household level.
3. ENLAZA recommends that all projects start with an analysis of the context and sustainability, including consideration of differences among subgroups of the population.

The more participatory the context analysis is, the more likely it will contribute to strengthening collective planning, and to support of the communities' own objectives.

4. ENLAZA recommends the importance of projects for ethnic communities incorporating clear objectives and targets for youth to increase the likelihood they will participate and to strengthen their own ethnic identity.
5. Every ethnic community has its own unique construction of gender relations. ENLAZA recommends that project design should incorporate a firm understanding of women's contributions, capacities, and interests in the process of change and ensure their participation in planning and decision making.

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