Track: Earth System Governance

# Policy coherence and imaginaries in Colombian rural development

KEYWORDS: COLOMBIAN RURAL DEVELOPMENT, POLICY INCOHERENCE, DEVELOPMENT IMAGINARIES.



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# **Abstract**

In Colombian rural development (CRD), as in global policymaking, different actors compete for seeing their imaginaries and interests represented in the implemented policies. Policies present a varied range of attributes that are often counterproductive, synergising or, in the most troublesome case, revoking the outcome of each other. In this thesis, a comparative analysis between CRD policy coherence and its imaginaries seeking for a relationship between both variables was conducted. First, the most frequently discussed policies in the literature implemented from the year 1991 to the present were selected. 1991 is the year when the environmental issue was included in the Colombian constitution, at the same time, that a set of neoliberal reforms were deployed. Second, internal and horizontal policy coherence were analysed. These were accomplished through a qualitative document analysis (QDA), which allowed for the coherence analysis of individual policies through the particular lens of ecological economics (EEs) and, therefore, for application of a critical perspective to the analysis. The QDA of the internal coherence set the knowledge basis for the scoring of policy objectives in the "between policies coherence" (BPC) analysis, which was performed using a matrix method (Nilsson et al., 2012). Second, for the uncover of development imaginaries (DIs), a discourse analysis (DA) was conducted. This strategy was accomplished through content analysis (CA) and the creation of a codebook, that with the support of a development framework extracted from the literature served to classify the sampled policies in a range of DIs categories. The results were significantly exciting and indeed showed a high degree of relationship between DIs and policy coherence in CRD. Moreover, it is in this thesis argued that CRD policy incoherence mostly comes from internal incoherence due to the presence of a dominant DI incoherent itself. Therefore, this thesis suggests that the improvement of CRD policy coherence must mainly come from the individual level and a transformation of the dominant DI.

# Acknowledgements

First, I want to acknowledge the supervisor of my thesis, Dr Giuseppe Feola. He has always been a source of inspiration. His great pieces of advice, his capacity to listen and understand my doubts and worries and his serenity, did fuel me to go for the precious end. Here, I would also like to thank Dr. Dries Hegger, who was also attentive, helpful, and serene with the alumni of my group during the *Research Design* course, and who introduced me to Dr. Giuseppe Feola. My acknowledgements and my most sincere gratitude go too to my colleagues and friends who spent part of their valuable time on reviewing this work and helping me to improve myself as well as the text.

Now, of course, I would like to use the opportunity to remember and thank some people out of academia whose support has been indispensable. I would like to first thank my parents, who provided me with hard-working values from their example and financial support, not without a tremendous effort, despite the humbleness and size of my family. To my cousins, whom I love as if they were my siblings, and whose love and attention have always been a crucial motor of life, and pulled me out of my worst moment. To my sisters, who despite the distance have been a great source of inspiration and love. To end this chapter, I need to thank my partner in life, my girlfriend Lotte. I used to think that you could only find your "other half" at your best moments. She completely changed this vision. She arrived in my life in a difficult moment, and it did not matter how weak I felt back then, she has always been there to set me back on track. No words are enough to thank her generosity, support, brightness, and love.

Francisco Osuna.

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# List of acronyms

CRD = Colombian rural development

DA = Discourse Analysis

DI(s) = Development imaginary (-ies)

EEs = Ecological Economics

CC = Climate change

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# 1. Introduction

Rural areas play a crucial role in the equilibrium of the socio-environmental system. They provide us with food, natural resources, and the ecosystems services that provide life. Their relevance also comes from them being threatened by different pressures such as climate change (CC) and urban expansion. Across the world, the population living in rural areas suffers higher levels of poverty and endures a more significant lack of access to public services than the urban population (United Nations, 2015a). 80% of the rural world's population, lives in extreme poverty (Global Change Data Lab, 2013). These are some reasons why rural development is considered a relevant process for the achievement of the Sustainable Development Goals (SDGs) (United Nations, 2015b). In this context, Colombian rural development (CRD) is a clear example. Moreover, Colombia gathers some exceptional particularities, e.g., it has experienced a long violent conflict, it is one of the most biodiversity-rich, and of the most unequal countries worldwide.

In policy domains as rural development, actors with competing beliefs of how the socio-environmental system should evolve, i.e., DIs, strive for seeing their interests represented in policy decisions. This conflict may affect the coherence of different policies (Battams & Townsend, 2019; Cejudo & Michel, 2016; Nilsson et al., 2012). Policy coherence is a policy attribute that consists in the consistency of policy dimensions, e.g., policy objectives, policy instruments, promotes synergies between and within different policy domains to achieve the outcomes associated with jointly agreed policy objectives.' Policy coherence is considered a key pillar for policy efficiency and the solution of wicked problems, including sustainable development (Blok et al., 2016; Departamento de planeación nacional, 2019; European Union, 2019; Kurze & Lenschow, 2018; OECD, 2016; Raymond, 2012; Ruckert et al., 2017).

The current global policymaking where this problem is found is deeply dominated by a neoliberal economic paradigm, which excludes from the political dispute the plurality of social values that exist in society and ignores the cruciality (or non-substitutability) of critical natural capital (Battams & Townsend, 2019). On the contrary, EEs bring forward the crucial importance of natural capital for the socio-environmental flourishing and wellbeing that neoclassical economic and development approaches overlook.

This thesis investigated the relationship between DIs and policy coherence in CRD through the lens of EEs. This study's aim was to explain the relationship between these two variables while applying a critical perspective away from discourse shaping interests and ideologies. This research used both the hypothetical existence of a dominant DI and biases present thereof as a benchmark for policy coherence (Kurze & Lenschow, 2018). This research identifies, classifies, and analyses the most relevant CRD policies. Through an analysis of their attributes, it examined the coherence of these policies both internally (within a policy) and horizontally (across policies). Further, through a DA, this study investigated the DI that informed each policy. Finally, it explored the relationship between policy (in)coherence and diversity of DIs informing the selected policies.

This thesis is structured as follows. The research background, the problem definition, and the research design complete this thesis' introduction. The next section describes the theoretical framework. The third section explains the methodology followed in this thesis. Then, the fourth section describes the case study, emphasising its relevance, and linking it to the concerned development issue of this thesis. The following section is the coherence analysis of the policies sampled through the lens of EEs. The

sixth section shows the DA. Last, a discussion and conclusion of the findings reveal in this thesis, close this thesis.

# 1.1. Research background

Policy coherence is a field of increasing relevance within a range of policymaking arenas. One of these areas is Policy Coherence for Development (PCD), most probably the most prominent. PCD has had two tipping points in academic research, the approval of the Millennium Development Goals (MDG's) (Carbone, 2008) and more recently the adoption of the Sustainable Development Goals (SDG's) (Collste et., 2017; Lemma & Cochrane, 2019; Nilsson et al., 2016; OECD, 2016). The OECD has had an extensive contribution to PCD (Castañeda & Guerrero, 2018; Sianes, 2017). Some other areas are European Policy (Carbone, 2008; Hommels et al., 2013; Lindstad et al., 2015; Schmitz & Eimer, 2019), Environmental Policies Integration (EPI) (Persson & Runhaar, 2018; Persson et al., 2018), and Climate Policies Integration (CPI) (Di Gregorio et al., 2017).

Policy coherence is a controversial concept and does not have an agreed definition. It has been related to different concepts, theoretical approaches, and encompassed into distinct frameworks. The most prominent concepts to which policy coherence has been related are policy coordination (Cejudo & Michel, 2016, 2017), policy integration (Cejudo & Cynthia, 2019; Cejudo & Michel, 2017; Nilsson et al., 2012), policy interplay (Huttunen et al., 2014), and policy mixes (Cejudo & Michel, 2016; Howlett & Rayner, 2013; Huttunen et al., 2014; Rogge & Reichardt, 2016). In some approaches, 'policy coherence and policy integration are often seen as loosely equivalent terms and understood as types of coordination' (Cejudo & Michel, 2017, p. 748).

There are also many different policy coherence frameworks, e.g., Benson & Lorenzoni (2017), Candel & Biesbroek (2016), Castañeda & Guerrero (2018), Cejudo & Michel (2016), Di Gregorio et al. (2017), Feola et al. (2019), Harahap et al. (2017), Howlett & Rayner (2013), Huttunen et al. (2014), Lindstad et al. (2015), Nilsson et al. (2012), Sianes (2017). The major number of these approaches focuses on horizontal coherence on three dimensions, policy objectives, policy instruments, and policy implementation. However, there also exist particularities. Huttunen et al. (2014) add two compelling and innovative dimensions in policy coherence. First, it considers the interactions among different policy coherence attributes, also considered by Nilsson et al. (2012) and Benson & Lorenzoni (2017); Second, they acknowledge the relevance of a temporal dimension, i.e., the consistency and predictability of policies along time. Candel & Biesbroek (2017) include policy frame. Cejudo & Michel (2016) and Feola et al. (2019) include the target population. Nilsson et al. (2012) and Feola et al. (2019) add outcomes. Howlet & Rayner (2013) divide their framework into a set of policy ends and a set of policy means. Casteñeda & Guerrero (2018), in their quantitative method, approach spillover effects, network interaction (interaction among indicators), context specificity, and implicit benchmark. Cejudo & Michel (2016) add a mention to redundancy policy traits, as blurring the broader goal and, therefore, a cause of policy incoherence.

Some of the most common attributes of coherence frameworks are policy frame and policy implementation. Policy frame is a policy precondition that consists in the presence of 'a consistent set of ideas to which relevant sectors and levels of government can relate' motivating them to establish a common approach (Candel & Pereira, 2017, p. 90), it is linked to this research but is not the chosen

conceptualisation. Policy implementation is related to governance practices (Castañeda & Guerrero, 2018).

Another aspect in which there exist variety within research on policy coherence is on the methodologies to measure it. These methodologies can be divided into two big categories, those who use a quantitative approach, e.g., Castañeda & Guerrero (2018), Duraiappah & Bhardwaj (2007), Lee (1997), and the most common, those who use a qualitative approach, e.g., Baker et al. (2019), Benson & Lorenzoni (2017), Cejudo & Michel (2016), Chaya et al. (2019). Many studies found in the literature, analyse coherence using content analysis to look for keywords and themes (using an analytical software) and then compare these to different policy documents, e.g., Antwi-Agyei et al. (2018); Duraiappah & Bhardwaj (2007); England et al. (2018); Song et al. (2017) (Kelleher, Henchion, & O'Neill, 2019). The nexus approach is also broadly used for the inquiry of policy coherence, e.g., Fürst et al. (2017); Le Billon et al. (2018); Venghaus & Hake (2018).

Regarding works of policy coherence and DIs, there exist in the literature a relatively significant number of articles that have intended to study the relation among sociotechnical imaginaries and energy policies, e.g., Jasanoff & Kim (2007, 2008, 2009, 2013). Educational policy is another field where the implications of social imaginaries have been significantly studied, e.g., Rizvi (2006), Rojanapanich & Pimpa (2011). Veltmeyer (2009), criticised the World Bank's 2008 World Development Report and 'its failure to break out of the old development paradigm of modernisation theory.' As a consequence, 'the WDR-08 is unable to overcome the deficit in development thinking based on the belief in the magic of a market freed from the regulatory constraints of the development state – the central proposition and staple diet of the faith-based economics that has dominated development thinking and policymaking over the past two decades.' 'The WDR-08 in its ideological concerns and blinders fails to explain or even identify the fundamental dynamics of rural poverty... and even to consider let alone evaluate the abundant analysis that contradicts their fundamental domain assumptions' (Veltmeyer, 2009, p. 394).

There are also some works analysing horizontal policy coherence of development or environmental policies. In the following, some examples are presented. Nilsson et al. (2012) analyse the coherence between environmental, energy, transport, agriculture, and cohesion European Union (EU) policies. Duraiappah & Bhardwaj (2007), analyse the coherence among multilateral environmental agreements (MEAs) and the Millennium Development Goals (MDGs) detecting a low coherence degree. Makkonen et al. (2014) unveil a higher presence of bioenergy instruments and objectives than carbon sink ones in policy outputs affecting forest ecosystem services that mitigate CC. Huttunen et al. (2014) analyse policy coherence and its relationship with innovation in Finnish biogas production and concludes that policy coherence eases the diffusion of innovation in this field. Schmieg, (1997) analysed coherence between EU agriculture and development policies identifying weak information exchange as the leading cause for policy incoherence and claimed the need for making unpopular decisions. However, no policy coherence analysis on CRD was found.

# 1.2. Problem definition and relevance

In an attempt to find solutions for wicked problems as unsustainability or rural underdevelopment, policymakers design defined policies. However, partly due to the complex nature of these problems, solutions are not easy to achieve. Moreover, as mentioned in the introduction, different actors

compete for seeing their imaginaries and interest represented in the implemented policies, which complicates the policy design and implementation processes (Nilsson et al., 2012; Shawoo et al., 2020).

Intending to foster CRD, various policies are certainly designed and implemented. This diverse range of policies has, in turn, a varied range of attributes that are often counterproductive, synergising or, in the most troublesome case, revoking the outcome of each other. Thus, 'Policy coherence is vital in order to maximise synergy among sectoral interventions that would otherwise be fragmented at times with trade-offs. Policy incoherence has high costs; strengthening policy coherence is necessary to improve the utilisation of limited resources' (Lemma & Cochrane, 2019 p. 1). Moreover, policy incoherence may result in weak environmental governance and normative uncertainty (Feola et al., 2019). The relevance of policy coherence for political credibility and to avoid political confusion, as well as to increase investor's confidence is also highlighted (Drimie, 2016; Mallory, 2016).

Candel & Biesbroek (2016) and Nilsson et al. (2012) argue that the concept of policy coherence, what it means, and how can be assessed is understudied at best, and (highly) controversial at worst. In the assessment side, Nilsson et al. (2012, p. 396) states 'the multifaceted and qualitative nature of coherence may very well prove incompatible with a "tool", although more numerical proxy indicators can be explored.

The rural population is especially affected by social inequity, social injustice, and the impact of CC. Environmentally, Andrade et al. (2013) illustrate the relevance of rural development and the fundamental value of the environmental services that the rural landscape generates for the development of several productive sectors and the quality of life in urban centres. However, an essential factor as ethics within sustainable development (SD) in general, and rural development, in particular, is still deficient in such literature (Feola et al., 2015). To overcome this flaw, the EEs were utilised. The analysis of policy coherence through the lens of EE provides the possibility to conduct the analysis incorporating the fundamental value of environmental services and social ethics.

The involvement of multiple actors, with competing interests, ideas, and discourses that battle to get represented in policy decisions, highlights and supports the relevance of analysing the DIs behind policies and its relationship with policy coherence. Shawoo et al. (2020), explicitly recognise the need for further research on these lines.

The incoherence of the multiple rural reforms or the rural development policy in Colombia is widely recognised (DNP, 2015; Machado, 2010; UNDP, 2011, 2012). The "Organisation for Cooperation and Economic Development" (OCDE) exposes that the Colombian policy frame (2010-2014) does not entail into a coherence relationship with green growth, what they believe to be a congruent policy frame for sustainable development (Global Green Growth Institute, 2015; OCDE, 2014). Some particular issues in rural development related to policy coherence, highlighted in the literature, are the need for intervention against illegal crops coherent with the environmental offer (Naciones Unidas Colombia, 2014), the need for coherent land management (Deininger & Lavadenz, 2004; Enrique & Martínez, 2004; Ministerio de Ambiente y Desarrollo Sostenible, 2016; Suarez et al., 2018; UNDP, 2011), the need for a coherent natural resources management (Guhl & Pablo, 2014; Morales, 2017), and the outstanding incoherence between the "peace agreement" and the national economic and development policy (Iglesias & Jiménez, 2018).

The relationship between policy coherence and DIs is also understudied. Furthermore, policy coherence is a minor topic in discourse research (Kurze & Lenschow, 2018). Some studies suggest that policy incoherence and its diverging imaginaries and interests reflection contribute to ineffective SD policies (Ashoff, 2005; Cejudo, 2016; Jordan & Halpin, 2006; May et al., 2006; Shawoo et al., 2020; Sianes, 2017). Analyses of individual CRD policies have been realised for a few decades. Nevertheless, little systematic comparative policy analysis was conducted so far, to identify synergies and conflicts between government policies. Moreover, few studies have neither been carried out on policy coherence in CDR, at the national level, and fewer that give a clear picture of where these policies clash supporting its findings on the prominent EEs field or linking these incoherencies to different DI's. Lack of study on policy incoherence is a problem for SD, especially for the environment and the most vulnerable.

Lastly, Leipold et al. (2019) recommend the active inclusion of non-English speaking research contexts, intending to capture different and competing discourses, and hence, achieve the acquisition of new insights and a broader and more realistic picture of environmental policies.

Thus, in an attempt to discover a cause of policy incoherence in CRD, a systematic comparative policy analysis of policies or policy frameworks relevant to rural development, adopted by the government of Colombia at the national level, it was in this thesis conducted. The research sought for incoherencies, which DIs are behind of the incoherent policies, and how DI's affect policy coherence. The detection of these policy incoherencies and DI's behind them may show a causal relationship between them both.

# 1.3. Research design

#### 1.3.1. Research objectives

The objective of this research is threefold. The first aim is to identify incoherencies within the varied range of policies adopted intending to foster rural development in Colombia or that have an influence on it. The second aim is to identify which DIs are represented in each policy. The ultimate aim of this thesis is to find out whether there is a relationship between the uncovered DIs and policy coherence.

#### 1.3.2. Research questions

The main research question derives from the research problem, objectives, and framework, and is formulated as follows:

"What is the relationship between policy coherence and development imaginaries in Colombian rural development?

The following research sub-questions accompany the main research question:

- Are different Colombian rural development policies in-coherent, and if so, in what way?
- What development imaginaries are represented in different policies?
- Does conflict between different development imaginaries map onto policy coherence?

#### 1.3.3. Research framework

The framework of this research is defined as follows (see figure 1: Research framework):

- a) A literature review on CRD context to get an overview of the study case and its particularities.
- b) A literature review on the different rural development-related policies or policy frameworks that the Colombian government has agreed or implemented. After the review, the most relevant policies were selected.
- c) A literature review on policy coherence to broaden the knowledge on the field, and in particular, which are its definitions. Moreover, this literature review was conducted with the ultimate goal of choosing/creating a suitable policy coherence framework that was used for the analysis.
- d) A literature review on EEs to acquire the knowledge to apply a critical perspective on the policy coherence analysis. This perspective is defined and justified.
- e) In this step, all the first analysis necessary components were already collected, and policies were broken down in its dimensions, according to the chosen policy coherence framework.
- f) Once the policies had been fragmented, the coherence analysis through the lens of EEs was accomplished, according to the policy coherence framework.
- g) Then, the second section and analysis begin. This section is openend by a literature review on DIs with the same objectives as in step c).
- h) A literature review on DA strategies to acknowledge different methods used in the literature and which of these methods suits better for this analysis.
- i) Once steps f) and g) are completed, a DA was applied to the policies sampled and fragmented in steps b) and c) to discover which DIs are behind of each policy.
- j) By this point, the results of the two sections or analyses of this thesis were already obtained. Thus, it was time to compare results.
- k) Finally, the discussion and conclusion were written.

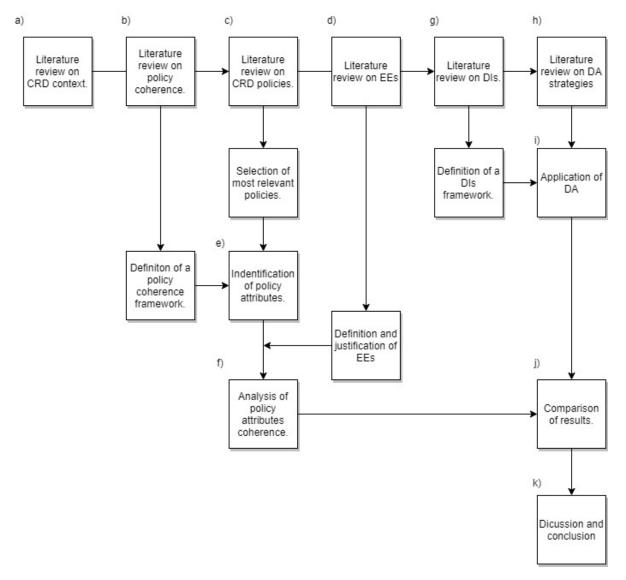


Figure 1. Research framework

# 2. Theoretical framework

# 2.1. Policy coherence

As mentioned in the "research background" subsection, policy coherence is an expanding field and a contested concept (Benson & Lorenzoni, 2017). The policy coherence conceptualisation of this thesis relies on the definitions proposed by Cejudo & Michel (2016), Huttunen et al. (2014) and Nilsson et al. (2012). Nilsson et al., (2012, p. 396) define policy coherence as 'an attribute of policy that systematically reduces conflicts and promotes synergies between and within different policy areas to achieve the outcomes associated with jointly agreed policy objectives.' Similarly, Huttunen et al., (2014, p. 15) define policy coherence as 'the consistency of policy goals, instruments, and other policy-related signals.' These elements form part of the policy design process (Castañeda & Guerrero, 2018, p. 10). However, the concept "policy domain" is used instead of "policy areas". According to Cejudo & Michel

(2016), the policy domains 'are policy areas more or less established that give meaning to common problems and have integrative properties'

Policy coherence is particularly relevant in cases related to SD, e.g., rural development, which implies a high interaction among the environmental, economic, and social spheres (Castañeda & Guerrero, 2018; Lemma & Cochrane, 2019; Nilsson et al., 2012). This multidimensionality is what makes policy coherence important for policy effectiveness (Carbone, 2008), e.g., policies itself might be well-designed, but the positive outcome of a policy might be seen hindered by conflict with the policy attributes of another policy from the same "policy space" (Cejudo & Michel, 2016). Collste et al. (2017, p. 922) add, 'Designing coherent policies requires acknowledging the corresponding system's feedback structure.'

There exist two common differentiations within policy coherence (WPC). One differentiation is between internal coherence, i.e., within policies, and external coherence, i.e., between policies (Feola et al., 2019; Harahap et al., 2017; Huttunen et al., 2014). The other differentiation is between horizontal, i.e., external, and vertical, i.e., between government levels (Castañeda & Guerrero, 2018; Cejudo & Michel, 2016; Di Gregorio et al., 2017; Lindstad et al., 2015). This thesis focuses on internal and external coherence, which encompasses the interactions taking place in the policy design process. Policy coherence implies two types of policy interactions, synergetic and conflictive, i.e., positive or negative (Nilsson et al., 2012; Sianes, 2017).

Policy coherence challenges the assumption that a well-designed set of policies is 'automatically' coherent. Thus, the policy coherence field seeks to improve synergies and enhance policy effectiveness (Cejudo, 2016; Lemma & Cochrane, 2019; Nilsson et al., 2012). Policy coherence can be seen as an outcome and as a process (Carbone, 2008; Sianes, 2017). As a process, it is expected to improve the policy outcome, as an outcome is seen as a sign of a quality policy process (Sianes, 2017). This research proposal focuses on the process, i.e., policy design, because it approaches the issue from the perspective that, although total policy coherence is neither possible nor desirable (Carbone, 2008; Hommels et al., 2013), the more policy coherence, the more effective is the policy outcome.

According to Cejudo (2016), policy coherence is not possible because it requires a complete causal knowledge, which involves ethical decisions, that as the broad rational literature has shown, is unreachable. Carbone (2008), Jordan & Halpin (2006), May et al. (2006), and Sianes (2017) argue that this unreachability is due to the pluralistic political system that depends on the interplay of issues to solve and interests in play unless policy domains contain "integrative properties." Thus, and in case of lack of these integrative properties, it is a task for policymakers to avoid unnecessary policy incoherence where win-win solutions are possible (Carbone, 2008). This interplay of interests is also related to time issues. Policies get updated along time, and these changes can be relatively easy analysed by focusing on policy attributes (Castañeda et al., 2018; Nilsson et al., 2012). However, it is more difficult to find out the consequences of the implementation and outcome of these changes since they depend more on such interplay.

Policy coherence might be the consequence of the absence of contested ideas (May et al., 2006). 'Dictators are often effective in creating relatively coherent policies that many would judge as less than desirable' (May et al., 2006, p. 20).

Since this thesis aims to realise an in-depth comparative analysis between policies at the national level that are related to rural development, the analytical framework will rely on Feola et al., 2019, which in

turn draws on Cejudo, 2016; and Nilsson et al., 2012 (table 1). This framework joins the two following fundamental characteristics for this research. (1) it focuses on horizontal coherence rather than vertical; (2) it considers all types of policy coherence relevant for this research, within policies and between policies, at the same time that gives a clear explanation of what each coherence means.

| Coherence levels   | Coherence dimensions | Description   |
|--|----------------------|---|
| Within policies (internal coherence)                           | Means-goals          | There is alignment between precisely identified goals, between well-coordinated means (instruments), and between them both.   |
| Between policies (same policy domain or horizontal coherence). | Objectives.          | There is coherence between two policies when the achievement of the objectives and the implementation of policy 'A' reinforces the achievement of the objectives and the implementation of policy 'B,' or at least they do not hinder them. |

Table 1. Modification of Feola's (2019) policy coherence framework.

# 2.2. Development imaginaries

Drawing on Jasanoff & Kim (2008) and Levy & Spicer (2013), DIs can be defined as the collective beliefs of how the socio-environmental system should evolve. In this definition, the economic feature is on purpose included in the social sphere to emphasise its social creation, and hence, the possibility to be modified, and contest its venerability. 'These beliefs include expectations and deeper normative notions and images that underlie these expectations' (Jasanoff & Kim, 2008, p.10). Moreover, 'imaginaries are collective, durable, capable of being performed; yet they are also temporally situated and culturally particular' (Jasanoff & Kim, 2008, p. 28). Regarding the performance sense, Jacob (2010) adds that social imaginaries do not just construct communities or intellectual frameworks (Anderson, 2002; Taylor, 2002). According to him, social imaginaries also involve a strategic struggle to build coalitions, mobilise state projects and stabilise conjoined economic and ideational systems. These attributes support and motivate the realisation of analysis to uncover, whether there is a relationship between DIs and the correspondent social processes, and the degree of policy coherence in a particular field, in this case, CRD. Milkoreit (2017, p. 3), offers a particular definition for socioenvironmental DIs. She defines them as 'Collectively held visions of the future, that include the natural environment possibly even as an agent rather than a mere object or context.' Therefore, and following the previous definitions and explanation, 'socioenvironmental DIs are informed by beliefs about patterns and pathways of environmental and social change (including political, economic and technological change), pay attention to the complex interactions between natural and social systems over time, and can include desirable, undesirable and mixed visions of possible futures.'

Jasanoff & Kim (2008, p. 39) exposes the suitability of policy documents study to identify imaginaries, 'Policy documents can be mined for insights into the framing of desirable futures, as well as for specific verbal tropes and analogies that help identify the elements of the imaginary.' Levy & Spicer (2013, p. 660) affirm that imaginaries provide coherence around highly complex issues, 'imaginaries provide a shared sense of meaning, coherence, and orientation around highly complex issues.' Moreover, they connect imaginaries with institutional and economic performance, 'imaginaries are closely linked to

how institutions and economic activity are organised and structured, and the ways people think they *ought* to be organised and structured.'

Bina's (2013) framework gives an appropriate overview of the socio-environmental discourses' spectrum. Furthermore, this framework provides a broad set of concepts, examples, and explanations used in development discourse classification. Bina creates her framework through the examination of discourse that emanated from the ecological crisis announced in the 60s and its accompanying economic crisis, what makes this framework suitable to apply in the critical Colombian rural situation, which counts with a weak economy, a deep inequity, and a fragile ecological balance. Against this situation, she argues that many actors have built a case for a 'green economy,' notwithstanding, in a different range of ideas, from eco-industry to a redefinition of a country (Bina, 2013). Furthermore, (Bina, 2013, p. 1024) states that 'Between these two extremes are policies varyingly aimed at promoting 'low-carbon economies' or simply "efficiency and productivity" gains, which have often been found to overlap. 'These, in turn, emphasise to varying degrees the well-rehearsed notions of dematerialisation, decoupling of resource use, valuing ecosystem services, or simply energy efficiency.'

The focus of her analysis is on three underpinning aspects: their socioeconomic paradigm, their theoretical economic framework, and their conception of progress. In this regard, she states, 'these aspects reflect my choice to examine primarily the influence of the economic dimension of sustainable development on the environment and society, and on the distinction between strong and weak conceptions of sustainability' (Bina, 2013, p. 1025). She uses a classification list of stated aims and descriptors that reflect these three aspects. These facts make this framework suitable for our the unveil of the DIs, i.e. the economic, social, and ecological conception of progress, placed at the centre of this thesis, of each of the policies involving rural development in Colombia, and the different conceptions of sustainability that are put in contrast in the previous section by analysis policy coherence through the lens of EEs.

Bina's (2013) framework classifies socioenvironmental DIs into "almost business as usual" (BAU), "greening," "in-between greening and all change," and "all change." (1) The almost "BUA" category is focused on reducing the financial meltdown. (2) The "Greening" is based on efficient growth and a decrease in poverty. (3) The "in-between greening and all change" are those imaginaries between greening and all change. (4) Last, the "all change" defend ideas of prosperity beyond growth, a steady-state economy, and building a society onto the principles of happiness and wellbeing (Bina, 2013).

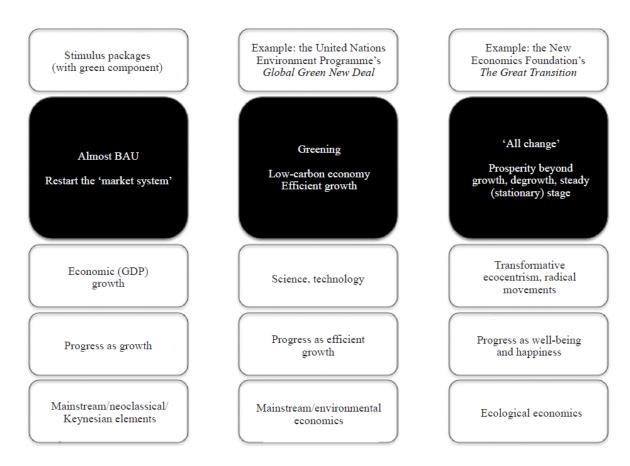


Figure 2. Socioenvironmental DIs (Bina, 2013).

## 2.3. Ecological economics

EEs is a pluralist field, which born from the necessity to reveal state of the art in the interface between the economic and the ecological systems and to criticise the understanding thereof of classical economics (Martínez-Alier & Muradian, 2015; Spash, 2015). 'Key concerns included the failures of economic policy to address environmental impacts and the existing economic structure and its institutions to meet minimal standards of ethical conduct' (Spash, 2018, p. 1). EEs, in contrast with classical economics, recognises the embeddedness of economics within the social sphere, and its dependence on the non-substitutable natural capital, considering the ability of the latter to overexploit natural resources at zero cost, an asymmetric power relationship rather than a market failure (Daly, 2017; Fischer-Kowalski & Haberl, 2015; Martínez-Alier & Muradian, 2015). The ontological foundations of EEs informed this academic field as a paradigm, both biophysically and socially (Spash, 2020).

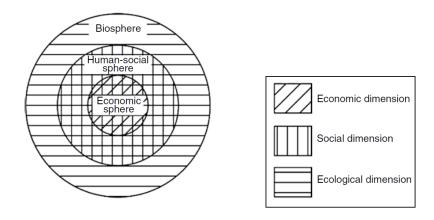


Figure 3. The economy embedded in the institutions of human society and the biosphere (Martínez-Alier & Muradian, 2015).

Economics, within EEs, is seen as an open system, where energy and materials entry and exit, constraining the level of real wealth that the economy can create (Martínez-Alier & Muradian, 2015). 'If the scale of the economy is too large and its growth is too rapid, then the natural cycles cannot sustainably produce the resources or absorb or assimilate the waste such' (Martínez-Alier & Muradian, 2015, p. 3). In other words, sustainability requires that we live off the interest generated by natural capital (Daly, 2017). Therefore, the economy needs to address ecological preconditions in the seek for sustainability (O'Neill & Uebel, 2015).

'Ecological economics is not committed to a unique type of value expressed in a single numeraire or unit of account' (Martínez-Alier & Muradian, 2015, p. 9). 'The insistence on money valuation clearly makes less visible the biological and ecological importance of Nature, and also livelihood and cultural values' (Martínez-Alier & Muradian, 2015, p. 10). The fact that the economy is embodied in the social sphere makes decisions within economies, rich in incommensurable social values that cannot be reduced to a single "rational" metric. This outcome is also real because an entirely rational choice is impossible to achieve. We, humans, lack of complete and precise knowledge (O'Neill & Uebel, 2015). Moreover, this knowledge is fragmented among individuals (O'Neill & Uebel, 2015). Classical microeconomics, based on preference utilitarianism, regards humans as optimising machines whose decisions leave no room for emotion, psychology, or social embeddedness (Spash, 2018, p. 5).

Martínez-Alier & Muradian (2015) and Spash (2018) recognise the overlap of EEs and political ecology, and therefore the considering of power relationships and the arising of social conflicts derived the unequal access and distribution of natural resources in the former. Demands of the global environmental justice movement are 'equity in the distribution of environmental risk, recognition of the diversity of participants and experiences in affected communities, and participation in policymaking' (Özkaynak & Rodriguez-labajos, 2012, p. 415). EEs recognise the respect of both present and future generations, and human and non-human (Cárdenas, 2015; Spash, 2018b). Mäler (2013, p. 249) states 'the transition to a sustainable society requires a careful balance between long-term and short-term goals and an emphasis on sufficiency, equity and quality of life rather than on the quantity of output'.

EEs informed the theoretical framework driven by the need for implementing these theories in real life and, of course, in real policies, plans, and projects to achieve an actual sustainable transition (Batker, 2020; Rees, 2020; Røpke, 2020; Spash, 2020).

# 3. Methodology

This research utilised an explanatory case-study approach to assess the level of coherence of policies having an impact on CRD, to uncover their discourses and DIs, and to compare results seeking for a relationship (Yin, 2012). A case study is a method that provides for depth rather than breadth, and it has the purpose of improving the case (Devare, 2015). The case-study approach is broadly applied in policy studies (Yin, 2009, 2012).

# 3.1. Research strategy and material

The strategy of this thesis is desk research consisting of an extensive literature review. The desk research strategy bases a project on the existent literature, i.e., the researcher does not gather the data by himself or herself instead uses the material gathered by others. The collection of existing material is combined with reflection. Other characteristics of this method are the absence of direct contact with the research object and the material utilisation from a different perspective than at the time of its production (Verschuren & Doorewaard, 2004). The desk research strategy was used in both the collection of data and its analysis.

I started the literature review on the CRD and sustainability, to set knowledge bases for this thesis, with the material provided by Dr. Giuseppe Feola (proponent and supervisor of this research). Three books compose this material, Andrade et al. (2008), Andrade et al. (2013), Guhl & Pablo (2014), and the Friedrich-Ebert-Stiftung publication's website link. These publications are from Colombian and international experts on the mentioned issues. I completed this initial literature review was introducing "Colombian environmental context and imaginaries" and derived entries in Google Scholar and the Scopus searching engines and using snowball sampling.

For the elaboration of the theoretical framework, I conducted a literature review on policy coherence, policy coherence in CRD, DIs, and the EEs field. Concerning the review on policy coherence in CRD was fruitful for knowing the situation of policy coherence in CRD for supporting the need for policy coherence in this context. The general policy coherence literature review led to the elaboration of the policy coherence theoretical framework. During this process, many different frameworks were found; however, I remained with the most clearcut and the most representative of the policy design process. Lastly, the literature review on EEs was valuable for obtaining a critic framework through which I analysed the policies and to understand its contraposition to classical economics.

For the collection of policies, I performed a literature review on CRD policies and its dimensions. For this literature review, I used the same starting materials and methods as in the CRD and sustainability literature review. However, this time I introduced the following entry "rural development policies in Colombia" and similar, in the searching engine tools. An extra essential tool, in this case, was the digital library of the Agriculture Ministry (Agriculture Ministry, 2018). I selected the most frequent and the most discussed policies in the literature within the period 1991-present. Then, I classified these policies into the six different categories that suited best their typology—National Development Plans, land, rural, environmental, social, and trade policies. Consequently, I analysed them, aiming to obtain its instruments and objectives.

The year 1991 was taken as a year of reference based on the relevance of being the first time that Colombia included the environmental issue in its constitution. This event turned the year 1991 as a tipping point of ecological discussions and policymaking in the country. At the same time, a set of reforms informed by the neoliberal economic paradigm was deployed (Andrade et al., 2013). Neoliberalism is defined by Battams & Townsend (2019, p. 598) as the 'political, economic and social arrangements within society that emphasise market relations' and configures the role of the state as facilitating competitive markets into all areas of life. Neoliberal ideas have become dominant in global economic discourse since the 1980s, and have informed government decisions to privatise services, promote liberalisation, expand market competition.' The neoliberal paradigm has been proved to cause environmental damage and social inequalities (Kallis, 2018; Piketty, 2014; Steffen et al., 2015). Moreover, the coherence of the neoliberal ideology itself, its controversy, and conflict of interests are also broadly disputed (Anderson, 2014; Finlayson et al., 2005; Fullbrook, 2008; Kallis, 2018; Lee & Keen, 2004; Lencucha & Thow, 2019; Parra & Cano, 2018; Venugopal, 2014). This might be represented in the CRD policy agreed since the mentioned period and, therefore, affect to their coherence.

I performed one more literature review to look for a suitable DA strategy. After exploring some strategies, e.g., critical discourse analysis and corpus-based strategy, I decided to perform the DA using a content analysis research technique. This technique allows the identification of words and themes categories and their relationships and, thus, are used for discourse mapping (Lynggaard, 2019). Thus, a codebook for ingredients collection to look for in the DA and a framework for the classification of the DA results were needed.

Therefore, I conducted the last literature review aiming to a suitable DIs framework to use in the DA. Different works were found, e.g., Gibbs & O'Neill, 2017; Hobson, 2013. I chose Bina's (2013) framework because it provides an accurate and representative spectrum of current DIs, particularly, the influence of the economic dimension on the environment and society. This distinction is achieved thanks to the inclusion of a description of their socioeconomic paradigm, their conception of progress, and their theoretical economic framework. Moreover, other frameworks do not collect such a well-defined and straightforward analytical framework. Instead, they frame the DIs in a rather theoretical fashion, e.g., Levy & Spicer (2013), Martinez-Alier (2014), Milkoreit (2017), Schulz & Bailey (2014); offer a too narrow DIs spectrum, e.g., Gibbs & O'Neill (2017), Hobson (2013); or, are not centred in development, e.g., Levy & Spicer (2013), Milkoreit (2017), Schulz & Bailey (2014).

#### 3.2. Data analysis

Qualitative document analysis (QDA)

To answer the first research subquestion, *Are different Colombian rural development policies in-coherent, and if so in what way?* I performed both WPC analysis and a between policy coherence (BPC) analysis.

I performed the QDA on the individual policies, through the lenses of EEs. QDA elicits the meaning and the implications of a text (England et al., 2018). Regarding the utilisation of documents, Altheide et al. (2018, p. 132) state that 'documents are more stable, more reflective of social organisation, activities, meanings, and social rules than most other forms of data used by social scientists.

In line with the theoretical framework, policies were examined based on the assumptions that for any policy or policy dimension to be sustainable cannot degrade the environment over the ecological

carrying capacity. The ecological carrying capacity is defined as the maximum level in which production processes do not cause unacceptable changes in the ecosystem (Byron et al., 2010), i.e., does not imply to live off over interests generated by natural capital. In consequence, the biophysical constraints of socioeconomic systems were placed at the centre of the analysis (Melgar-Melgar & Hall, 2020). The EEs social dimension and its values, e.g., equity, justice, also informed the basis for the analysis performance.

Similar approaches to the one used in this thesis use content analysis and QDA for the analysis of coherence between policies. However, content analysis is used when policies are compared to a reference, usually keywords or key themes, and in this thesis, I compared policies between themselves. Duraiappah & Bhardwaj (2007) perform a singular content analysis approach. They compare the frequency of keywords between policies. However, this method does not include a relational analysis. Moreover, in this study, a QDA was already accomplished in the WPC analysis. Therefore, the QDA analysis' insights were used for the scoring in the BPC analysis. This scoring was accomplished using a matrix method. The reasons why a matrix was used in this case are threefold. (1) to ease the management and systematisation of such a vast quantity of data; and, (2) is a method that has the potential to pinpoint coherent levels across the policies; (3) and, to complement the QDA's data with its scoring allowed for its comparison with the DA results seeking for a relationship (Bryman, 2016; Carlson et al., 1993).

## The matrix method

I used the matrix method, focusing on the objectives and using an adaptation of Nilsson's et al. (2012) matrix. Nilsson et al. (2012) proposed a method on policy coherence analysis, which consists of the scoring of several policies objectives interactions, looking at their importance, assessed in terms of their strength and their overall coherence. They performed this method from an iterative process between experts. Differently, in this thesis, the insights used for scoring came from the researcher, and the scoring was accomplished, looking at the interactions nature.

The matrix method is based on the scoring of the individual objectives interaction and their average, between pairs of policies. Moreover, I encompassed similar or repetitive objectives in more general like objectives, already present in the policies or self-created, aiming to avoid irrelevant data and repetition and creating a more comprehensive table. For similar or repetitive objectives, I mean objectives that are named differently but seek the same outcomes. For more details of how I accomplished this integration and which specific objectives were included in more general ones, see Appendix 3. I performed the scoring, taking into account the following aspects. (1) The objectives interaction in both directions, i.e., how one objective affect the other and vice versa. (2) Their considered DI. (3) And, the present as a departure point at the time to score the objectives implications. This method was developed using the software tool "Excel". The following table shows how the scores were designated.

| Quantitative score | Qualitative score |
|--------------------|-------------------|
| +2                 | Indivisible       |
| +1                 | Reinforcing       |
| 0                  | Consistent        |
| -1                 | Counteracting     |
| -2                 | Cancelling        |

Table 2. Scoring of coherence between policy objectives.

The following table showed the final qualitative scoring given to the coherence between policies calculated from the average scoring (including scores from both sides of the matrix) of coherence between objectives using the average formula in Excel.

| Quantitative score (ranges) | Qualitative score |
|-----------------------------|-------------------|
| 1,5 / 2                     | Highly coherent   |
| 0,25 / 1,5                  | Coherent          |
| -0,25 / 0,25                | In between        |
| -0,25 / -1,5                | Incoherent        |
| -1,5 / -2                   | Highly incoherent |

Table 3. Scoring of coherence between policies.

#### Discourse analysis

To answer the second research subquestion, *What development imaginaries are represented in different policies?* A DA was conducted. The DA strategy 'is based on the premise that the way people communicate is not a neutral reflection of our world; and that, different understandings of the world lead to different social actions' (Runhaar et al., 2006, p. 14-15).

Discourse is a term with a broad set of overlapping meanings. However, these meanings have in common that they all examine "language in use" (Brown & Yule, 1983). According to Fairclough et al. (2004, p. 2), 'people not only act and organise in particular ways, but they also represent their ways of acting and organising, and produce imaginary projections of new or alternative ways, in particular, discourses.' Another relevant definition is the one found in Hajer (1996, p. 44) where he stated that 'discourse is a specific ensemble of ideas, concepts, and categorisations that are produced, reproduced, and transformed in a particular set of practices (e.g., policy documents and discourses) and through which meaning is given to physical and social realities (i.e., socio-environmental system).' In the particular case of the environment, problems in this field 'involve many different discourses' (Hajer, 1996, p. 45). These definitions are used to represent and support the utilisation of DA in this thesis because together include the imaginary projections, the representation of social realities (socio-environmental system) through these imaginary projections, the discourse practices in which these imaginary projections are reproduced (policy documents), and the involvement of many discourse in the environmental case.

The history and tradition of DA are long and embedded in the origins of a philosophical tradition of hermeneutics and phenomenology under the constructivist paradigm (Miles, 2010) with some exceptions, e.g., Foucauldian structuralism (Hajer, 1996; Meyer, 2001). Nonetheless, the social constructivist view is the one that suits this thesis, in part, because 'social constructivism emphasises the role of texts (language, discourse) in the construction of the social world' (Fairclough, 2003, p. 17). This is because, 'discourse analysis is based upon the assumption that language is an irreducible part of social life, dialectically interconnected with other elements of social life, so that social analysis and research always has to take account of language. This means that one productive way of doing social research is through a focus on language, using some form of discourse analysis' (Fairclough, 2010, p. 11).

It is argued that a close examination of language in the form of utterances and texts can provide a more productive and more nuanced understanding of the policy process than is possible from more

traditional methods or techniques. How actions are represented in the language is, therefore, of vital interest (Jacobs, 2006, p. 40).

Policy problems are socially constructed, which means that public problems have public owners, who decide which is the definition of a problem (Hajer, 1996). Schattschneider (1960, p 71) states that 'all forms of political organisation have a bias in favour of the exploitation of some kinds of conflict and the suppression of others because an organisation is the mobilisation of bias.' This conceptualisation concerns our study as the policies analysed are developed by governments ruled by organisations, i.e. political parties, and supports the sought for these biases that are indeed caused by the imaginaries array. Moreover, 'In order to understand the origins and "life courses" of policy programs, we need to identify the discourses that dominate in them... and which discourses are excluded and marginalised in that process' (Paul, 2009).

# Discourse analysis coding

In the CRD policy coherence analysis, some of the instruments from the policies analysed are laws, e.g., in the trade policy, and all the instruments are law-like documents sources. Discourse in law documents is a different type of discourse than the discourse used in policy documents. Therefore, intending to preserve the analysis consistency and validity, I left out the law documents from the DA.

Furthermore, the data of some policy instruments were not always extracted from the official policy documents. Moreover, mostly due to its elderliness, some official policy documents were neither available anymore nor were suitable for text searching tools.

Thus, these are the NDPs documents, which examples of descriptors I analysed following Bina's (2013) framework. NDP 1998, NDP 2006, NDP 2010, NDP 2014 NDP, and NDP 2018. In the case of the sectoral policies, these were the instrument documents that I used. In rural development policy, the *countryside transformation mission*; in the peace policy, the *peace agreement*; in the environmental policy, the *Climate Change National Policy*; and, in the social policy, *The United Nations Decade of Family Farming and the SD Goals*. All instruments in land and trade policies are laws. Hence, I excluded these policies from the descriptors analysis, for the reasons above argued.

I performed the DA through the utilisations of a codebook that I created driven mainly by an analytical framework (Bina, 2013) but also included concepts from the empirical material (policies) (Lynggaard, 2019). Bina (2013) analyses policy discourse through their examples and examples of descriptors. Once I obtained the examples of descriptors, I included the policy objectives collected in the WPC analysis. Then, I qualitatively analysed both results, and I compared them to Bina's (2013) framework. The DA was performed with the assistance of the NVIVO qualitative analytical tool.

#### Comparative analysis

To answer the third research question, *How conflict between different development imaginaries effects to policy incoherence?* Once both firsts two questions were answered, both analyses results from their respective tables were compared seeking for a relationship.

# 4. Case study

# 4.1. Overview

Colombia is the study case of this thesis due to its exceptional particularities. These particularities involve different spheres, e.g., the geographical, the social. Colombia is a developing country, and it possesses the second world richest biodiversity. Furthermore, Colombia is the South American Country with the most significant inequity and one with the most substantial inequity in the world (Piketty, 2014; UNDP, 2011).

In Colombian rural areas, 37,6% of the population is in poverty, while in urban areas, this goes down to 12,1% (DANE, 2019b). The rural space plays a critical role in food security, social and economic development, and is a vital scenario for a healthy country's environment sustenance (Andrade et al., 2013). In rural areas, 62% of the occupied population works in agriculture (DANE, 2019; World Bank, 2012). Thus, agriculture is a strategic sector for rural development (Nilsson et al., 2012). FAO estimates indicate that if there are no adjustments, the agricultural sector will lose productivity, stability in the production and income of farmers. To avoid these consequences, technical, institutional, political, and financial adjustments of great magnitude are required (Andrade et al., 2013).

Bayona & Robledo (2016) argue that agriculture generates an aggregate growth of 2,7 times more efficient than others in poverty reduction. Therefore, it cannot be understood without the influence of classical economics, how playing agriculture a crucial role in rural life; its population is so immersed in poverty.

Rural development is facing two counterproductive challenges, which are CC and the liberalisation of markets. At the same time, Colombia occupied the highest positions in several international evaluations of both social and economic vulnerability to CC (Andrade et al., 2013). CC is an increasing problem. CC effects have a high negative impact on agriculture. Environmental degradations cost 3.5 of Colombia's Gross Domestic Product (GDP), being the most impoverished people the most affected (PNUD, 2014). 'The disconnection between the economic activity and the accumulated body of science, pointing to potentially devastating consequences' (Levy & Spicer, 2013, p. 659). The CC discourse of the last liberal Colombian governments reduces its adaptation to technical, information, and economic measures. As a consequence, this liberal discourse 'draws attention away from the social causes of vulnerability, the socially differentiated risks to which populations need to adapt and from the attribution of responsibility for this state of vulnerability' (Feola, 2013, p. 567). Moreover, its de-contextualisation overlook potential constraints, trade-offs, and synergies (Feola, 2013; Feola et al., 2015).

Lack of recognition in peasants' relevance within Colombia's economic wealth has contributed to their marginalisation, lack of representation and political protection, and lack of access to crucial resources (Feola, 2013; Forero, 2003; Pérez & Pérez, 2002; UNDP, 2011).

These two problems do not go alone. Decades of violent conflict in Colombia has also contributed to the reinforcement of social inequalities, through displacements, land accumulation, and to institutional inefficiency and ineffectiveness in providing basic services to rural communities, due to a lack of coordination and integration between sectors, levels, spaces and time, and institutional weakness (Andrade et al., 2013; Feola, 2013).

Furthermore, the country's geographic complexity complicates things much more (Andrade et al., 2013; Suarez et al., 2018). The vast geographical complexity of the country eased the emergency of "guerrillas" movements and has hindered proper management of the land (Andrade et al., 2013).

Colombia neither counts with a robust cadastre nor with an efficient policy implementation (Sánchez, 2019).

In a complicated Colombian context consisting of highly complex contemporary global policymaking, rural development, and post-conflict, policy issues such as policy coherence, are a considerable challenge. Several policies are working for a better adaptation to socioeconomic conditions and CC at different levels, e.g., National Development Plans (NDPs). However, these initiatives have been proven to be unsuccessful in achieving its own goals, e.g., the NPD did not include CC until the winter wave of 2010 (Andrade et al., 2013), the land and rural development bill lack of a national approach that integrates the rural and urban spaces (Andrade et al., 2013).

#### 4.2. Time frame

In the early 1990s, a change in the approach to development was inaugurated, which impacted the vision on the rural issue as an analysis based on conventional productive factors: capital, land, and labour (UNPD, 2011). Policy attention was increasingly focused on private sector solutions giving to the market the pre-eminence in the re-distribution of land (Devereux, 2001; Franco-Cañas & De Los Ríos-Carmenado, 2011). In the agrarian question, the primary subsistence means of the rural population, the following three elements dominate, production, accumulation, and politics (Thomson, 2011).

Machado (2010), UNDP (2012), and UNPD (2011) argue that the market internationalisation meant the shift from a comprehensive system of rural reforms to a paternalist institutionalisation, with centre support of the government to entrepreneurs, and where the development of the most vulnerable and the impact of the violent conflict, were highly ignored. Ruralism became reduced to agriculture production. From the 00s decade, following the neoliberal postulates, the necessity for new income to the sustenance of war, and under the pressure of a weak economy, the Colombian government adopted an extractionist economy (Richani, 2010; UNDP, 2012). This extractionist economy, which sometimes disguised behind the mask of "green economics" (mainly in the production of biofuels), entails substantial environmental and social impacts, exacerbating the burden from the previous market opening (Dietz et al., 2014).

# 4.3. Development perspective

Dietz et al., (2014) and UNDP (2011) defend that successfulness in reducing poverty depends more on the implementation of policies that explicitly promote equity and the inclusion of initiatives, and that favour the universalisation of access to resources, income, education, and labour, rather than economic growth efforts.

Classical economic and development models do not encourage human development and exacerbate the vulnerability of the rural population, in particular, peasants, indigenous people, Afro-Colombians, and women (UNDP, 2011).

The current model is not oriented to broad the human development of the rural population. On the contrary, structural obstacles as the inequity in the modernisation benefits; the property concentration; and the generation of land conflicts and the territory control; the exclusion from growth and sectoral development of its inhabitants; and the absence of adequate political conditions to allow them to access democratically to decision making processes, avoid strength their capacities, wide the conditions to define and enrich their life projects, stimulate

empowerment processes and secure their political and economic freedom — all these obstacles create conditions for the violation of the rural population human rights' (UNDP, 2011, p. 33).

Dietz et al. (2014, p. 113), also states that 'the crisis of sustainability reveals the exhaustion of an ecological predator development style, socially perverse, politically unfair and ethically repulsive.' Therefore, this development model is especially incongruent with indigenous people, Afro-Colombians, and peasants since whom, besides to form a considerable share of the rural population, are known for being especially careful and sentient with the environment, and for considering individual and collective development rather than economic growth. In the case of Afro-Colombian communities, participation mechanisms are the basis in which they manage and administrate land and their collective life projects. 'It has been unacknowledged that small peasant economy, with the diversity of the products they grow in small pieces of land and their relational ways with nature, are much more harmonic systems with human beings, the other lived beings and the environment in general' (Salazar & Tobasura, 2008, p. 191).

As shown, there exists a recognition with the fact that the virtues of indigenous and Afro-Colombian cultures are undeniable and outstanding (Morales, 2017; UNDP, 2011). The Colombian constitution recognises the virtues of the rural community towards the protection of the environment (García & Gálvez, 2011). This recognition, together with the endless discussion of how to find an equilibrium between the environmental protection and the classical economic wealth, endless because as this thesis defends is an attainable aspiration, it is unintentionally endorsed that the only way for a sustainable "development" is to stop with the economic growth ruling and imitate (at least partly) indigenous and rural population lifestyles. However, it might be true that after decades of discussion and failure of how to achieve SD seems still more comfortable to keep crashing against a wall rather than accept the reality and transform the debate. Especially, with such specialised global trade that it would imply a short-term scarcity of resources for any country that decides to dismiss from it. 'Countries are so specialised as to be no longer free not to trade' (Daly, 2017, p. 64). Moreover, due to the same competition that leads countries to specialise up to such levels, countries are neither able to internalise environmental and social costs unless, in their prices, all the countries do the same (Daly, 2017).

The classical SD proponents reach the nonsense incoherence to stand out the relevance prevalence of social wellness while standing out economic virtues of extractive activities with known and admitted high environmental and social risks. A clear example of this incoherence is the UN recognition that the best way to feed the world population is by employing ecological agriculture while supporting business principles that legitimise a new form of colonialism and entail an actual danger for the livelihood of rural people and the environment (García & Gálvez, 2011). It also exists the discussion on the need to de-monetarised the environmental resources at the same time that economic measures are proposed to protect these resources, e.g., the "payment for environmental services" (PSA) (United Nations Colombia, 2014). The availability of historical data also shows the failure of classical economics regarding social equity and environmental protection globally but also in the Colombian case (Kallis, 2018; OXFAM, 2017; Piketty, 2014).

All these implications and incoherencies give a substantial picture of the inefficiency of classical economics and the classical development approach to solving Colombian social inequity and environmental degradation.

#### 4.3.1. A violent context

A characteristic of this case study relevant to explain is its violent situation. This violent situation is highly linked to classical development and economical approach that rule Colombia (Grajales, 2013). In particular, the violent conflict derived from the dispute of land of various groups, e.g., drug traffickers, businessmen, "guerrillas," for the benefit that derives of its exploitation. These land disputes caused by interests as mining, the petrol prospection, extensive cattle raising, biofuels, and illegal crops infringe on the systemic violation of indigenous and peasantry people's human rights (UNDP, 2011).

One the one hand, the peasant non-friendly environment of growing prices, loss of job opportunities in agriculture, and the repressive responses to peaceful resistance motivated the expansion of "guerrilla" groups, which have been involved in a long and bloody conflict with the state security forces (Thomson, 2011).

On the other hand, businessmen with the consentient of the government, have taken part of the violent conflict against the rural community and for land accumulation and self-interest, through the hiring of paramilitary bodies who threat, forced to displace and murder rural population (Richani, 2010; Thomson, 2011; UNDP, 2011). They shared the utilisation of paramilitary bodies with drug traffickers and were often involved in armed conflicts with "guerrillas" who created alliances with labour unions (Dietz et al., 2014). Uribe's government (2002-2010), its opening market and extractivist policy, and its "de-peasantisation" of the rural population played a crucial role in this kind of violence (UNDP, 2012).

Drug trafficking is related to all social spheres. It is a financial source of guerrillas, just one more (illegal) business of businessmen, a method of subsistence for the rural population, and just the way of life of criminals (Grajales, 2013; Thomson, 2011; UNDP, 2011).

The rural population is the primary social group affected by the violent situation. Violence has caused thousands of deaths, displacements, and in general, a situation of high vulnerability and indulgence to the rural population, which exacerbates the imbalances of Colombian society. Moreover, it has forced the rural population to occupy the less productive lands or the urban belts areas, areas with scarce resources, and already populated by impoverished people. Osorio Pérez (1998), argues that the latter type of displacement entails a new whole set of challenges for the displaced population, e.g., lack of work due to illiteracy, social rejection, a re-organisation of family roles.

A statement made in UNDP (2011, p. 162) reflects the immense negative sign that the violent Colombian conflict has on its rural society:

'the conflict permeates all individual and collective life dimensions. If there was any doubt, it could be remembered that is the categorical negation of the central core of development because kills, use force instead of reason, destroys wealthiness, unknowledge dialogue, blocks the access to knowledge and constrains the necessary freedom to decide the common issues. If doubt persists, we can talk then about of the nefarious learning that leaves: the coercion predominates on the conviction and the force on the argument, and worse, we don't care to know which side justice should be but to whom the bullets serve'.

#### 4.3.2. Social aspects

The market liberalisation opened a situation where smallholders had to compete with large-scale producers using the same rules (Marín-Usuga et al., 2016). This situation has favoured inequity as large-

scale producers have a better position to compete in this condition (Bayona & Robledo, 2016). Moreover, the abrupt changes in the market dynamism bait with the poorest. The market liberalisation, and its consequential import of previously subsidised crops, is linked to the growth of illegal plantations as part of the rural population feels the obligation to grow these types of plants for their subsistence (Thomson, 2011). CC exacerbates this dilemma. Furthermore, the low endowment of training, infrastructure, public services, the presence of political elites, precarious land rights and distribution, exploitative productive activities and the smallness of markets can negatively affect the vulnerability peasants and ethnic groups, e.g., possibilities of entrepreneurship, food security (Feola, 2013; OXFAM, 2017; UNDP, 2011).

The United Nations Development Program (UNDP) argues that vulnerable social groups need prior attention of the State to counter and overcome the precarious and rugged conditions and discrimination that they have historically suffered (UNDP, 2011). However, public institutions are often insufficient, count with high staff turnover and weak expertise, are wrongly distributed, and unknowledge the particularities of the different regions. This situation allows for the historical control of armed groups, economic and political elites, of the rural areas (Sánchez, 2019; UNDP, 2011). Deininger & Lavadenz (2004, p. 1) state 'an increasing number of studies suggest that in those areas where households have seen access to economic opportunities undermined, it is easier for the guerrillas, paramilitaries or organised crime to find volunteers willing to join them.'

The UNDP also argues that a more substantial presence of the State is also relevant to ameliorate the flaws of the market as the protection of natural resources, and tackle problems like climate change and food insecurity (UNDP, 2011).

# 4.3.3. Environmental aspects

The environmental problems of the Colombian classical development perspective are many. Suarez et al. (2018, p. 998) cite the following '(1) extensive cattle farming which has been contributing to land degradation, deforestation, and greenhouse gas emissions; (2) the environmental impacts of poorly regulated extractive industries; (3) climate change vulnerability; (4) poor environmental integration to the national policy framework; and (5) wide disparities in income, landholdings, and access to ecosystem services'.

Land accumulation for the overexploitation of resources, independently from what agent, stimulate forest destruction and provoke the erosion of soil and sedimentation of rivers, lagoons, and blind channels, and propitiate the desiccation of wetlands and water reservoirs, and other phenomena (UNDP, 2011).

Such is the environmental impact of the dominant development approach that many scholars discuss that the violent conflict has, in part, positive environmental impacts, e.g., Álvarez (2003), Davalos (2001), Morales (2017), Suarez et al. (2018). Morales (2017, p. 5) states that the violent conflict 'indirectly and often fortuitously led to the conservation of territories that were left out of development projects.'

(Dietz et al., 2014) argues how the adverse effects of the environmental change impact to society in an unbalanced way, reinforcing old inequities or generating new ones through the lines of class, gender,

and ethnic, e.g. 'the variability and impact of CC affect the production and availability of food and alters the behaviour of agricultural prices harm the most impoverished countries' (UNDP, 2011, p. 37).

Even though the variability of negative impacts on the environment of the Colombian and global development perspective, there exists a tendency to reduce financing resources for environmental entities (United Nations Colombia, 2014).

# 5. Results

# 5.1. Within policy coherence analysis.

In this section, the WPC analysis results are presented, in line with the chosen framework, and following the next order. (1) Incoherencies between instruments and objectives, (2) incoherencies between objectives, (3) and incoherencies between instruments.

# NDP, "The peaceful revolution" (1990-1994).

Referencies: Departamento de planeación nacional (1991), (2018); UNPD (2011).

#### Analysis.

#### Incoherencies between instruments and objectives:

This NDP has an emphasis on the private sector and citizen autonomy, market-leading economic ruler and public investment profitability, under the belief of long-term social benefit. This emphasis is contradictory with its declaration for the welfare of the most vulnerable. The UNDP argues that society needs in such a diverse country might be others than economic prosperity (UNDP, 2011).

Regarding the market-led economy, Daly & Goodland (1994) argue that the increase of exterior commerce plays a role in an international competition which fosters the decrease of environmental and social standards in the pursuit of absolute advantage, e.g., air and water pollution (Kellenberg, 2008; Kukla-Gryz, 2009; Shawoo et al., 2020). Rees (2006) gives a more robust affirmation. He argues that the techno-industry society is inherently unsustainable and that international trade exacerbates the situation by shuffling resources and accelerating the depletion of natural resources globally. Daly & Goodland (1994) question the resolution of many environmental problems without public intervention as a critic to liberalisation. Moreover, there exists a disadvantage international position of "peripheric" countries as Colombia, both monetary and ecological (Dietz et al., 2014; Pérez-Rincón, 2006).

This policy is also remarkably focused on "developing" and expanding mining as an instrument for economic growth. Mining has obvious environmental and social consequences. (1) it produces "the Dutch disease" on the economy that it is discussed further below (see NDP 2002). (2) it tends to generate enclave economies. (3) it exposes natural areas to a severe risk due to the exploitation of heavy metals. (4) it sharpens water availability. (5) It affects rural populations where mines are established, affecting the environment from which rural communities find their subsistence means, trying to impose a new ideal of environment and social institutions. And, (6) it tends to violate the prior consultation rights of the rural population (UNDP, 2011; Velicu, 2019). This situation occurs with government compliance, which under the umbrella of "general interests," considers mining over the life and rights of rural people. The most severe issue of this topic is that besides the environmental and social impacts, mining does not ensure economic sustainability (Stern, 1995). Cardoso (2015), illustrates

an interesting fact in this sense. He shows that the economic value of socio-environmental liabilities of open-pit coal mining in Cesar (Colombia) is higher than the market price of coal.

Regarding biotechnology, this practice has derived into subjugation of the peasantry to international companies. This subjugation is often realised through the creation and marketisation of unfertile seeds, which need a significant input of pesticides with the offering of a higher yield. In that way, the transnationals ensured that users need to buy from them seeds for each growing time and elevated quantity of pesticides generating an immense economic benefit for themselves and a vastly negative impact on the environment (Prasad et al., 2012; Shiva 1997). Concerning telecommunications, informatics, electronics infrastructure, and devices productions, the main environmental impact, although not the only one, is derived by its energy demand (Morley, Widdicks, & Hazas, 2018). Its social impact comes from labour and child exploitation and the environmental disasters that affect the adjacent populations.

Regarding the rural sector, it is centred around the improvement of practices, the discouragement of the fragile and strategic nature ecosystems, but also around the intensive use of agriculturally rich soil. The intensive use of soil provokes its degradation. Soil degradation increases the demand for chemicals inputs, threatening food security, and even becoming a cause of flooding (Singh, 2000).

Last, subsidies have environmental impacts that are considered neither in this NDP nor in the other NDPs (Van Beers & Van den Bergh, 2001).

## Incoherencies between objectives:

The education strategy presents an incoherence between the promotion of productive individuals while claiming for the promotion of critic, solidary, creatives, and free human beings (Costanza, Daly, & Bartholomew, 1991; Jordan & Halpin, 2006). From a critic perspective to prepare future generations to face challenges such as CC, is needed a critic society, which is not indoctrinated under classical economics postulates and is capable of facing its flaws, i.e., to emphasise personal development rather than specialised and professional training (Costanza et al., 1991; Grant et al., 2009).

The following incoherence found in this NDP is the one between the goals of constructing extensive infrastructure and conserve the Country's natural base or guarantee an environmental offer for future generations. Amiril et al. (2014) show the considerable land and resource use factor of transport infrastructure; notwithstanding, their research focuses on minimising impacts. To ameliorate impingement is to pollute less, but to pollute nonetheless, which brings us to a situation of unbearable environmental degradation sooner or later. If sustainability is aimed to be achieved (i.e., to ensure a clean and stable environment for future generations), mitigation measures (e.g., minimising pollution) might not be enough to compensate negative ecological impacts of such high land and resource use infrastructures and other polluting activities.

The objectives of 'the economical use of natural resources and long-term social development,' which hides economic growth motivation are also incoherent. Kallis (2017, p.37) defends that economic surpluses 'are often distributed unevenly.' Moreover, for economic growth to be possible, it is necessary either an appropriation of labour or exploitation of nature or both, so that this objective hinders the objective nature protection sough in this NDP. In other words, the economy is a material process. Thus an increase of the economy (or GDP) involves an expansion of social metabolism (demography) and resource exploitation and transformation as data show us (Steffen et al., 2015). This

resource exploitation increase and social metabolism expansion threaten long-term social development.

Therefore, this objective falls in a 'triangle incoherence of sustainability,' i.e., the economic growth motivation of resource use has a negative environmental impact, which in turn, is incompatible with long-term social development (Kallis, 2018). Moreover, it is ethically argued that the anthropogenic position that the natural resources (including animals) are there for our unique exploitation and economic benefit is the core cause of the socio-environmental crisis (Curry, 2011). The utilisation of ecological ethics in EEs is defended in (Washington & Maloney, 2020).

#### Incoherencies between instruments:

This NDP incorporates several environmental instruments, which are incoherent with the incorporation of large infrastructure-related policy instruments or market policy instruments. The development of large infrastructure and urbanisation has an impact on biodiversity, the environment, and (unequally) on people (Rose, 2008; Siciliano & Urban, 2017). Machado (2017) argues that the construction of ways become colonisation and deforestation penetration paths. The incoherence issues involving the market opening and the environment were already discussed in the "Incoherencies between instruments and objectives" section.

## NDP, "The social rise" (1994-1998).

References: Departamento de planeación nacional (1995), (2018); Global Regulation (1995).

#### Analysis.

#### Incoherencies between instruments and objectives:

In this NDP, competitiveness turns around international trading and sectors like mining and, in general, resource exploitation, which is doubly coherent with the objective of environmental protection. As an example, the agriculture focus on tradable goods production endangers food security, and therefore sustainability. Moreover, to subject land use to markets instead of to the soil's natural vocation does not only have environmental impacts, but it might also have productivity mid/long-term impacts due to a quicker soil exhaustivity. Such an obsession for international trade increases an excessive number of highly polluting international transportation. Batra et al. (1998) argue how international trade may create a suboptimal welfare state due to high energy demand and pollution.

Productivity and competitiveness are sought for economic growth. Productivity, competitiveness, and economic growth are incoherent in ensuring environmental sustainability. An increase in productivity leads to growth, and therefore, to a rise in consumption and resource exploitation (Kallis, 2018). The resource exploitation is a polluting process, which extraction causes damage to land, watercourses, habitats, and people's livelihoods; and transformation requires high quantities of energy and produces high amounts of residues. Moreover, as the economy expands, there is less availability of resources. It may be true that within borders, high growth might increase both capitalists' profits and workers' wages, but this happens at the expense of oil exploitation (environmental impact) and unequal exchange with poorer countries and generally in the short term. Piketty (2014) shows how global inequity has only decreased in periods of shocks.

We may include one more incoherence in this policy between the economic instruments and the environmental sustainability vision and objective. This incoherence draws on ecological ethics. Deep ecological ethics belief that to view nature as an object, it can be used or manage with economic

instruments (payment for ecosystem services), i.e., exploit, transform, and trade is at the core of the environmental unsustainability problem. Moreover, economic instruments have more substantial possibilities to disproportionally affect rural populations due to their lower purchasing power to adapt to new technologies (Shawoo et al., 2020). Last, the urban development expansion goal within the urban development plan, 'threatens the shortening and extinction of rural areas and, therefore, the lifestyles of its population' (Overbeek et al., 2006).

#### Incoherencies between objectives:

In this NDP, the education vision does not fall in such an utterly incoherence as in the previous NDP. However, it is still linked to "economic development." On the seek for productivity, countries are forced to focus efforts on those products on which there exists a competitive advantage causing food scarcity, and therefore food insecurity (UNDP, 2011).

This NDP introduces the perspective that economic growth and development favours the prevention and overcoming of conflict. Thomson's (2011) analysis relying on Cramer's critic of the development-conflict nexus demonstrates that capitalist development can be violent itself. She states that 'progress and development require "momentous transitions" that are typically brutal' (Thomson, 2011, p. 8). She also states that 'The development of capitalism depends on the establishment of private property rights that are by their very nature exclusionary and therefore likely to generate conflict' and that 'one of the key elements of the violent transition to capitalism is primitive accumulation' (Thomson, 2011, p. 8). Thus, the existence of incoherence between development instruments and objectives, and the objectives related to fighting against the armed conflict and the protection of the affected population, is here uncovered.

Regarding indigenous and ethnic groups, and according to their caring relationship with the environment, their view of sustainable human development may differ from the one in this document, creating thus an incoherence (UNDP, 2011). Last, an increase of inequity does not contribute to peace and stability, instead threatens them (Piketty, 2014).

## Incoherencies between instruments:

The competitiveness policy of this plan relies on the "comparative advantage" principle that Daly & Goodland (1994) criticise. They assert that this principle rests on the assumption that capital and labour are immobile between nations. They support their arguments on David Ricardo's explanations. He explained that if capital could cross national boundaries, then it would seek absolute advantages as just as it does within a nation. It can be observed that this is what happens. In reality, where both capital and goods are mobile internationally, capital follows an absolute advantage to the low-cost country rather than reallocate itself according to comparative advantage within its home country (Daly & Goodland, 1994). Therefore, this fact entails an incoherence issue.

A plan of large infrastructure is neither coherent with environmental policy instruments nor with alternative development plans and its respective objectives.

Other incoherencies present in this NDP, are again between some instruments and the environmental policy instrument. The instruments that lead to an incoherence with the environmental policy

instrument are the market opening consolidation, economic instruments (already explained in this analysis), urban development, and the mining management plan.

# NDP, "Change to build peace" (1998-2002).

References: Congreso de Colombia (1999); Departamento de planeación nacional (2018).

#### Analysis.

# Incoherencies between instruments and objectives:

This NDP begins a process of privatisation that threatens equal access to public services. It also increases the conditions to access to pensions, claiming for individual saving, to which not anyone is equally capable of, especially the most vulnerable. Moreover, it exchanges the provision of subsidies for credits. Credits share a common flaw with subsidies regarding its accessibility for the most vulnerable, as a consequence of a weak institution or the absence of institutionalisation itself in many regions of Colombia. Nonetheless, credit additionally leaves a broader sector of the population out of financial assistance due to their disadvantage situation to pay back the credits and its interest (Bayona & Robledo, 2016). Last, it is surprising that this NDP claims for the development of solidary citizens while promoting a system centred around competitiveness.

The incoherence between the increase in international trade and environmental sustainability, or between ethnic group's protection and the economic growth development perspective, can also be applied to this NDP.

#### Incoherencies between objectives:

This first underlined NDP incoherence is the one between the goals of wealth generation and the adequate use of the environment. These goals are incoherent if understood adequately as a synonym of sustainability, as it seems they want to transmit. In particular, the government goal transmitted in this NDP is to keep an economic growth rate superior to 5%, which would considerably increase the input of materials in the economy, and therefore nature's degradation. This incoherence of economic growth with environmental sustainability and peace was already further discussed, as well as the one about illustrating the environment as an object for our species benefit. Furthermore, to aspire for sustained economic growth is also an error due to physical constraints. For instance, in the case of energy production data suggests an achievement of "peak oil," and there is any provision of an energy source existence capable of providing fresh amounts of energy (Kallis, 2018).

This policy introduces the concepts of human and social capital and seeks its promotion. In this regard, Daly (2019) gathers the dispute over the concept of "natural capital." He states that some criticise this concept because of surrenders nature to the category of commodity priced at its exchange value. This commodification argument can also be applied to the concepts of "human and social capital." Moreover, as Bowles & Gintis (2014) argue, these concepts consider labour as one more commodity, dehumanizing it and stripping it of its social aspects, as the differentiation of classes, and therefore, power relationships and the discussion of inequalities.

The objectives around education are centred on achieving equity access to this service. However, its vision is also dominated by social and human capital concepts.

The incoherence between the productivity increase and environmental sustainability can also be applied to this NDP.

#### Incoherencies between instruments:

In this NDP, a typical incoherence between the infrastructure and exportations plans with, in this case, the environmental and national disasters prevention plans, is detected. However, it can also be argued that the incoherence in which the previously mentioned instruments, designed with economic objectives, entail with social instruments, e.g., the social plan, the family plan, or the ethnic groups plan, in relation with the already discussed economic growth and social equity inverse relationship. The impact of infrastructure and exportations plans on the environment was also already argued.

The incoherence between the infrastructure plan, with environmental instruments and the alternative development project discussed above, is also present in this NDP.

# NDP, "Towards a community state" (2002-2006).

References: Departamento de planeación nacional (2002), (2018); Global Regulation (2003).

#### Analysis.

#### Incoherencies between instruments and objectives:

The incoherence between the focus on tradable agriculture products with the food security goal (and therefore, sustainability) is also present in this NDP. However, concerning this incoherence, an extra odder incoherence was found. This NDP claims for the promotion of biotechnology and agroecology at the same time. As already explained, biotechnology requires a substantial amount of chemical inputs and other implications that make this technology an antagonism of agroecology.

It is also, at the least, doubtful that an employability reform where the labour conditions are considerably harming are going to do any good to social equity. A subsidy that does not distinguish between small and big companies neither tackles the problem, for which this mechanism was designed.

The extractionist focus of this Plan represented in the "regional and global exploration plan" entails in several conflicts with other objectives. According to Diez et al. (2014, p. 15), 'specializing in extractive activities not only reduces the incentives to invest in human capital but also promotes the concentration of income in client networks, often corrupt and unstable.' Moreover, the extractionist focus of the economy leads to a competitive decrease in other sectors. The local currency's appreciation produces this competitive decrease due to the massive influx of foreign capital, which increases the prices of local production. This situation also produces the concentration of income on social groups who control the exploration and extraction of natural resources. Hence, the economic focus on extraction activities causes most of the people's exclusion from the benefits of this activity. This process is known as "the Dutch disease" (María et al., 2014; Richani, 2010). In concordance, this plan also falls into incoherence with the "green employment" objective (Shawoo et al., 2020).

The incoherence between the increase of productivity and competitiveness with environmental sustainability, the increase of international trade and environmental sustainability, the link of education to economic growth; or, mining exploitation with environmental sustainability and equity, were also found in this policy.

#### Incoherencies between objectives:

The incoherence between sustainable economic growth with equity and environmental sustainability and the incoherence between the ethnic groups' protection and economic growth development, were also found in this policy.

#### Incoherencies between instruments:

In this NDP, several instruments fall in an incoherence with the environmental strategies, which are focused on the "sustainable use of natural resources" and "green production and employment." Most of these incoherencies are economic-related, as was already emphasised, e.g., private and foreign investment, productive and commerce alliances, the exploration plan, the exporter strategic plan, the productivity and strategic competitiveness plan, the biotechnology project. Moreover, the employability reform clashes with the social capitalisation fund.

The incoherence between an infrastructure plan and environmental instruments with an alternative development project discussed above, is also present in this NDP.

# NDP, "Community state: development for all" (2006-2010).

References: Departamento de planeación nacional (2006), (2018); Global Regulation (2007).

#### Analysis.

# Incoherencies among instruments and objectives:

In this NDP, the following incoherencies were found. Drawing on Piketty (2014), social equity (within borders) needs high and sustained economic growth, and high sustained economic growth is not possible due to physical constraints, as explained above. This ideal is what the Kuznets curve theory represents, and which Piketty (2014) refutes with his analysis, which is considered the analysis of the most extensive economic data ever available and collected. Regarding labour creation, Piketty (2014) and UNDP (2011) argue how this variable depends on effective specific policies rather than on economic growth. Kallis (2018) shows himself more critically about the relationship between economic growth and social equity. He states, 'we add that perpetual growth does not exist, that most causes of growth are not natural, and that growth increases average, not relative, incomes and positions' (Kallis, 2018, p. 89).

In this NDP, the digitalisation aspect of development begins to gain prominence. The digital transformation might be counterproductive. It might improve government institutions, adapt education, and the production network (in particular, agriculture) to actual times and improve productivity and then (short-term) opportunities for the rural population, but here there is an environmental impact again. This development side encompasses once again and uniquely the social objective of economic growth, neglecting the vast quantity of resource exploitation, different types of waste and energy demand, and therefore GHG emissions (Adamczyk et al., 2019; Faye et al., 1994; Morley et al., 2018). Thus, this goal is incoherent with the objectives of environmental sustainability.

Furthermore, in this NDP, the Colombian government laid armed conflict solutions onto a direct arm conflict, leaving apart any intention of negotiation. This government position came after a failure of the previous government negotiations and the neoliberal idea imposition that this measure would increase investment (Richani, 2010). It can then, be argued that this measure is incoherent with achieving democratic security since it accrues the conflict in a direct way (UNDP, 2011).

The incoherence between the increase in international trade as an instrument for economic growth with environmental sustainability, the link of education to economic growth, and the mining exploitation with environmental sustainability and equity, are also found in this policy.

#### Incoherencies among objectives:

The incoherencies between the productivity and competitiveness increase with the environmental sustainability objective, the incoherence between the ethnic group's protection and economic growth development view, the incoherence between economic growth with peace (or democratic security) and the sustainable use of the environment (or biodiversity in this case), are also found in this policy.

### <u>Incoherencies among instruments:</u>

Here, once again, the incoherences between environmental instruments and the environmental health national plan with economic instruments, the high and sustained growth plan, and the mining plan, are detected. Moreover, these economic instruments doubtfully propitiate an adequate articulation of the economy, society, and environment.

### NDP, "Prosperity for all" (2010-2014).

References: Andrade et al. (2013), Congreso de Colombia (2011), Incoder (2012), OECD (2014), and World Bank (2015).

#### Analysis.

#### Incoherencies among instruments and objectives:

The first incoherence between instruments and objectives concerns the mining industry, which was already introduced. The mining sector plays a central role in this NDP as the following statement shows, 'the mining-energy sector represents the opportunity we have to responsibly take advantage of our wealth of natural resources to generate sustainable growth and greater social, regional and intergenerational equity' (Departamento Nacional de Planeación, 2011, p. 66). In this case, this incoherence gets more prominence by including economic growth ambitions together with low GHG emissions strategies.

In the following, another statement is used to show the relationship made by this policy regarding economic growth as an instrument for social development, 'although economic growth is not a guarantee to achieve the objectives of social progress or the reduction of poverty and inequality, it is a fundamental requirement to achieve them' (Departamento Nacional de Planeación, 2011, p. 63). This affirmation uncovers the presence in this policy of the incoherence between the objectives of economic growth and social equity. Furthermore, Kallis (2018) argues how many subsistence societies have relatively high levels of well-being and that growth increase average, not relative, incomes, and positions. Mid- to low- income countries like Cuba and Costa Rica have a decent education and health systems. Income may increase wellness in income-dependent countries.

Regarding the social sphere, the SPS instrument follows the postulates of the human capital theory, which falls into incoherencies with social equity. This instrument adds the same social institutions founded in the Human Capital theory as recourses for the preparation of labour. This fact converts the SPS in a mere classical commodified economic tool, dehumanizes it, and stripes it off of its social aspects, e.g., the social class differentiation, and therefore, power relationships and the discussion of inequalities.

In short, the SPS does not consider the cultural facet of social protection (Bowles & Gintis, 2014). On the other hand, this policy envisages a set of comprehensive measures, e.g., gender equity, technical assistance for the rural population, displacement victim's protection, that are promising to achieve its equity objectives. In the latter case, it recognises the necessity for a differential scope and affirmative actions.

The incoherence between the use of economic instruments and environmental sustainability, the incoherence between the increase in international trade and environmental sustainability, the link of education to economic growth, the incoherence between sustainable economic growth with equity and environmental sustainability, and the incoherence between mining exploitation with environmental sustainability and equity, are also found in this policy.

#### Incoherencies among objectives:

In this NDP, sustainable growth is centred around the country's competitiveness, in which innovation, the formation of qualified human capital, infrastructure development, and transversal financial, regulatory and market mechanisms play an essential role. In this sense, the law 1429/2010 establishes the strategy for the creation and formalisation of labour, and the PTP plans to develop a strategy of suppliers development to connect small with big corporations and includes a set of sectors with especial growth capacity, where the focus needs to be put on.

While the vision of this policy introduces, both environmental sustainability and SD, among the cross axis and pillars of this policy, they remain subject to economic growth and the country's competitiveness falling in an incoherence. Furthermore, they are introduced solely due to the natural catastrophe produced by "El Niño" during the elaboration of this document (Andrade et al., 2013).

The objective of social policy is to achieve a society with more employment, less poverty, and more security. This NDP defines two critical pathways to achieve these objectives: sustainable growth and comprehensive development.

This policy recognises the causal relationship between environmental degradation and its disproportionate impact on the vulnerable population. This recognition indirectly shows an incoherence between economic growth (cause of environmental degradation) and the increase of equity, which sharpens de incoherence shown by this policy.

This NDP neither avoids the scope of economic growth and competitiveness in agriculture and rural development. The UNDP (2012) shows that this scope is a failure without accompanying policies that respond to cultural specificities and counterproductive with nature protection. In this NDP, it is also present, the incoherence between the objective of increasing productivity with crop diversification and food sovereignty.

The incoherence between the increase of productivity and competitiveness with environmental sustainability, the incoherence between ethnic groups' protection and economic growth development view, and the incoherence between economic growth with peace, and therefore, human rights, and environmental sustainability, are also found in this policy.

#### <u>Incoherencies among instruments:</u>

In this regard, incoherencies between environmental instruments, e.g., adaptation plan for CC, REDD strategy or risk management, and economic instruments, e.g., PTP, technical and financial tools, were found.

### NDP, "Everyone for a new country" (2014-2018).

<u>References:</u> Barthel et al. (2016); Global Green Growth Institute (2015); Iglesias & Jiménez (2018); Sánchez (2019).

#### Analysis.

### Incoherencies between instruments and objectives:

The incoherence of linking education to economic growth and the incoherence between mining exploitation with environmental sustainability and equity, are also present in this policy, together with the STS's instrument incongruity.

#### <u>Incoherencies between objectives:</u>

This NDP presents the same green growth and competitiveness objectives of rural economic activities as the previous NDPs. However, in this case, this incoherence issue goes further. Here, these objectives are focused on entrepreneurs. This focus is incoherent with the equity goal, which involves the whole population (even for those for whom it is almost impossible to entrepreneur or are not interested in), as Machado (2010) shows.

According to the World Economic Forum (2016), a competitive economy is a productive one. As already mentioned, an increase in productivity leads to growth, and therefore, to a rise in consumption and resource exploitation turning green growth a paradoxical concept (Kallis, 2018). If green growth is expected to be achieved (or something aspiring to be), the GDP counting should include environmental costs, and that does not occur. If this were to be so, the GDP would show a negative value (Costanza et al., 2017; Daly, 2017). The only by GDPs keep being positive is by shifting these costs to other countries and future generations (Kallis, 2018). Therefore, growth or whichever variety it is wanted to be used will increase the pressure on environmental indicators, which this policy seems seeking to improve by using the "green growth" and SD concepts.

Through the lens of EEs, the "green growth" concept can be considered an oxymoron. Moreover, if it was not enough to form this figure joining the concepts "green" and "growth," this policy talks about "green growth and climate-compatible" for further exacerbation of this form. The issue is that, as already mentioned, after decades or even centuries of the economic classical discourse domination, the environmental and climate situation have not done other than worsening. For more incoherence, in the green growth chapter of this policy, the relationship between nature and wellness it is recognised.

The incoherence of the development of human capital is also present in this NDP.

### NDP, "The pact for Colombia, the pact for equity" (2018-2022).

References: Departamento de planeación nacional (2019); OECD (2019b, p. 1), (2019a).

#### Analysis.

#### Incoherencies between instruments and objectives:

Few strategies are incomprehensible in the name of equity, e.g., from difficult pensions accessibility or stimulate the voluntary saving for the old age, to strengthen the country's capacities to be sports international events venue (David & Horne, 2017).

The pact for transport and logistics includes the objective of making transport accessible for all. However, it is a non-sense to believe that the "development" of one of the most GHG emitters sectors might contribute positively to environmental sustainability. Even with the use of "green energies" is not a total solution in these terms (Kallis, 2018). In this policy, even when it comes to the provision of essential public services for people's life (like water and electricity), the discussion needs to involve an economic growth view.

If there exists a major possible disparate to add to the already oxymoron that forms the concepts "sustainable growth," this is to pretend that a "development" of the mining sector will contribute to the former. The incoherence between the mining promotion with environmental and social negative impacts was already discussed.

The rest of the transversal pacts are full of beneficial social strategies. However, these strategies are subjected to economic growth except for the ethnic groups' case, which related strategies are left to especial negotiations. This aspect, although it might look fair in the first stance, reveals and supports how the classical economic measures are imposed on the rest of the population.

The incoherence of digitalisation as an instrument for sustainable growth is also present in this NDP.

#### <u>Incoherencies between objectives:</u>

The coherence of this policy has a flaw at its heart. The general idea of this NDP is to increase productivity too, in turn, increase equity. This idea entails the incoherencies explained above. The sustainable economic growth idiosyncrasy is also present in this NDP.

Achieve a balance between the "development" (growth) of production and, e.g., the reduction of GHG emissions, is just a chimaera (Alfredsson et al., 2018).

The incoherence of the development of human capital is also present in this NDP.

#### Rural policy

| Instruments:                          | Target Population: | References:                                     |
|---------------------------------------|--------------------|---|
| Law 160/1994. Rural                   | Rural population.  | Barthel et al. (2016), Bayona & Robledo (2016), |
| Reform Law.                           |                    | Deininger & Lavadenz (2004), El Congreso de     |
|                                       |                    | Colombia (1994), Enrique & Martínez (2004), and |
|                                       |                    | Franco-Cañas & De los Ríos-Carmenado (2011).    |
| Rural Development<br>Law (1152/2007). | Rural population.  | El congreso de la república (2007).             |

| Countryside        | Vulnerable rural     | Barthel et al. (2016), DNP (2015), and Iglesias & |
|--------------------|----------------------|---|
| transformation     | population.          | Jiménez (2018).                                   |
| mission (MTC).     |                      |   |
|                    |                      |   |
| Comprehensive rura | Especial emphasis on | Barthel et al. (2016) and Iglesias & Jiménez,     |
| reform (RRI).      | small-scale farmers. | 2018).  |

Table 2. Rural policy instruments, target population, and references.

#### Results.

#### Incoherencies between instruments and objectives:

This policy presents many instruments for the market internationalisation, productivity, and modernisation, which are not coherent with environmental matters nor with equity objectives and the fulfilment of social groups, e.g., indigenous groups, as already discussed. Something that could be added is that these social groups possess particular cultures, interests, politic, and economic organisations, and lifestyles alien to markets (Enrique & Martínez, 2004). The issue between economic growth, inequity, and peace stability was here again observed.

To establish a market scheme for land allocation, as well as for any other sector (as already shown), reduces social equity (Otsuka, 2007). Deininger & Lavander (2004) argue that although the market participation in land allocation increases access to land, it does not imply a diminishing of land concentration, mainly due to two implications. (1) There exists a shallow frequency of transactions between big and small landowners, and (2) acquisition by a big land-owner has a much significant impact on land concentration than many purchases by small land-owners. Veljanoska (2018) finds a feedback relationship in this issue. She identifies that land fragmentation reduces the exposure of rural households to weather variability, which will increase as a consequence of negative impacts on nature and climate caused by human activities. Moreover, in the presence of a weak institution and other "legal tricks," subsidies offer does not end in the hands of the people who most need them (UNDP, 2011). Last, a possible lack of complementary investments to allocation land derived from the Law 160/1994 may make fail the objective of the development of land with great productive potential (Deininger & Lavadenz, 2004).

Participation instruments often fail to achieve their goals since they are not accompanied by managerial and business learning measures, which would allow peasants to acquire the required knowledge to profit from such participation. This situation is partly given because the cultural differences of the peasant population, more used to economies based on mutualisation and subsistence, are often neglected (Bayona NM., Robledo N., 2016). Thus, it may be argued that participation instruments are not coherent to equity objectives, without managerial and learning measures. This issue is also present in other policies.

#### Incoherencies between objectives:

The use of the "small producers" term is incoherent with environmental, social, and cultural objectives since it omits the cultural traits of the peasant population that, as already discussed, are beneficial for the environment (Bayona & Robledo, 2016; UNDP, 2012).

#### <u>Incoherencies among instruments:</u>

There is a manifest incoherence between rural development and the rural reform laws, which offer a productive perspective, with the comprehensive rural reform, which is more social based.

### Peace policy

| Instruments:                    | Target Population:   | References:  |
|---------------------------------|--|--|
| The peace agreement (2016).     | Rural population.  | Iglesias & Jiménez (2018).   |
| Victims Restitution Law (2011). | The victims of involuntary displacement and eviction as a result of the internal conflict after January 1st, 1985. | Barthel et al. (2016), El congreso de<br>Colombia (2011), OXFAM (2017), and<br>Sánchez (2019). |
| Plante-Plan Colombia<br>(2000). | Priority to disadvantage rural inhabitants.  | Epstein et al. (1998), Richani (2010), and Uribe et al. (2006).                                |
| Law 387/1997.                   | Displaced population.  | El Congreso de Colombia (1997).  |

Table 3. Peace policy instruments, target population, and references.

#### Results.

#### Incoherencies between instruments and objectives:

Enrique & Martinez (2004) argue how economic models sustained by economic growth diminish the capacity of insertion of the displaced population due to the violence forms associated with this macroeconomics policy, as the data of displaced people shows. This condition is also supported by the theory that capitalism, and its early redistribution and accumulation processes, are conflictive and violent (Thomson, 2011). Furthermore, the end of the violent conflict is doubted to have a positive ecological impact, as already mentioned (Morales, 2017; Suarez et al., 2018).

## Incoherencies between instruments:

In this policy, there is a significant incoherence between two instruments, the peace agreement, and Plan Colombia. In sum, the latter was, in the end, a mere military instrument while the former opted by the negotiation and the inclusion of all militias into social life (Richani, 2010; Suarez et al., 2018).

#### Land policy

| Instruments:    | Target Population:         | References:                        |
|-----------------|----------------------------|------------------------------------|
| The Regions Law | Population in general with | OECD (2019b) and Presidencia de la |
| (2009).         | particular focus on most   | República (2019).                  |
|                 | aisle regions,             |                                    |
|                 | areas and marginalised     |                                    |
|                 | groups, and vulnerable     |                                    |
|                 | population.                |                                    |

| Territorial        | Deininger & Lavadenz (2004),        |
|--------------------|-------------------------------------|
| Management Organic | Departamento de planeación nacional |
| Law, 1454/2011.    | (1987) and Santa et al. (2013).     |
|                    |                                     |
| Territorial        | El Congreso de Colombia (1997) and  |
| Development Law    | Ministerio de Vivienda (2017).      |
| (LDT, 1997).       |                                     |

Table 4. Land policy instruments, target population, and references.

#### Results.

#### Incoherencies between objectives and instruments:

An incoherence between an instrument and objectives present in this policy is the one between the projection of large infrastructure and urbanisation, with the sustainable use of natural resources and protection of nature. Large infrastructure creates wealth but reduces access to local resources and local resource diversity what, in turn, does not support the objective of equity and environmental protection (Rose, 2008; Siciliano & Urban, 2017).

### Incoherencies between objectives:

In this policy, the incoherencies between economic "development" (growth), competition, or "take advantage of the natural areas" with the sustainable use of natural resources and protection of nature, are also present.

#### Environmental policy

| Instruments:            | Target Population:              | References:                         |
|-------------------------|---------------------------------|-------------------------------------|
| The environmental       | The general population,         | MADR (2009).                        |
| strategic plan of the   | especially the most vulnerable. |                                     |
| agricultural sector.    |                                 |                                     |
|                         |                                 |                                     |
| Environmental Law       | The general population,         | El congreso de la república (1993). |
| (1993).                 | especially the most vulnerable. |                                     |
|                         |                                 |                                     |
| Climate Change National | The general population,         | Ministerio de Ambiente y Desarrollo |
| Policy.                 | especially the most vulnerable. | Sostenible (2018).                  |

Table 5. Environmental policy instruments, target population, and references.

#### Results.

### Incoherencies between instruments and objectives:

From a critic perspective, the positive role of environmental NGOs in the capitalist system is, at least, debatable. It is generalised the idea that NGOs have many contributions to environmental protection and represent a coordinated response, especially in those areas in which the state has either failed to reach or done adequately (Agarwal, 2008). However, critical thinkers may believe that NGO's are tools that patch the system flaws, cause the ecological crisis, and thus, perpetuate it.

The use of economic instruments might help to mitigate the environmental issue, but doubtfully to solve it. Moreover, it has some ethical implications that oppose its contribution to environmental sustainability (see analysis NDP 2010-2014).

In capitalism access to technology and its exploitation it is restrained to a small set of wealthy individuals, which broadens the inequality gap, and, in turn, lead to an increase in poverty, resource degradation, and a critical transition to an ecologic resource collapse (Mirza et al., 2019). Therefore, this policy's technological optimism (as well as other policies in this thesis) for environmental sustainability, is here counteracted. In this regard, Small & Jollands (2006) argue that in a world where short-term commercial objectives and economic imperatives predominate, we fall in a malicious application of technology. Therefore, they claim for a re-think of our value system and ethical approaches to 'align aligns our technological power with human nature, social responsibility, distributive justice, political action, and ecosystem knowledge' (Small & Jollands, 2006, p. 354). They also mention the alienation from survival necessities and social mechanisms of behavioural control in which technology abduces us. Last, they admit that we count on technological knowledge, but they doubt our wisdom to apply this knowledge appropriately.

In line with the same ethical arguments, getting philosophical, a critic to the approach of "adaptation to CC," and the supposed advantages of CC is here illustrated. These objectives and imperatives make us treat CC as if we were godlike species, and if we are able to create "divine" technologies capable of overcoming any retaliation that nature will discharge over us. More idiosyncratically, we try to find advantages to an element such as CC, which causes the brutal conditions of life and wiping of millions of us fruit of the sick alienation mentioned before. Therefore, the incoherence between the "adaptation to CC" and the seek for its supposed advantages, with equity and sustainable environment objectives, is here outstood.

#### Incoherencies between objectives:

The competitiveness of national and international agricultural markets opposes the projection of environmental practices and the objective of the environmental management of agriculture, as already discussed.

#### Social policy

| Instruments:   | Target Population:                | References:  |
|--|-----------------------------------|--|
| Families in Action (2001).   | Households in extreme poverty.    | Baquero et al. (2007).   |
| Law 731/2002 of rural women.   | Rural women with fewer resources. | El congreso de Colombia (2002).  |
| Covenant 169 of the International Labour Organisation (OIT) ratified by the Law 21/1991. | Trivial people.                   | Corte Constitucional de Colombia, política general (2020) and María et al. (2014). |

| Law 70/1993.   | Black communities<br>(Afro-Colombian who<br>preserve their own<br>culture). | El congreso de Colombia (1993).  |
|--|---|--|
| Rural Equity Development<br>Program (DRE, 2007).                     | The marketing sector and poor rural communities.                            | Centro Internacional de Agricultura tropical (2007), Leyva et al. (2010), and UNDP (2011). |
| Productive alliances project (AAP).                                  | Small and medium-<br>sized producers.                                       | Gutiérrez et al. (2014), Leyva et al. (2010), and MADR (2007).                             |
| The United Nations Decade of Family Farming and the SD Goals (2018). | Farming families.   | FAO (2018, 2019).  |

Table 6. Social policy instruments, target population, and references.

#### Results.

### Incoherencies between instruments and objectives:

Major economy stability is related to major household conditions of no violence, health, and scholarship since kids do not find themselves in need to abandon schooling for the contribution of his or her household finances. However, policies that include credit instruments to fight against inequity cannot be coherent if they are not aware of the difficulty of the most vulnerable to access to these policy instruments, in a context of weak institutionalisation and the market access inequity, as already mentioned. Therefore, for the sake of coherence, this thesis should include support mechanisms, e.g., security, economic, institutional, administrative, tutoring.

## Trade policy

| Instruments:             | Target Population:     | References:                                |
|--------------------------|------------------------|--|
| G3 Free trade agreement  | The general population | The Republic of Colombia (1994).           |
| between Colombia,        | with special mention   |  |
| Venezuela, and Mexico    | to marginalised ones.  |  |
| (1994).                  |                        |  |
|                          |                        |  |
| Free trade treaty (TLC,  |                        | Gil-Quintero (2008), and Office of the     |
| 2006).                   |                        | United States Trade Representative (2020). |
|                          |                        |  |
| The pact among the       |                        | Banco de la república (2020).              |
| Andean Community         |                        |  |
| Nations (CAN, 1969).     |                        |  |
|                          |                        |  |
| Pacific Alliance (2012). |                        | El congreso de la república (2012, p. 3)   |

*Table 7. Trade policy instruments, target population, and references.* 

#### Results.

#### Incoherencies between instruments and objectives:

It draws attention, how unabashedly this policy has as objectives two straight and manifest opposites as competition, and cooperation, and the strength of bonds between countries at the same time.

Neumayer & Spess (2009) show that TCL positively affects foreign investment in developing countries through a study that provides a piece of robust empirical evidence. Moon (2009) adds that this only happens if the countries are productive enough, which is arguable in this case (UNDP, 2011).

Another incoherence at the centre of this policy is the incoherence between the international transportation increase as an instrument for economic growth and the environmental protection objectives. As already discussed, international trade increase brings to a suboptimal welfare state. Furthermore, free trade entails other problems as the undervaluation of natural resources, the magnification and creation of externalities, and the environmental deterioration derived from economic growth (RØpke, 1994). Together with these environmental issues, a transnational equity issue between developed and developing countries arises as well. Different academics conceptualise this equity issue as environmental burden shifting (Kolcava et al., 2019), ecologically unequal exchange (Infante-Amate & Krausmann, 2019), or environmental cost-shifting (Muradian & Martinez-Alier, 2001). Moreover, as a result of free trade and the seek for profit maximisation, it comes forth a specialisation of crops in agriculture, which reduces biodiversity and significantly limit ecosystem functions (Klasen et al., 2016).

This trade policy seems to focus on the circulation of goods rather than persons. In this regard, Shah (2006) argues that a focus on the person's circulation would strengthen SD, bring more equity, and reduce unemployment as it would increase the opportunity of farmers from developing countries and decrease the use of chemical inputs in developed countries. Moreover, Garibaldi & Pérez-Méndez (2019) show the positive relationship between crop diversity and agricultural employment. Therefore, this policy's component not only falls in an incoherence between instruments, objectives, and even the targeted population. It also falls into an incoherence between the instruments used and the free trade postulates its selves, e.g., unemployment decrease.

#### 5.1.2. Synthesis

In this section, an exhaustive policy coherence analysis of each sampled policy was performed. This analysis unveils a high global level of internal policy incoherence in CRD policies. Nonetheless, a certain lower level of incoherence is observed in the sectoral policies, in general, and in the cases of land, peace, and social policies, in particular. This high level of internal incoherence could suggest either the existence of a dominant incoherent DI, in at least almost all the policies, or the presence of various DIs. However, due to the numerous incoherencies entailed with social and environmental instruments and objectives observed thanks to the use of an EEs basis, the analysis uncovers a cause for policy incoherence somewhat related to the presence of an incoherent dominant DI itself.

Further literature supports the argument of an incoherence dominant DI, in particular, pointing out to classical economics. Drawing on equilibrium theory from neoclassical economics and its overconfident and incoherent idea that 'a social system moved by independent actions in pursuit of different values is consistent with a final coherent state of balance' the argument of the presence of an incoherent dominant DI is supported on the social side (Lang & Setterfeeld, 2006; Lawson, 2005b, p. 424; Rémy, 2011). Moreover, classical economic models are considered to be a continuing practice of ontological

neglect and, therefore, irrelevant to real-world matters (Lawson, 2005a Morgan, 2016; Spash, 2018a). On the environmental side, EEs criticise to classical economics defence of substitutability of natural capital and the commodification of nature by unifying the nature and capital concepts, as already argued.

Therefore, the following conclusion could be reached. CRD policies are deeply incoherent if analysed through the lens of EEs. These incoherencies may be encompassed within the relationship between the economic model and environmental and social instruments and objectives.

This analysis provided the knowledge basis for the realisation of the coherence analysis between policies and its measurement.

### 5.1. Policy coherence analysis between the same domain policies.

#### 5.2.1. Overview

To begin with this analysis explanation is vital to stress that many "between policies" incoherencies are also found "within policies" since it was noticed that many policies share many instruments and objectives. This circumstance does not leave a place for many new incoherence discussions. Moreover, since the data quantity in this analysis is much more significant, a matrix method was here used to process and analyse it. Moreover, a few observations are also discussed.

All the policies have strong economic-based objectives and market instruments. The only policy (instrument) that shows a high coherence with socio-environmental sustainability is the peace agreement signed by the Colombian government with "las FARC" in 2016. On the other hand, the peace agreement is incoherent with one of the policy pillars of the government, the trade policy since the former includes subsidies to Colombian products affected by the market opening that the trade agreements do not allow (Iglesias & Jiménez, 2018).

Two general outstanding incoherencies between policies are the incoherence between the low carbon economy and food security objectives with the rest of the policies. The objective of a low carbon economy present in the environment policy is not only incoherent with the trade policy but also incoherent with all the policies due to the general submission of the policies to classical economic postulates. The food security objective of the social policy is another critical incoherence that was found in the WPC analysis, that is also incoherent with all the other policies, and it is also related to this subjection to neoclassical economic postulates.

In the following, the results of the BPC analysis were illustrated and explained.

#### 5.2.2. Results

In the following, figures four and five show the results of the matrix.

| Coherenc     |      |      |      |      |      |      |      |       |      |      |      |      |      |    |
|--------------|------|------|------|------|------|------|------|-------|------|------|------|------|------|----|
| e<br>between | 90   | 94   | 98   | 02   | 06   | 10   | 14   | 18    | RP   | PP   | LP   | EP   | SP   | TP |
|              |      |      |      |      |      |      |      |       |      |      |      |      |      |    |
| 90           |      |      |      |      |      |      |      |       |      |      |      |      |      |    |
| 94           | 0,29 |      |      |      |      |      |      |       |      |      |      |      |      |    |
| 98           | 0,10 | 0,67 |      |      |      |      |      |       |      |      |      |      |      |    |
| 02           | 0,26 | 0,64 | 0,44 |      |      |      |      |       |      |      |      |      |      |    |
| 06           | 0,18 | 0,60 | 0,53 | 0,51 |      |      |      |       |      |      |      |      |      |    |
| 10           | 0,13 | 0,72 | 0,65 | 0,56 | 0,53 |      |      |       |      |      |      |      |      |    |
| 14           | 0,12 | 0,61 | 0,49 | 0,51 | 0,42 | 0,62 |      |       |      |      |      |      |      |    |
| 18           | 0,21 | 0,46 | 0,31 | 0,33 | 0,26 | 0,32 | 0,26 |       |      |      |      |      |      |    |
| RP           | 0,00 | 0,62 | 0,63 | 0,57 | 0,52 | 0,58 | 0,61 | 0,27  |      |      |      |      |      |    |
| PP           | 0,15 | 0,78 | 0,87 | 0,75 | 0,71 | 0,72 | 0,87 | 0,47  | 0,80 |      |      |      |      |    |
| LP           | 0,02 | 0,78 | 0,81 | 0,64 | 0,56 | 0,74 | 0,77 | 0,33  | 0,70 | 1,03 |      |      |      |    |
| EP           | 0,01 | 0,20 | 0,04 | 0,08 | 0,09 | 0,22 | 0,13 | -0,06 | 0,00 | 0,19 | 0,10 |      |      |    |
| SP           | 0,29 | 0,73 | 0,71 | 0,65 | 0,59 | 0,75 | 0,74 | 0,48  | 0,69 | 0,95 | 0,84 | 0,28 |      |    |
| TP           | 0,09 | 0,30 | 0,18 | 0,16 | 0,19 | 0,18 | 0,12 | 0,03  | 0,11 | 0,27 | 0,18 | 0,04 | 0,30 |    |

Figure 4. Quantitative matrix results.

The matrix numeric results show that practically all the values were found between 0 and 1, which could be considered between neither coherent nor incoherent and significantly coherent. The only two exceptions were found in the coherence between the land and peace policies (+1) and between the environmental and NDP 2018 policies (-0). The finding of almost all the policies within practically a quarter of the total range size could be considered to indicate a relative global between policies coherence level. For further, individualised and more precise information extraction, these results were translated to a qualitative index.

| BPC level | 90            | 94            | 98            | 02            | 06            | 10            | 14            | 18            | RP            | PP            | LP            | EP            | SP            | TP |
|-----------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|---------------|----|
| 90        |               |               |               |               |               |               |               |               |               |               |               |               |               |    |
| 94        | In<br>between |               |               |               |               |               |               |               |               |               |               |               |               |    |
| 98        | In<br>between | Coherent      |               |               |               |               |               |               |               |               |               |               |               |    |
| 02        | In<br>between | Coherent      | In<br>between |               |               |               |               |               |               |               |               |               |               |    |
| 06        | In<br>between | Coherent      | Coherent      | Coherent      |               |               |               |               |               |               |               |               |               |    |
| 10        | In<br>between | Coherent      | Coherent      | Coherent      | Coherent      |               |               |               |               |               |               |               |               |    |
| 14        | In<br>between | Coherent      | In<br>between | Coherent      | In<br>between | Coherent      |               |               |               |               |               |               |               |    |
| 18        | In<br>between |               |               |               |               |               |               |    |
| RP        | In<br>between | Coherent      | Coherent      | Coherent      | Coherent      | Coherent      | Coherent      | In<br>between |               |               |               |               |               |    |
| PP        | In<br>between | Coherent      | Coherent      | Coherent      | Coherent      | Coherent      | Coherent      | In<br>between | Coherent      |               |               |               |               |    |
| LP        | In<br>between | Coherent      | Coherent      | Coherent      | Coherent      | Coherent      | Coherent      | In<br>between | Coherent      | Coherent      |               |               |               |    |
| EP        | In<br>between |               |               |    |
| SP        | In<br>between | Coherent      | Coherent      | Coherent      | Coherent      | Coherent      | Coherent      | In<br>between | Coherent      | Coherent      | Coherent      | In<br>between |               |    |
| TP        | In<br>between |    |

Figure 5. Qualitative matrix results.

Figure 5 shows considerable and "in-between" level of coherence between all the policies. The NDP 90, 18, the EP, and the TP show an "in-between" coherence level with all the sectoral policies. The NDPs 98 and 14, present the "in-between" coherence level with the NDP 02, the former, and with the NDP 06, the latter, besides presenting this coherence level between themselves. The rest of the interactions show a considerable coherence level.

#### 5.2.3. Synthesis

In this section, a BPC analysis was performed. The matrix method showed exciting results. The coherence difference between the NDPs 90, 18, and TP respect the other policies, may seem logical. In the NDPs case, these were found on the limits of this sample time frame, and time produces changes in policies as discussed in the theoretical framework and, therefore, can derive into incoherencies. In the TP case, this could be considered a more relevant classical economics pillar in comparison with EEs. Regarding the same peculiarity of the EP, not a particular explanation was found. The matrix with the numeric results for further information the same type of coherence in the other individual cases, it was observed that these are not too relevant since these results, together with the coherent results from the same policies, were found at the border of the qualitative classification.

### 5.3. Discourse analysis

In this section, the DA results are presented. There exist some general arguments on which the classification was based. These arguments are the following:

In policies that contain an explicit declaration of pursuing classical economic principles, while subjected to social equity and justice foundations, or even environmental considerations, prevalence to the classical economic facet was granted. This determination was carried out, supported by the idea that classical economics proponents realise such relationship due to blind and irrational overconfident classical economic ideas, as in the case of the equilibrium theory, and because of self-interest to dominate from a privilege position, the social-economic discourse (Finlayson et al., 2005; Fullbrook, 2008; Lee & Keen, 2004). The irrationality stands on the impossibility to keep infinitival growing in a finite planet, or that an economic system, which pillar is the accumulation of capital may overcome any kind of social inequity (Kallis, 2018).

In the following, the reasons why each policy was classified into a particular category are individually exposed.

#### NDP, "The peaceful revolution" (1990-1994).

Individualism and economic growth (motivated by efficiency and profitability principles) from this policy's vision and general objectives, together with a complementing (profitable and efficient) investment in health, education and social protection, which would provide for the development opportunities for the population, define this policy's idea of progress These pieces of evidence also show us the social paradigm of this policy, growth within classical economics. This policy hardly adds the environmental issue as guaranteeing the future economic growth and shyly as an element to protect. Hence, this policy is classified into the "BAU" category.

### NDP, "The social rise" (1994-1998).

In this policy, neoliberalism is explicitly stated, however as a "hybrid" with social justice, and social capital equally important than individualism for the economy, creating an incongruence through the lens of EEs. The macroeconomic analyses made in Piketty 2014, Marxism and its theory of labour exploitation, or EEs works as "the environmentalism of the poor" (Martinez-Alier, 2014), support this statement. Social capital and individualism are clear concepts and postulates from classical economics, although, they appear together with social justice, solidarity, and equity. Therefore, we argue that the socioenvironmental paradigm of this policy is neoliberalism and that the idea of progress is centred on that the economic end will benefit the individual in an equity way. The objectives examples also provide here a vision of the environment as an element to protect. However, in this case, it also links the environmental issue to a fact of clean production and physical infrastructure upgrading accompanying the predominance position of economic growth and the increase of productivity and competitiveness.

Hence, bearing in mind all the evidence illustrated by the vision and objectives, we classify this policy into the "BAU" category.

## NDP, "Change to build peace" (1998-2002).

In this policy, the ultimate end is sustainable economic growth with the idea of progress that this will expand social opportunities. It could be considered this sustainable economic growth as the kind of efficient growth that Bina (2013), classifies in its greening DI. More examples of SD and efficiency aims were found. Technology innovation is also one objective. The objectives of this policy showed a higher social component than the previous policies.

Concerning the descriptors, an extensive presence of (an ambitious) economic growth goal, was observed. However, the economic growth goal is placed at the same level as social cohesion and sustainability, unveiling a comprehensive view of the economic growth aim. An extensive presence of the efficiency aim, emphasising its indispensability for sustained economic growth, was also detected. Science and technology were also widely present in the examples, emphasising its primary role for competitiveness and economic growth and even to preserve the country's sovereignty in the globalisation process. There was also a relative presence of more 'all change' related concepts as equity and well-being. Moreover, (short-term) adverse effects of such ambitious economic growth goals are recognised. On the contrary, despite recognising the existence of CC, it has made evident the objective of keep increasing productivity.

Therefore, an efficient economic growth as the primary aim and ideal of progress, and a science and technological social paradigm, were distinguished in this policy.

These observations allowed for the classification of this policy into the "greening" category.

#### NDP, "Towards a community state" (2002-2006).

In this policy, the vision is also a sustainable economic growth with a high social component. Moreover, technology and science gain more presence. Concepts formulated from adding the adjective 'green' to individual aims as well as (state) efficiency were founded.

Hence, the idea of progress is the one that a sustainable (or 'efficient') economic growth will, in turn, be sustainable in time and will provide for social welfare. Moreover, this policy shows a scientific/technological social paradigm within classical economics.

These facts drove to the classification of this policy into the "greening" category.

## NDP, "Community state: development for all" (2006-2010).

The vision of this policy reveals that the ultimate end is economic growth. However, sustainability and efficiency ideals are highly present in the objectives. Technology and science occupy as well a forefront position in this policy's objectives.

In the examples of descriptors, well-being is defended to be the end of this policy, while economic growth is the means to achieve this end. Furthermore, well-being is mentioned as a product of rich biodiversity. However, the objectives of economic growth and rich biodiversity are incoherent, as discussed in the policy coherence analysis. The most shocking relationship is maybe the one with the health relevance, where its well-being quality is highlighted together with its beneficial facet for productivity. The latter contributes to the commodification of people's health. Other examples from the descriptors that could be considered from the 'all change' category are those, including the equity concept, although, equity is often related to economic growth with the aim to defend its compatibility and its beneficial effect. Other examples, as the purpose for a higher economic growth rate than 5%, makes clear, if any doubt, the economic growth relevance in this policy.

Regarding greening examples, efficiency and the compatibility of sustainability with economic growth are the dominant concepts in this policy. These examples will encompass the idea of progress within Bina's framework as progress as efficient growth. This matter, together with the outstanding role of science and technology, defines its social paradigm. Its continued link of economic growth with social and environmental aspects unveils a more comprehensive economic growth primary aim than the one from the "BAU" category.

Thus, this policy was classified into the "greening" category.

### NDP, "Prosperity for all" (2010-2014).

In this policy, sustainable growth is the vision again, so it defines the idea of progress as "efficient growth" to consequently achieve social progress. Science and technology are not explicitly mentioned, but there is no other way that through science and technology to achieve ambitious goals of competition and productiveness present in this policy. This aspect defines the roots of this policy's socioeconomic paradigm. Environmental goals are also here pretty much subjective to the productive and economic purposes.

The examples of descriptors show clearly, once again, the primary aim of economic growth. However, this time, it shows an even higher level of comprehensiveness, i.e., it is almost always accompanied by sustainable (environmental and social) goals. Moreover, it is described as a means to achieve well-being and equity. Competitiveness, productivity, innovation, technology are really at the forefront. Therefore, efficiency is also present. Biodiversity conservation is defended, although, emphasising its benefits for economic growth. The market diversification aspiration also distances this policy from the "BAU" category, which would seek more for specialisation and pure profit maximisation.

On the other hand, the goal for the economic growth rate is even higher than in the previous policies. Moreover, the pillars of this policy are the "growth locomotives." One more economic-centred trait, again present in this policy, is the productivity benefit of having a healthy population.

For all these pieces of evidence, this policy was classified into the "greening" category.

NDP, "Everyone for a new country" (2014-2018).

The visions and objectives of this policy show clearer a "greening" imaginary than the previous policy, and the correspondent ideas of progress and socioenvironmental paradigm, as Bina (2013) frames them. First, the vision is a conglomerate of objectives, purposes, and practices subjected to the United Nations SD objectives. Second, the implicit improvement of competitiveness and productivity through technology and science observed in the previous policy is here made explicit. Third, the primary aim of developing a low-carbon economy, also included in the "greening category" within Bina's framework, is made here explicit too.

In the descriptors examples of this policy, the emergence of the concept "green growth" was observed. This fact explicitly expounds this policy's idea of progress. At the same time, this policy emphasises the close relationship between "natural capital" and "well-being." This well-being, together with equity, are both supposed to be brought by "green growth."

The pillar of "green growth" is the efficiency of the productive systems and the capacity to develop low-carbon productive processes as widely observed in the examples, and which depend on innovation, i.e., science and technology. Indeed, the importance of various types of efficiency is exposed. From this NDP to the next NDPs, the role of public goods and services provision, on efficiency, productiveness, and competitiveness, through the investment in innovation, science, and technology and the development of adequate infrastructure, it is in the NDPs recognised. Such descriptors examples were also found in rural and peace policies. The presence of these descriptors is then, a clear signal of "greening" imaginary.

Therefore, this policy was also included in the "greening" category.

### NDP, "The pact for Colombia, the pact for equity" (2018-2022).

In this policy, the protagonism of SD is diminished and is not linked to or overhead economic growth, counting both with the same presence. Thus, the idea of progress is formed by economic growth with a shy commitment to SD, which will ensure a long-term context of social opportunities. The socioeconomic paradigm rooted in the development of technology and science is at the forefront.

In this policy examples of descriptors, the relevance of the "green growth" concept decreases. Instead, there is an emphasis in the private sector, the economy, and its consequent (according to this policy) social well-being.

Following these pieces of evidence, this policy was classified into the "greening" category.

### Rural development policy

In the rural policy, an SD idea of progress dependent on economic growth, which with support of social policies, will benefit the most vulnerable, for example, through the objectives of increasing productivity, increase business levels, or profitability, was observed. These same objectives, but in its overall shade, i.e., agricultural modernisation, implies a strong relationship with science and technologic development, defining thus, the socioeconomic paradigm of this policy.

The policy descriptors examples make clear than productivity aspirations do not have to omit social inclusion or equity, and environmental protection. Notwithstanding, the latter must not be a priority even recognised its relationship with productive possibilities. This discourse supports the previous "idea of progress" argument. Moreover, this condition is in line with the classical demands of developing countries and its right to grow at developed countries levels, despite environmental awareness, that is made especially clear in especially socially vulnerable sectors as the rural. In relation, in a contradictory way, a healthy living environment is put before productivity.

For these reasons, this policy was classified into the "greening" category.

## Peace policy

The ideal of progress that defines this policy is one of sustainable economic development, which will include social development. However, it is difficult to determine the socioeconomic paradigm through a single analysis of the objectives. Neoliberal fight against arm groups and the recognition of the role of markets are included, at the same time, that a comprehensive development for the victims of the conflict or references to the "Buen Vivir" ideal ('guarantee the socio-environmental sustainability').

In these policy examples of descriptors, the relevance of public goods and services also includes social integration and the possibilities to follow the "Buen Vivir" life rules. Growth, competitiveness, and productivity concepts are also present in this policy, although together with significant importance for equity and well-being.

This policy might be the most to the right in our table. It has a significant component from the "all change" category but still preserves some elements from the other categories.

Thus, this policy was classified into the "in between" category.

#### Land policy

The environmental sphere and the ideal of equity are highly present in this policy. However, technological and economic development objectives are also present, which uncovered the socioeconomic paradigm of this policy and the ideal of progress —science and technology, and efficient economic growth, respectively.

Thus, we also encompass this policy within the "greening" category.

#### Environmental policy

In the environmental policy, sustainable or environmental issues are always subjected to economic objectives, e.g., competitivity, usage, productivity. There is also an explicit seek for low carbon development. There is also a certain adaptive rather than a transformative language, e.g., 'take advantage of the opportunities that CC generates.'

The descriptors examples end to define this policy as a clear example of a "greening" imaginary policy, where the pillar is a more efficient low carbon economic growth achieved through the advance in

science and technology. This type of economic growth will consequently bring social benefits as equity and well-being, gathering all the ingredients for sustainability.

Thus, this policy was also included in the "greening" category.

### Social policy

In the social policy, as it could be expected, there is a more considerable radical discourse, e.g. 'in line with their aspirations and ways of life's.' However, intertwined with this radical discourse, we can detect a wording typical of classical economics. Concepts such as competitiveness, promotion of the economy, or economic development bring to light an aim for economic growth.

The examples of descriptors of this policy illustrate the absence of environmental-economic concepts. However, they show how economic growth goals are also a pillar for social, e.g., cultural, and local life, values, well-being, health, and environmental benefits. In this sense, this policy defends the role of small producers (family farmers) in the economic field, highlighting its outstanding productivity and environmentally friendly activity.

The local component link to social and cultural well-being and preservation is a trait of the "all change" category. However, this unit forms a hybrid with other "greening" economic elements.

Hence, this policy was also classified into the "in between" category.

### Trade policy

As we could expect, the trade policy consists of an (international) market stimulus package being this is the primary goal, and with economic growth as the socioeconomic paradigm and idea of progress.

Hence, this policy has an intense BAU or even "worse than usual" shade. Therefore, it was classified into the "BAU" category.

#### 5.3.1. Synthesis

In this section, the DA results are illustrated in a synthesised manner. First, table 2 shows the DIs represented in each policy. Second, Table 3 shows the frequency of the codebook words for each of the policies. A brief explanation of the results accompanies each table.

| 'Almost BAU' → BAU                         | 'Greening'                                   | 'In between greening<br>and all change' | 'All change' |
|--|--|---|--------------|
| NDP, "The peaceful revolution" (1990-1994) | NDP, "Change to build<br>peace" (1998-2002)  | The peace policy                        |              |
| NDP, "The social rise"<br>(1994-1998)      | NDP, "Towards a community state" (2002-2006) | The social policy                       |              |

| The trade policy | NDP, "Community state:<br>development for all"<br>(2006-2010) |  |
|------------------|---|--|
|                  | NDP, "Prosperity for all"<br>(2010-2014)                      |  |
|                  | NDP, "Everyone for a<br>new country" (2014-<br>2018)          |  |
|                  | The rural development policy                                  |  |
|                  | The land policy   |  |
|                  | The environmental policy                                      |  |

Table 8. Classification of policies within the DIs framework.

In the realisation of the DA, a significant variety of concepts from different categories were observed in each policy. This variety is usually compounded by the presence of "BAU" objectives and examples of descriptors with "greening" ones, and it undergoes into a relationship with the policy coherence analysis developed in the first section of this policy

As expected, due to the long dominance of classical economics, in the national Colombian political scene, not a single policy is classified into the "all change" category (Andrade et al., 2008; Botía, 2015; Díaz, 2000; Machado, 2010; OCDE, 2014; UNDP, 2011). This result may be due to more local influence of "all change" imaginary and the still dominance of growth imaginaries at the national and global political schemes (Feola & Jaworska, 2019; Gibbs & O'Neill, 2017). It is suspected that the peace and social policies classification into the "in between" category might be influenced for lack of representation of the documents analysed. From the peace policy, the single document available for DA was the peace agreement. This policy, as already discussed, collects "Buen Vivir" principles due to the participation of las "Fuerzas Armadas Revolucionarias de Colombia- Ejército del Pueblo" (FARC-EP), in its elaboration, an exclusive fact of this policy (Iglesias & Jiménez, 2018). However, as it was observed in the literature, that the "Plan Colombia" was a policy more dominated by classical economics ideals, based on providing security to achieve an increase in investment. Therefore, it is easy to presume that, in case this document had been available, the peace policy would have been classified into the "greening" category. The social policy is a similar, although softer case. The instrument document available for DA of this policy was The United Nations Decade of Family Farming and the SD Goals, that treats a traditional alternative issue as family farming, although it is formulated by a global organisation like the UN and is in this document related to the SD goals which have a classical economic nuance.

| Word   |      |      |      |      |      |      |      |      | %    |
|--------|------|------|------|------|------|------|------|------|------|
|        | NDP  | NDP  | NDP  | NDP  | NDP  | RP   | PP   | EP   | SP   |
|        | 98   | 06   | 10   | 14   | 18   |      |      |      |      |
| Growth | 0,09 | 0,12 | 0,11 | 0,08 | 0,4  | 0.05 | 0.01 | 0.13 | 1,61 |
| Green  | 0,01 | 0,01 | 0,01 | 0,01 | 0,01 | 0,01 | 0    | 0,02 | 0    |

| Productivity    | 0,94 | 1,39 | 1,33 | 1,18 | 1,46 | 1,34 | 0,05 | 1,07 | 8,52 |
|-----------------|------|------|------|------|------|------|------|------|------|
| Competitiveness | 2,14 | 2,07 | 2,10 | 1,97 | 1,31 | 4,14 | 0,04 | 1,02 | 0    |
| Carbon          | 0    | 0,01 | 0,01 | 0,21 | 0,20 | 0,13 | 0    | 6,65 | 0    |
| Efficiency      | 2,20 | 2,12 | 1,60 | 1,21 | 0,04 | 2,19 | 0,1  | 1,16 | 0,04 |
| Science         | 0,88 | 0,75 | 0,60 | 0,72 | 1,07 | 2,98 | 0,12 | 1,31 | 0    |
| Environment     | 2,80 | 3,08 | 2,95 | 3,42 | 2,48 | 5,12 | 1,30 | 8,17 | 4,25 |
| Equity          | 1,33 | 1,62 | 0,50 | 1,01 | 3,97 | 1,35 | 0,22 | 0,27 | 1,14 |
| Well-being      | 0,66 | 0,80 | 0,82 | 0,96 | 1,09 | 0,21 | 1,25 | 0,68 | 1,97 |

Table 9. Word coverage

NVIVO, the qualitative analytical software that assisted in the elaboration of the DA, offers a quantitative measure, word coverage, which supports some of the insights extracted from the qualitative analysis. For instance, the two policies classified more into the right of our table range, where the more orthodox imaginaries are found, are the ones with broader coverage of the well-being concept. Moreover, the coverage of well-being increases in time within the NDPs, which further supports the classification of the two oldest NDPs into the left. A coverage increase in time of such a concept backs the intensification of sustainable challenges and debate. In the peace policy, the wellbeing concept, together with the environment, is clearly dominant. On the contrary, the social policy counts with high coverage of the growth and productivity concepts. The tandem environment and equity also gain dominance in time within the NDPs in comparison with contrary concepts as competitiveness and productivity.

# 6. Analyses comparison

The comparison of the two analyses of CRD policies provides exciting insights. Both analyses coincide in the differentiation of the NDP 90 and TP, what might be given sense by a temporal and DI differentiation. However, the matrix also shows a different (in)coherent level of the NDP 18 and EP that is not represented in the DA's results. On the other direction, the different coherent levels of the SP and PP showed in the DA, are not present in the matrix. However, this last incongruent observation might be because there are different documents evaluated in both analyses, in the cases of these two policies. The documents from these two policies analysed in the DA, collect a particular alternative vision of the themes they treat as already mentioned.

Therefore, from a total of fourteen policies, we could consider that when comparing both the BPC analysis and the DA, only two policies show discordant results. Thus, it can be argued that the results show a relatively strong relationship between DIs and policy coherence in CRD and, therefore, the DIs strongly map onto policy coherence.

#### 7. Discussion

The results of this study confirm the existence of policy incoherence in CRD, as recognised in the literature (DNP, 2015; Machado, 2010; UNDP, 2011, 2012). This thesis shows a significant relationship between the DIs behind the policies and the coherence between policies. Moreover, this thesis points out that this incoherence comes from individual policies rather than an incoherence between policies. Several works in the literature point on the dominance of an incoherent DI in CRD (Andrade et al., 2008;

Botía, 2015; Díaz, 2000; Machado, 2010; OCDE, 2014; UNDP, 2011). This thesis adds that the CRD dominant DI include comprehensive strategies for greening the economy, although it is still found within the mainstream economics framework. Lower incoherence degree between policies, and along the time, is indeed detected, and it might be linked to the greening in time of the dominant DI. This thesis suggests that efforts to improve CRD policy coherence must be made starting by the individual policies, and by transforming the current dominant DI.

The presence of a dominant DI might unveil a context of power imbalances, which, according to Machado (2010), is the cause of the failure of the agrarian reform. In this sense, Drimie (2016, p. 7) states, 'It is essential to move beyond a naïve expectation that policy will provide objective solutions to deep-seated problems. Policy is crafted through various forces encompassing allegiances and power, and populist politics, embedded in ideological heterodoxy. Without explicitly recognising the power play behind certain policies and the political opportunities available due to a lack of coherence, policy recommendations and advice will achieve little. Hay (2002, p. 168) states 'power is to political analysis what economy is to economics.' Therefore, policy should not be seen as singularly important in eliciting change: politics and power are equally important in understanding the direction of policy processes.' Moreover, Jasanoff & Kim (2008) link power to imaginaries arguing that one of the aims of works on imaginaries is 'to reveal the topographies of power.' Therefore, I consider relevant to be aware that other occurrences within the political process not analysed in this thesis, in particular power, may affect the complex-problem solving to which this process aims. To solve this thesis' limitation, the combination or addition of critical discourse analysis to similar studies might produce valuable insights (Fairclough, 1992).

Four analytical challenges came to the fore in this study and point to further needs for methodology development or further research. The first concerns are about the study objects. Since documents up to two thousand pages had to be analysed without software assistance, the analysis might have not as precise as desired. It might be wise to reduce the policy sample analyse for a better in-depth analysis, e.g., focusing on policies in force, which are the policies targeted for improvement. However, from the observation of incoherencies from no longer applicable policies, lessons about past policy incoherencies can be learned to be avoided in the future.

Second, it might also be interesting to include in further research other policy dimensions in similar policy coherence studies, e.g., instruments, target population. Associated instruments and implementation practices cause concern for policy conflict (Duraiappah & Bhardwaj, 2007; Nilsson et al., 2012). For example, in the case of land use policies, Suarez et al. (2018, p. 1008) state that 'There is a convergence of multiple land use instruments which limits continuity and coherence of rural land planning.' Drimie (2016) also exposes the difference of coherence at one level, i.e., the design, and implementation levels. However, it was not materially possible to include instruments in this analysis due to the vast quantity of data already managed. It can be argued that the coherence between instruments can be partly detected by analysing the coherence between objectives since instruments pose the solutions to achieve the policy objectives, although this method is not always efficient (Cejudo & Michel, 2016). Therefore, it is more effective to analyse the objectives coherence as they are a more concise policy dimension. Nilsson et al. (2012), from whom this thesis method relies on, also avoids the quantitative measurement of instrument's coherence.

Third, it might also produce interesting insights as feedback relationships and a more in-depth analysis if, in further research, interactions between more than a pair of policies and interactions between different policy dimensions are analysed (Collste et al., 2017; Huttunen et al., 2014). Nilsson et al. (2012) also collect the relevance of the interaction among more than a pair of policies, although they do no operationalise it.

Fourth, a certain level of confirmation bias in the creation of the qualitative ranges for the matrix method results is recognised (Onwuegbuzie et al., 2004). In particular, I recognised that the results I classified as coherent could have been classified as partly coherence. This fact would have decreased the strength of the relationship between DIs and policy coherence. However, a different classification would have affected all the policies equally. Therefore, the relationship, although lightened, will be still existent. Moreover, the reason why in this case the relationship would have been lightened might come from the imperfection of the measurement tool and the need for further work in this sense as Nilsson et al. (2012) recognises.

## 8. Conclusion

This research's primary aim was to identify a possible relationship between the CRD policy coherence and the DIs behind these policies. Based on the qualitative comparative analysis between the WPC, BPC, and a DA results, it can be concluded that (1) there indeed exists incoherence in CRD policies, (2) that this incoherence comes from the lowest analytical level (coherence within policies), rather than between policies, and (3) that this incoherence is caused by the incoherence of the dominant DI itself. This conclusion is extracted from the following pieces of evidence. (1) The WPC analysis shows a high level of incoherence; (2) in the matrix no combination of policies show an incoherent or very incoherent level of coherence; and, (3) the majority of the policies occupy the same category in the DA, without occupying all together, the whole range of DIs. Nonetheless, a relatively low incoherence degree between policies, but also through the time, is indeed detected.

To shed more light on CRD policy coherence, future research may include more policy dimensions in the analysis. Moreover, further research is intriguing for further improvement of policy coherence measurement tools. Further research may also be interesting on the relationship between DIs and policy coherence, with a particular focus on the influence of an (in)coherent dominant DI. Last, it might also be interesting to look at how other phenomena from the policy process, e.g., power relationships, interact with the design of policies and its coherence.

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# Appendix

## Appendix 1. Policy tables

NDP, "The peaceful revolution" (1990-1994).

| Instruments                                   | Objectives   | Target      | References      |
|---|--|-------------|-----------------|
|   | \rangle .  | population  | 15              |
| Incentives and stimuli to private investment. | <u>Vision:</u>   | Especially  | (Departamento   |
| Short-term subsidies.                         | Social policy linked to economic growth.                               | the most    | de planeación   |
| Social investment.                            | Individual and private sector autonomy.                                | vulnerable. | nacional, 1991, |
| Institutional regionalisation.                | Health, education, and social protection as solutions for the most     |             | 2018; UNPD,     |
| Market opening and centrality.                | vulnerable.  |             | 2011).          |
| Sector strategies.                            | Citizens (especially in rural areas) and the private sector are at the |             |                 |
| National primary care plan (family and        | centre of change and growth.   |             |                 |
| community health teams, health, and           | Overarching objectives:  |             |                 |
| environment community units).                 | To improve and expand education. 'Creation of free, critic, creative   |             |                 |
| Social housing plan (change to demand         | and solidary souls.'   |             |                 |
| subsidies).                                   | Promotion of productive individuals.                                   |             |                 |
| National Plan for Drinking Water and          | To raise the health level of the population with fewer resources.      |             |                 |
| Sewerage.                                     | To ease the access to housing by households that cannot obtain them    |             |                 |
| Rehabilitation Plan of the national railway   | in the formal market due to their income and savings limitations.      |             |                 |
| network.                                      | To increase the supply of drinking water and sewerage.                 |             |                 |
| Land adaptation program with irrigation and   | To seek agricultural and rural modernisation, intensification, and     |             |                 |
| drainage.                                     | efficiency.  |             |                 |
| Scientific and technological programs (e.g.   | To recuperate and conserve the country's natural base.                 |             |                 |
| biotechnology, informatics)                   | Institutional development.   |             |                 |
| National Plan for Environmental Education.    | Institutional participation and efficiency.                            |             |                 |
| Forest action plan for Colombia.              | Profitability of public investment.                                    |             |                 |
| "New School" Project.                         | Articulate, organize, and enhance the country's science and            |             |                 |
| Compulsory environmental service.             | technology work, to substantially increase its contribution to the     |             |                 |
| Formation and training environmental          | economic, political, social, and cultural change.                      |             |                 |
| programs.                                     |  |             |                 |

| Environmental impact analysis, mitigation       | To use natural resources economically and to achieve long-term social |  |  |
|---|---|--|--|
| plans, and contingency plans.                   | development.  |  |  |
| Incentives, restrictions, and prices system for | Actively commit all sectors to guarantee an environmental offer to    |  |  |
| environment management (subsidies and           | present and future generations on which to support healthy economic   |  |  |
| taxes).   | and social development.   |  |  |
| International environmental cooperation.        |   |  |  |

## NDP, "The social rise" (1994-1998).

| Instruments                           | Objectives  | Target        | References      |
|---------------------------------------|---|---------------|-----------------|
|                                       |   | population    |                 |
| Comprehensive development.            | <u>Vision:</u>  | Especial      | (Departamento   |
| Promotion of participation.           | A hybrid country between neoliberalism and social justice, where equity     | emphasis on   | de planeación   |
| Market opening consolidation.         | and solidarity are the pillars of economic and social policies.             | discriminated | nacional, 1995, |
| Economic instruments.                 | Both individuals and social capital are equally crucial for the economy.    | sectors.      | 2018; Global    |
| Educational plan.                     | Overarching objectives:   |               | Regulation,     |
| An institutional educational project  | Social development (through education and labour).                          |               | 1995)           |
| (PEI).                                | Competitiveness (through internationalisation).                             |               |                 |
| Subsidies and financial credits.      | Environmental protection.   |               |                 |
| National culture and sport systems.   | Institutional development (through decentralisation, participation, and     |               |                 |
| Comprehensive social security system. | efficiency).  |               |                 |
| Urban social housing policy (housing  | The recognition and respect for regional, cultural, and ethnical diversity. |               |                 |
| improvement program and new housing   | Objectives:   |               |                 |
| program).                             | To integrate the development of the citizens and the community.             |               |                 |
| Water plan.                           | To grow economically and equally.   |               |                 |
| Urban development policy.             | Promotion of productivity.  |               |                 |
| Equity and participation of women     | Orient economy to man service.  |               |                 |
| policy.                               | Just and dignified political participation.                                 |               |                 |
| Youth policy.                         | To create productive Labour.  |               |                 |
| Sectoral, land plans and information  | To improve and expand education.  |               |                 |
| systems for indigenous people and     | To improve, broaden and decentralise the health service offer with especial |               |                 |
| ethnic communities.                   | emphasis on children, third age, and disabled.                              |               |                 |
| National plan for microbusinesses.    | Provide social housing.   |               |                 |

Rural development policy (land reform To improve and broaden the provision of drinking water and sewage. policy massive entitle program, To achieve equity between men and women. To integrate youth effectively into society. production credits, rural capacitation To achieve human SD, the legalisation of land and the entailment to social incentive, municipalisation, participation, co-financing, food and economic development projects of indigenous people and ethnic subsidies, rural housing policy, communities. alternative development program, To consolidate, to grow and to promote microbusinesses competitiveness. To ease peasants and indigenous access to economic opportunities and peasant reserve zones). Mining management plan. social services. Promotion of artisanal production. Justice and citizen security plan (national program for the prevention, protection, To develop small-scale mining. and comprehensive care of To integrate the solidary sector into the execution of prior social, economic, and environmental programs. displacement). Guarantee the full exercise of rights and duties, citizen participation, Councils of national competitiveness peaceful coexistence, and the validity of a just order. and productivity. National Science and Technology policy To attend, to generate labour, and to satisfy basic needs for displacement (program for the ecosystems people. acknowledgement, urbans environment To integrate science and technology into the other production, trading, and services sectors to increase their competitiveness, and people's wellness. program). Strategic exports plan. To increase exports. Agricultural and rural modernisation To support economically and socially, the rural life. policy (concertation with private sector, To Increase and modernize infrastructure and guarantee its financial, participation, and decentralisation, administrative, and physical viability. production oriented to markets). To reduce inefficiencies in the provision of services. To develop a new culture, life quality, sustainable environmental Industrial modernisation policy. management, and clean production. Infrastructure plan. Environmental policy. To Increase labour opportunities and conditions. Active labour policy. To achieve decentralisation, citizen participation, and improvement of public Program to promote institutional management. development of the nation and territorial entities.

## NDP, "Change to build peace" (1998-2002).

| Instruments                    | Objectives  | Target population | References       |
|--------------------------------|---|-------------------|------------------|
| Reduction of subsidies in      | Vision:   | Especially        | (Congreso de     |
| exchange of credits.           | The achievement and conservation of peace will bring the country to a path of     | vulnerable        | Colombia,        |
| Private participation in the   | sustainable growth and social cohesion.   | population.       | 1999;            |
| economy.                       | Evaluation, participation, merits, and efficiency as pillars for "a good govern". |                   | Departamento     |
| Politic reform.                | Overarching objectives:   |                   | de planeación    |
| Social Plan.                   | To seek and conserve peace.   |                   | nacional, 2018). |
| Education quality programs.    | To generate wealth and protect adequate use of the environment.                   |                   |                  |
| New scholar system projects.   | To expand social opportunities.   |                   |                  |
| Rural education project.       | To mobilise society around education with equal financing and access.             |                   |                  |
| Culture plan.                  | To strengthen educational institutions autonomy.                                  |                   |                  |
| Health plan.                   | To consolidate and strength cultural institutions and processes.                  |                   |                  |
| Pensions plan.                 | To increase access and equity to access health service.                           |                   |                  |
| Family plan.                   | To ensure the equilibrium of the pensions system.                                 |                   |                  |
| Strategic alliances.           | To attend victims of the violent conflict.  |                   |                  |
| Participative productive       | To integrate the rural sector for competitiveness, equity, and SD.                |                   |                  |
| projects.                      | National reconciliation, solidarity, tolerance, and respect for human rights.     |                   |                  |
| Alternative development        | To improve the efficiency and equity of public resources assignation.             |                   |                  |
| strategy.                      | Modernisation, transparency, and decentralisation of the public administration.   |                   |                  |
| Development and peace plan.    | To strengthen fiscality and land management.                                      |                   |                  |
| Plan Colombia.                 | International market expansion and competitiveness.                               |                   |                  |
| Policy for the promotion of    | Technological innovation.   |                   |                  |
| coexistence and the reduction  | To strengthen human capital.  |                   |                  |
| of violence in urban areas.    | To strengthen social capital.   |                   |                  |
| Agricultura policy (productive | To develop areas affected by the conflict.  |                   |                  |
| chains, rural development, and | To create employment.   |                   |                  |
| institutional change).         | To restore and conserve priority areas in the strategic ecoregions, promoting and |                   |                  |
| Participation strategy.        | fostering sustainable regional and sectoral development, in the context of the    |                   |                  |
| Negotiations with armed        | construction of the peace.  |                   |                  |
| groups.                        |   |                   |                  |

| Tax reform.                      | To improve disaster prevention, response capacity, and the efficiency of recovering   |  |
|----------------------------------|---|--|
| Economic participation of the    | affected land.  |  |
| solidary sector.                 | To modernise the justice administration, to improve its efficiency, and re-           |  |
| Environmental plan.              | institutionalize its values, practices, and instances for conflict resolution.        |  |
| National Plan for prevention and | To establish a comprehensive action-based framework of action with a pedagogical,     |  |
| disaster care.                   | prevention and control content (corruption).  |  |
| Human rights plan.               | To strengthenen the military and police establishment, to regain the full exercise of |  |
| Justice plan.                    | authority and the rule of law and strengthen the legitimacy of the State, and to      |  |
| Plan against corruption.         | consolidate a system of citizen coexistence so that crime can be tackled effectively. |  |
| Defence and security plan.       | To integrate Afro-Colombians to their purposes of fighting poverty, equity, peace,    |  |
| Ethnic groups plan.              | building, strengthening of human and social capital, promoting competitiveness and    |  |
| Infrastructure for peace plan.   | increase productivity.  |  |
| Exportations plan.               | To defend, support, strengthen and consolidate ethnic and cultural rights, enshrined  |  |
| Social infrastructure plan       | in constitutional and legal norms.  |  |
| (Housing, water, and urban       | To improve housing financing, deficit, and competitiveness.                           |  |
| development).                    | To create the conditions for water business modernization and management              |  |
|                                  | efficiency to reduce the lags in aqueduct and sanitation coverage between regions     |  |
|                                  | and between urban and rural areas, and improve water quality, seeking to benefit      |  |
|                                  | the lower-income population primarily.  |  |

# NDP, "Towards a community state" (2002-2006).

| Instruments   | Objectives                          | Target     | References      |
|---|-------------------------------------|------------|-----------------|
|   |                                     | population |                 |
| Evaluation instruments.   | <u>Vision:</u>                      |            | (Departamento   |
| Social capitalisation funds.  | Promotion of democratic security.   |            | de planeación   |
| Austere and efficient public investment.                                      | Sustainable economic growth and job |            | nacional, 2002, |
| Decentralise state privileging regional autonomy with transparency, political | creation.                           |            | 2018; Global    |
| responsibility, and community participation.                                  | Social equity and justice.          |            | Regulation,     |
| Decentralisation.   | Increase state transparency and     |            | 2003)           |
| Credits and conversion to subsidies by demand.                                | efficiency.                         |            |                 |
| Private and foreign investment.   | Democratic security.                |            |                 |

International cooperation.

Security plan for borders.

Comprehensive combat strategy against illicit drugs.

Drug use prevention and treatment policy.

Justice sector development plan (normative reforms, etc.).

Comprehensive intervention strategy, around the creation of economically and environmentally sustainable alternatives.

Conflict zones development and institutional strength strategy (alternative development program (PDA), rural capacitation incentive (ICR), productive minichains program, Fomypime, rural (micro)enterprise development project). Productive alliances.

Development and peace regional programs.

Humans rights defender's protection programs.

Comprehensive relocation and return plans (housing subsidies).

National culture plan.

Regional and global exploration plan.

Biotechnology.

Tourism plan.

Telecentres and rural telephony programs.

Exporter strategic plan.

Commercial agreements.

Environmental sustainability strategies.

Greenmarkets national strategic plan.

National GHG capture project.

Environmental investigation national policy.

Environmental education national policy.

Employability reform (settlement of employment surcharges, reduce firing costs, reduction of learning contract costs, employment subsidy (big and small companies)).

Educational revolution program (rural educative project, social educative projects).

Rural women policy.

Social support network (RAS).

Labour creation.

Objectives:

Territory control and defence of national sovereignty.

To combat the problem of illicit drugs and organized crime.

To strengthenen the justice system.

To develop depressed and conflict zones (citizen participation, institutions trust). To protect and promote human rights and international humanitarian law.

To strengthenen coexistence and values.

To increase international presence.

To boost housing and construction.

To boost hydrocarbons and mining exploration.

To develop strategic transport infrastructure.

Domiciliary public services.

Science, technology, and innovation.

Competitiveness and development.

Commercial policy (promotion of agricultural exportations).

Environmental sustainability (adequate use of resources and "green employment").

Employment generation.

Educative revolution.

To extend and improve protection and social security.

To boost the solidary economy.

Social rural management.

| Increase of the rural housing program coverage.                       | Social capitalism in social services.    |
|---|--|
| Regional competition agreements.                                      | Micro, small, and medium enterprises     |
| Agritourism consolidation and promotion national plan.                | development.                             |
| National plan for the protection of agricultural production.          | Natural risks prevention and mitigation. |
| Territorial development plans.  | To strengthen indigenous people and      |
| National productivity, competitiveness, and technological development | ethnic groups.                           |
| programs.   | To promote sport.                        |
|   |  |

## NDP, "Community state: development for all" (2006-2010).

| Instruments  | Objectives  | Target     | References      |
|--|---|------------|-----------------|
|  |   | population |                 |
| Defence and democratic security policies.                  | <u>Vision:</u>  |            | (Departamento   |
| Plan for poverty reduction and promotion of employment     | Human and physic capital as pillars for the main objective, |            | de planeación   |
| and equity (poverty, market dynamism, social protection,   | economic growth.  |            | nacional, 2006, |
| bank of opportunities, infrastructure for development, and | The environmental management turns around its               |            | 2018; Global    |
| rural equity strategies).                                  | opportunities, offer, and a "coherency" with the            |            | Regulation,     |
| High and sustained growth plan (productivity and           | population needs.   |            | 2007)           |
| competitiveness strategies).                               | Overarching objectives:                                     |            |                 |
| Establish risk management and proper articulation of       | Sustained high economic growth.                             |            |                 |
| economy, society, and environment.                         | To boost Information and Communication Technologies         |            |                 |
| Information and evaluation systems.                        | (ICT).  |            |                 |
| Subsidies for the most vulnerable.                         | Social equity.  |            |                 |
| Citizens participation.                                    | To strengthen social capital.                               |            |                 |
| National Plan of Action on Human Rights and IHL.           | To guarantee universal access to education and to improve   |            |                 |
| National plan for human rights education.                  | its quality.  |            |                 |
| 10-year childhood plan.                                    | To provide access to land.                                  |            |                 |
| 10-year culture and convivence plan.                       | To increase rural productivity.                             |            |                 |
| Child labour prevention and eradication policy.            | Democratic security.  |            |                 |
| Social Protection Network against extreme poverty          | To achieve equal access for the displaced population to     |            |                 |
| (REDEP).   | governmental programs.                                      |            |                 |

|   | <del>-</del>   |
|---|--|
| 10-year educative plan.   | Environmental and risk management that promotes SD.    |
| National land plan.   | Environmental planning in territorial management.      |
| Productive alliances support project (second phase).            | Integrated management of water resources.              |
| Program for the Development of Investment Opportunities         | Knowledge, conservation, and sustainable use of        |
| and Capitalization of the Assets of Rural Microenterprises in   | biodiversity.  |
| Colombia.   | To promote competitive and sustainable production      |
| Social promotion for the rural population programs ((1) the     | processes.   |
| rural social interest housing and basic sanitation program;     | To prevent and control environmental degradation.      |
| (2) the implementation of concrete actions for food and         | To strengthenen the SINA for environmental governance. |
| nutritional security and (3) the targeting of efforts to attend | Increase transparency.                                 |
| to the displaced and reincorporated population).                | Increase state efficiency.                             |
| Plan against illicit crops.                                     | Labour creation.                                       |
| Comprehensive national action plan against climate change.      | To promote mining development.                         |
| National strategic plan for green markets.                      |  |
| National plan for science, innovation, and technology.          |  |
| National cleaner production policy.                             |  |
| Environmental health national plan.                             |  |
| Environmental education national policy.                        |  |
| Mining policy.  |  |

### NDP, "Prosperity for all" (2010-2014).

| Instruments                                       | Objectives   | Target          | References  |
|---|--|-----------------|-------------|
|   |  | population      |             |
| Establishment of "the five locomotives of         | <u>Vision:</u>   | All population. | (Andrade et |
| development (Agriculture, mining,                 | Regional economic dynamism, growth and SD or sustainable growth            | Especially the  | al., 2013;  |
| infrastructure, housing, and innovation)."        | and comprehensive development.   | most            | Congreso    |
| Establishment of the agriculture and rural sector | Prosperity for all the population.   | impoverished    | de          |
| as a growing "locomotive."                        | "Good govern".   | rural           | Colombia,   |
| Comprehensive competitiveness policy.             | Environmental sustainability, access to information and culture as pillars | communities     | 2011;       |
| Law 1429/2010 of labour generation and            | for society.   | (Incoder,       | Incoder,    |
| formalisation.                                    | Overarching objectives:  | 2012).          | 2012;       |

| Productive Transformation Program (PTP).            | Consolidate security and achieve peace.                                 | OECD,       |
|---|---|-------------|
| National Logistics Policy (PNL).                    | Participatory development.  | 2014;       |
| Technical and financial tools program, under the    | Climate change management.  | World Bank, |
| administration of Bancóldex.                        | Achieve a significant advance in social progress.                       | 2015)       |
| Comprehensive technical assistance (AIT).           | Innovate in new and existent productive activities.                     |             |
| Comprehensive national gender equity policy.        | To strengthenen local management modes.                                 |             |
| The Citizen Security and Coexistence Policy         | Better and bigger international positioning.                            |             |
| (PSCC).   | To achieve competitive and sustainable growth.                          |             |
| Social Protection System (SPS) (comprehensive       | Assess policy options to improve rural households' access to public     |             |
| social security, social promotion, and human        | services.   |             |
| capital formation).                                 | To seek the management social property and access to land.              |             |
| Establishment of a regional development             | To seek the order of productive activities that imply the proper use of |             |
| approach (National Program for the formation        | soil and water resources for productive purposes.                       |             |
| and consolidation of axes and areas of territorial  | Generate and improve incomes for rural communities.                     |             |
| development).                                       | Promote and strength productive chains and their infrastructure.        |             |
| A comprehensive rural development program           | To manage risk.   |             |
| with a regional focus (PDRET).                      | To promote equal access to opportunities ethnic groups to the benefits  |             |
| Adaptation National Plan for Climate Change.        | of development, with a differential approach; to protect their          |             |
| A national strategy for the reduction of            | fundamental rights; and, To strengthenen their organizations and        |             |
| deforestation and degradation related emissions     | government forms.   |             |
| (REDD strategy).                                    | To achieve economic and social reestablishment of the victims of the    |             |
| Risk management.                                    | conflict.   |             |
| Victims of the conflict, gender equality, and LGTBI | To provide equal access to labour markets, to public services, and      |             |
| rights policies.                                    | participation for women and to eradicate gender violence.               |             |

## NDP, "Everyone for a new country" (2014-2018).

| Instruments              | Objectives     | Target     | References             |
|--------------------------|----------------|------------|------------------------|
|                          |                | population |                        |
| Peace plan.              | <u>Vision:</u> |            | (Barthel et al., 2016; |
| Peace negotiations.      |                |            | Global Green Growth    |
| Equity and poverty plan. |                |            | Institute, 2015;       |

| Education plan.          | Build a country in peace, equal, and educated, in harmony with the purposes of the                      | Iglesias & Jiménez | Z,    |
|--------------------------|---|--------------------|-------|
| Competitivity and        | central government, with the best practices and international standards, and long-term                  | 2018; Sánchez, 20  | 019). |
| strategic infrastructure | planning provided with the SD objectives.   |                    |       |
| plan.                    | Overarching objectives:   |                    |       |
| Social mobility plan.    | Peace and security.   |                    |       |
| SPS.                     | Land integrity.   |                    |       |
| Rural transformation     | Equity and poverty eradication.   |                    |       |
| plan.                    | Inclusive economic development.   |                    |       |
| Security, justice, and   | Better quality and better access to education.  |                    |       |
| democracy for peace      | Increase of productivity through diversification; science, technology, and innovation; TIC;             |                    |       |
| construction.            | transport and logistic infrastructure development; consolidation of the mining sector;                  |                    |       |
| "Good govern" plan.      | and, to close productive gaps with ethnic groups.   |                    |       |
| Green growth plan.       | To promote social and productive inclusion of extremely poor people.                                    |                    |       |
| Integration of previous  | To strengthen access to and people's health   |                    |       |
| agreements with ethnic   | To create quality jobs and to promote access to employment insurance.                                   |                    |       |
| groups with each of the  | To close access and quality education gap.  |                    |       |
| plans.                   | To establish support and protection mechanisms.   |                    |       |
|                          | To develop and strengthen indigenous and Rrom people's culture.   |                    |       |
|                          | To increase access to land for small peasant and to ensure property rights.                             |                    |       |
|                          | To ensure efficient soil use.   |                    |       |
|                          | To ensure peasant's productive inclusion.   |                    |       |
|                          | To close urban-rural gap.   |                    |       |
|                          | To boost rural competitiveness.   |                    |       |
|                          | To consolidate land, to improve habitats, and to develop the own economy of indigenous and Rrom people. |                    |       |
|                          | To strengthenen state roles, ensure rights to armed conflict victims, and develop                       |                    |       |
|                          | harmonically own justice system of indigenous and Rrom people.  |                    |       |
|                          | To strengthenen the Nation's-land articulation; consolidate fight against corruption,                   |                    |       |
|                          | transparency, and accountability; promote administrative efficiency and efficacy;                       |                    |       |
|                          | optimize information and public resources investment management; promote and                            |                    |       |
|                          | ensure national interests through internationalisation; and, develop own government                     |                    |       |
|                          | forms of indigenous and Rrom people.  |                    |       |

| Low carbon, sustainable, and resilient growth; sustainable use of natural capital; decrease vulnerability; and protection and conservation of indigenous and Rrom |  |
|---|--|
| people's territories and ecosystems.  |  |
| Good government practices.  |  |

# NDP, "The pact for Colombia, the pact for equity" (2018-2022).

| Instruments                         | Objectives   | Target     | References      |
|-------------------------------------|--|------------|-----------------|
|                                     |  | population |                 |
| Legal pact.                         | <u>Vision:</u>   |            | (Departamento   |
| Entrepreneur pact.                  | Equal, free, secure, and a country of opportunities.                                     |            | de planeación   |
| Equity pact.                        | Overarching objectives:  |            | nacional, 2019; |
| Transversal pacts (sustainability;  | National defence, security, and citizen collaboration; defence of HR, to provide         |            | OECD, 2019b, p. |
| science, technology, and            | universal access to justice; fight against corruption; internationalisation; and citizen |            | 1, 2019a).      |
| innovation; transport and logistics | participation.   |            |                 |
| for competitiveness; digital        | Business formalisation and dynamization; technological and productive                    |            |                 |
| transformation; public services     | development; to exploit international markets and attract investment; dynamize           |            |                 |
| equity and efficiency; mining       | rural productiveness and development; promote tourism.                                   |            |                 |
| resources for sustainable growth;   | To prior children development, to improves access and quality of health and              |            |                 |
| protection and promotion of         | education; improve people's nutrition; dignified household for all; inclusive            |            |                 |
| culture; construction of peace;     | productive; exploit talent; elderly quality life; promote sport and recreation;          |            |                 |
| equity of opportunities; disabled   | decrease poverty; and, strong family unit.   |            |                 |
| people inclusion; women equity;     | To produce and conserve nature together; promote innovation; improve logistics           |            |                 |
| effective public management;        | and transport infrastructure; promote TIC technologies; improve public services          |            |                 |
| and, decentralisation).             | provision; increase opportunities in the mining sector; promote cultural activities;     |            |                 |
| Regional pacts.                     | advance in the materialisation of ethnic groups rights through the implementation        |            |                 |
|                                     | of concerted measures; economic, political and social empowerment of women to            |            |                 |
|                                     | promote the full guarantee of their rights; to connect territories, governments, and     |            |                 |
|                                     | people.  |            |                 |
|                                     | Strength the legal system to beneficiate economic growth and equity.                     |            |                 |
|                                     | To boost equality, entrepreneurship, and legality.                                       |            |                 |
|                                     | Participation.   |            |                 |

| Strengthen governance connection regional divisions. |  |
|--|--|
| Fulfil commitments towards SDG Agenda 2030.          |  |

### Rural development policy

| Instruments                                    | Objectives   | Target population | References       |
|--|--|-------------------|------------------|
| Law 160/1994. Rural Reform Law.                | Overarching goals:   | Rural             | (Barthel et al., |
| Establishes a market scheme for the allocation | Redistribute land, with less intervention from the State and through | population        | 2016; Bayona     |
| of land at the time that grants subsidies to   | the market.  |                   | NM., Robledo     |
| farmers through the Colombian Institute for    | Grant rural citizens' access to land programs offered by the state.  |                   | N., 2016;        |
| Agrarian Reform (INCORA).                      | Promote and consolidate peace.                                       |                   | Deininger &      |
| INCORA acquires land by negotiation or         | Remove rural inequity.   |                   | Lavadenz, 2004;  |
| expropriation.                                 | To support men and women of scarce resources for the acquisition of  |                   | El Congreso de   |
| Creates the National System of Agrarian Reform | land.  |                   | Colombia, 1994;  |
| and Rural Development.                         | Raise the life expectancy of the rural population.                   |                   | Enrique &        |
| Reformation of the INCORA.                     | Create productive rural jobs.  |                   | Martínez, 2004;  |
| Establishes Peasant Reserve Zones (ZRC).       | Ensure the coordination and cooperation of State institutions.       |                   | Franco-Cañas,    |
| Voluntary negotiation mechanisms.              | Foster the proper utilisation of water and rural land.               |                   | A.M.; De los     |
| Agriculture Familiar Unity (UAF).              | Increase agricultural productivity.                                  |                   | Ríos-            |
|  | Support the economic, social, and cultural improvement of rural      |                   | Carmenado,       |
|  | populations and its participation in the agrarian reform.            |                   | 2011).           |
|  | Guarantee the equitable participation of the indigenous woman.       |                   |                  |
|  | Regulate the occupation and use of barren lands giving acquisition   |                   |                  |
|  | priority to scarce resource peasants.                                |                   |                  |
| Rural Development Law (1152/2007) by which     | <u>Vision:</u>   | Rural             | (El congreso de  |
| the Statute of Rural Development and other     | The Statue of Rural Development complies and integrates all the      | population.       | la república,    |
| provisions are dictated, and the INCODER is    | principles, objectives, norms, guidelines, mechanisms, and           |                   | 2007).           |
| modified.                                      | procedures through which the Colombian State will promote and        |                   |                  |
| Creation of the Rural Development National     | execute actions aimed at achieving human SD and the well-being of    |                   |                  |
| System.  | the rural sector, in conditions of equity, competitiveness and       |                   |                  |
| Creation of the National Land Council.         |  |                   |                  |

| Establish the Rural Development National           | sustainability, in compliance with articles 64, 65 and 66 of the     |             |                  |
|--|--|-------------|------------------|
| System as a mechanism for planning,                | Political Constitution.  |             |                  |
| coordination, execution, and evaluation of the     | Overarching objectives:  |             |                  |
| activities carried out by State agencies.          | Consolidation and promotion of peace.                                |             |                  |
| To strengthen the capacity of the Ministry of      | Integrative and compliance approach.                                 |             |                  |
| agriculture and rural development (MARD) to        | Rural development as a connection of objectives.                     |             |                  |
| formulate, coordinate and evaluate rural           | Productivity ordering.   |             |                  |
| development policy and provide it with the         | Increase of rural profitability.                                     |             |                  |
| necessary mechanisms for this purpose.             | Support for modernisation activities.                                |             |                  |
| Establish new instruments aimed at improving       | Increase of businesses levels of small producers.                    |             |                  |
| the efficiency and effectiveness of the activities | Strengthen and broadening of social policies.                        |             |                  |
| carried out by the State.                          | Conservation of the productive capacity of natural resources and the |             |                  |
| Prospective planning of Rural Development in       | prevention of negative environmental and cultural impacts.           |             |                  |
| order to achieve adequate land use and guide       | Producers participation.   |             |                  |
| the modernization of agriculture under             | Political stability.   |             |                  |
| parameters of regional development and             | Diversity protection.  |             |                  |
| sustainable productions.                           |  |             |                  |
| Adapt the Rural and Agro-industrial Sector to      |  |             |                  |
| the internationalization of the economy, based     |  |             |                  |
| on equity, reciprocity and national convenience.   |  |             |                  |
| Boost marketing modernization.                     |  |             |                  |
| Strengthen the incentive system for rural          |  |             |                  |
| capitalization.                                    |  |             |                  |
| Promote agro-industrial development,               |  |             |                  |
| supporting the creation of agribusiness chains,    |  |             |                  |
| clusters, and agribusiness complexes.              |  |             |                  |
| Promote the use and management of rural            |  |             |                  |
| territory for production purposes with Pancoger    |  |             |                  |
| and commodity crops.                               |  |             |                  |
| MTC.   | <u>Vision:</u>   |             |                  |
| Property Social Management (OSPR).                 | Participatory territorial approach.                                  | Vulnerable  | (Barthel et al., |
| National Land Agency.                              | Inclusion, both social and productive, of all rural inhabitants.     | rural       | 2016; DNP,       |
|  | Adequate provision of public goods.                                  | population. |                  |

|  | Overarching objectives:  |              | 2015; Iglesias & |
|--|--|--------------|------------------|
|  | 'To identify, clarify, consolidate, formalise, and protect rural property rights, properly manage natural resources, and implement land access policies that help narrow the rural-urban gap—thus promoting the well-being and prosperity of rural inhabitants and communities.' |              | Jiménez, 2018).  |
| Comprehensive rural reform (RRI).            | Overarching objectives:  | Extension to | (Barthel et al., |
| Land fund.                                   | Equitable access to and use of land.   | small-scale  | 2016; Iglesias & |
| Creation and modernisation of a multipurpose | Recover illegal land.  | farmers.     | Jiménez, 2018).  |
| cadastre.                                    | A mass formalisation of small and medium rural properties.   |              |                  |
| Establishment of an agrarian jurisdiction.   | Provide efficient and effective justice in rural areas.  |              |                  |
| Voluntary substitution.                      | Collect, maintain, and make available accurate and up-to-date  |              |                  |
|  | information on the location, ownership/occupation, value, and use of   |              |                  |
|  | each parcel of land.   |              |                  |

### Peace policy

| Instruments                       | Objectives  | Target population | References           |
|-----------------------------------|---|-------------------|----------------------|
| The peace agreement (2016).       | <u>Vision:</u>  | Rural population  | (Iglesias & Jiménez, |
| It offers policies and national   | The equal and democratic access to land ownership is the guarantee of the |                   | 2018).               |
| plans for its establishment, it   | full enjoyment of the rights of the                                       |                   |                      |
| establishes a rural reform (RRI), | peasant population.   |                   |                      |
| determines subsidies for          | Overarching goals:  |                   |                      |
| production and access to          | Every measure needs to contemplate public participation.                  |                   |                      |
| capital goods, a fund of land,    | Guarantee the socio-environmental sustainability.                         |                   |                      |
| and a credit line promotes        | Peace.  |                   |                      |
| public participation, establishes | Reincorporate militias into civic life.                                   |                   |                      |
| a local peasant market and        | Substitute illicit crops.   |                   |                      |
| national support policies to      | Incorporate affected zones into markets.                                  |                   |                      |
| local, domestic markets,          |   |                   |                      |
| Transitional Normalization        |   |                   |                      |
| Zones (ZVTN), Transition          |   |                   |                      |

| Normalization Points (PTN),      |  |                      |                        |
|----------------------------------|--|----------------------|------------------------|
| and the ZRC, creation of the     |  |                      |                        |
| Reconciliation National Council  |  |                      |                        |
| (CNR).                           |  |                      |                        |
| Victims Restitution Law          | Overarching goals:   |                      |                        |
| <u>(1448/2011).</u>              | Recognise injustices, protect rights, and provide administrative services.     | The victims of       | (Barthel et al., 2016; |
| Restitution Land Unity (URT).    |  | involuntary          | El Congreso de la      |
| Comprehensive care,              |  | displacement and     | república, 2011;       |
| assistance, reparation           |  | eviction as a result | OXFAM, 2017;           |
| measures and other provisions    |  | of the internal      | Sánchez, 2019).        |
| are issued to the victims of the |  | conflict after       |                        |
| internal armed conflict.         |  | January 1st, 1985.   |                        |
|                                  |  | Priority to          |                        |
| Plante-Plan Colombia (2000).     | Overarching objectives:  | disadvantage rural   | (Epstein, Nowels,      |
| Military operations.             | End Colombia's protracted armed conflict.                                      | inhabitants.         | Hildreth, & Division,  |
| Mobilisation of rightist         | Eliminate drug trafficking.  |                      | 1998; Richani, 2010;   |
| paramilitary fighters.           | Promote economic and social development.                                       |                      | Uribe Vélez et al.,    |
| Training and material support    | Institutional strengthening <u>.</u>   |                      | 2006).                 |
| for Colombian security forces.   | Demobilisation, disarm, and reintegration.                                     |                      |                        |
| Law 387/1997.                    | Vision:  | Displaced            | (El Congreso de        |
| Whereby measures are taken       | The forced displaced have the right to request and receive international help, | population.          | Colombia, 1997).       |
| to prevent forced                | the right not to be discriminated, to access definitive solutions to their     |                      |                        |
| displacement, the attention,     | situation, and the right to return to their place of origin. The family of the |                      |                        |
| protection, consolidation and    | displaced must benefit from the fundamental right of                           |                      |                        |
| socioeconomic stabilisation of   | family reunification.  |                      |                        |
| internally displaced by violence | Overarching objectives:  |                      |                        |
| in the Republic of Colombia.     | Comprehensively address the population displaced by violence so that, in the   |                      |                        |
| National Plan and System of      | framework of voluntary return or resettlement, achieve its reintegration into  |                      |                        |
| Integral Attention to the        | Colombian society.   |                      |                        |
| population displaced by force.   | Neutralise and mitigate the effects of the processes and dynamics of violence  |                      |                        |
| National Information Network     | that cause displacement, by strengthening the integral and SD of expelling     |                      |                        |
| for the attention of the         | and receiving areas, and the promotion and protection of Human Rights and      |                      |                        |
|                                  | International Humanitarian Law.  |                      |                        |

population displaced by violence.

Humanitarian Aid.

National Fund for the attention of the population displaced by violence.

Develop diagnoses of the causes that generate displacement through violence, of the areas of the National territory where the highest population flows of the receiving areas are produced, of the people and entities that are victims of this situation and the economic, legal, political consequences that this generates.

Design and adopt social, economic, legal, political and security measures, aimed at preventing and overcoming the causes that generate forced displacement.

Adopt emergency humanitarian assistance measures for the displaced population to ensure its protection and the necessary conditions for subsistence and adaptation to the new situation.

Create and apply mechanisms that provide legal assistance to the displaced population to guarantee the investigation of the facts, the restitution of violated rights and the defence of the affected goods.

Design and adopt measures that guarantee to the displaced population access to comprehensive urban and rural development plans, programs and projects, offering them the necessary means to create their livelihoods, in such a way that their return to the social, labour and cultural life of the country is carried out avoiding segregation or social stigmatization processes.

Adopt the necessary measures to enable the voluntary return of the displaced population to its area of origin or if relocation to new settlement areas. Provide special attention to women and children, preferably widows, women head of the family and orphans.

Guarantee special attention to black and indigenous communities subject to displacement in correspondence with its uses and customs and promoting the return to their territories.

Other actions that the National Council deems necessary. Finance and/or co-finance the programs of displacement prevention, care, emergency humanitarian, return, stabilisation and socioeconomic consolidation and the installation and operation of the National Network of

information.

### Land policy

| Instruments                           | Objectives   | Target       | References      |
|---------------------------------------|--|--------------|-----------------|
|                                       |  | population   |                 |
| The Regions Law (2009).               | Overarching objectives:  | Population   | (OECD, 2019b;   |
| Strength the Administrative and       | Harmonise responsibilities across levels of government.                          | in general   | Presidencia de  |
| Management Regions (RAP's) and        | Promote equality and closing gaps between territories.                           | with         | la República,   |
| establish its transformation to       |  | particular   | 2019).          |
| Region Territorial Entities (RET's).  |  | focus on     |                 |
| Moreover, regulates RET's             |  | most aisle   |                 |
| functioning and relation with other   |  | regions,     |                 |
| regional entities.                    |  | areas and    |                 |
| Territorial Management Organic        | Overarching objectives:  | marginalised | (Deininger &    |
| <u>Law, 1454/2011.</u>                | Provide a technical basis for long-term spatial planning within the framework of | groups, and  | Lavadenz,       |
| Establishes that the nation has to    | government decentralisation policies.  | vulnerable   | 2004;           |
| set territorial management policies   | Propitiate equitable access to the development opportunities of the diverse      | population.  | Departamento    |
| in the cases of general interest, in  | regions.   |              | de planeación   |
| particular, national parks and        | Harmonise economic development with the rational use of natural resources.       |              | nacional, 1987; |
| protected areas; determine            | To achieve a rational use of urban and rural soil.                               |              | Santa et al.,   |
| delimited regions of use for security | To develop in a balanced and competitive way the national territory.             |              | 2013).          |
| and defence; localisation of big      | Promote and facilitate the sustainable use of natural resources and biological   |              |                 |
| infrastructure projects; guidelines   | diversity.   |              |                 |
| for urbanisation and city systems;    | Reverse the processes of deterioration of ecosystems and unsustainable uses of   |              |                 |
| and, guidelines to guarantee the      | the territory and natural resources.   |              |                 |
| equative distribution of services     | To establish criteria for infrastructure location and construction.              |              |                 |
| and public infrastructures.           | Act on the processes of territorial exclusion and poverty.                       |              |                 |
|                                       | To protect and take advantage of protected natural areas.                        |              |                 |
|                                       | To integrate the territory and resources of the sea.                             |              |                 |
|                                       | To develop and integrate national and international border development areas.    |              |                 |
|                                       | To harmonise and articulate development between indigenous territories,          |              |                 |
|                                       | collective territories, and territorial entities.                                |              |                 |

| Territorial Development Law (LDT,    | <u>Vision:</u>  |  | (El Congreso de |
|--------------------------------------|---|--|-----------------|
| <u>1997).</u>                        | The social and ecological function of property, the prevalence of general interest      |  | Colombia,       |
| Municipal plans of territorial       | over the individual, and equitable distribution of charges and benefits.                |  | 1997;           |
| management.                          | Overarching objectives:   |  | Ministerio de   |
| Participation.                       | Harmonise previous related laws.  |  | Vivienda, 2017) |
| Establishment of urbanistic norms.   | To establish mechanisms that allow municipalities to promote the management of          |  |                 |
| Establish a soil classification.     | their land, the fair and rational use of the land, the preservation and defence of      |  |                 |
| Establish action for urbanism.       | the ecological and cultural heritage located in its territorial scope and the           |  |                 |
| Establish rules and conditions for   | prevention of disasters in high-risk settlements, as well as the execution of efficient |  |                 |
| the acquisition and expropriation of | urban actions.  |  |                 |
| land.                                | Ensure that the use of the land by its owners is consistent with the social function    |  |                 |
| Social household program.            | of the property and allows the constitutional rights to housing and residential,        |  |                 |
|                                      | public services to be enforced, and ensure the creation and defence of public           |  |                 |
|                                      | space, as well as for the protection of the environment and disaster prevention.        |  |                 |
|                                      | Promote the harmonious concurrence of the Nation, territorial entities,                 |  |                 |
|                                      | environmental authorities, and instances and administrative and planning                |  |                 |
|                                      | authorities, in compliance with the constitutional and legal obligations that           |  |                 |
|                                      | prescribe to the State in the territory planning, to achieve the improvement of the     |  |                 |
|                                      | quality of life of its inhabitants.   |  |                 |
|                                      | Facilitate the execution of integral urban actions, in which the municipal initiative,  |  |                 |
|                                      | organisation and management converge in a coordinated manner with the national          |  |                 |
|                                      | urban policy, as well as with the efforts and resources of the entities responsible     |  |                 |
|                                      | for the development of said policy.   |  |                 |

### Environmental policy

| Instruments  | Objectives   | Target population | References |
|--|--|-------------------|------------|
| The environmental strategic plan of the agricultural sector. | Overarching objectives:                                | The general       | (MADR,     |
| Projection of environmental practices.                       | To establish a strategic frame which actively includes | population,       | 2009)      |
| Investigation and technological development.                 | the environmental management of the productive         | especially the    |            |
|  | agricultural systems, fostering competitiveness in     | most vulnerable.  |            |
|  | national and international markets and stimulation     |                   |            |

| Environmental Law (1993). Creates the Ministry of Environment as a rector organism of the environment; the National Environmental System (SINA), which defines the action mechanisms of the State and the civil society; and establish support and incentivisation for the creation of environmental NGO's.  | the sustainable use of natural resources and agroecosystems.  Vision: Decentralised, democratic, and participative management. Coordinated and joined task.  Overarching goals: Comply with the social and economic development principles included in the Declaration of Río 1992. Sustainable use and protection of biodiversity. To incorporate environmental costs and other economic instruments to conserve natural resources. | The general population, especially the most vulnerable. | (El congreso<br>de la<br>república,<br>1993)            |
|--|--|---|---|
| Climate Change National Policy. Adaptation National Plan for Climate Change. Low carbon development strategy. A national strategy for the reduction of deforestation and degradation related emissions. Financial protection for natural disasters strategy. National Plan for the management of the risk of disasters. National strategy of financing for the climate. Comprehensive sectoral management plans of climate change. Comprehensive territorial management plans of climate change. National System of Climate Change. National information system for climate change. Public investment in the investigation. The CTI Program in Environment, Biodiversity and Habitat. The National Education, Training and Awareness Strategy of audiences on climate change. An Economic Fund with resources generated by royalties for the exploitation of fossil fuels, emission quotas and fines, taxes, and consumer tariff incentives. | Overarching objectives:  'Incorporate climate change management into public and private decisions to advance a climate-resilient and low-carbon development path that reduces the risks of climate change and allows us to take advantage of the opportunities that climate change generates. The aspiration for the long term, and to which this general objective contributes, is to make the country neutral carbon.'             | The general population, especially the most vulnerable. | (Ministerio de Ambiente y Desarrollo Sostenible, 2018). |

| Law 1931/2018 by which guidelines for the management of       | Overarching objectives.                                | (El Congreso |
|---|--|--------------|
| climate change are established.                               | 'Establish the guidelines for the management of        | de           |
| National System of Climate Change.                            | climate change in the decisions of public and private  | Colombia.,   |
| National Council of Climate Change.                           | persons, the concurrence of the Nation,                | 2018).       |
| Establishment of instruments for each level of government     | Departments, Municipalities, Districts, Metropolitan   |              |
| institutions.   | Areas and Environmental Authorities mainly in the      |              |
| Risk disaster and climate change adaptation management.       | actions of adaptation to climate change, as well as in |              |
| Renewable energies and mitigation of greenhouse gases         | mitigation of greenhouse gases, to reduce the          |              |
| (GHG).  | vulnerability of the population and the ecosystems of  |              |
| Incorporation of climate change in planning instruments.      | the country against its effects and to promote the     |              |
| Nationally Determined Contributions Committed to the          | transition towards a competitive, sustainable          |              |
| UNFCCC.   | economy and low carbon development.'                   |              |
| The National Climate Change Policy.                           |  |              |
| The Integral Plans of Sectorial Climate Change Management     |  |              |
| and the Territorial.  |  |              |
| The development plans of territorial entities and territorial |  |              |
| planning plans.   |  |              |
| National Communications, GHG National Inventories, biennial   |  |              |
| update reports (SUR) and other reports and reports that       |  |              |
| replace, modify, or replace them.                             |  |              |
| National information system for climate change.               |  |              |
| National monitoring system of forests and carbon.             |  |              |
| Promotion of investigation lines about climate change.        |  |              |
| National Program of tradable emission quotas of GHG.          |  |              |
| Sanctions.  |  |              |

### Social policy

| Instruments | Objectives | Target     | References |
|-------------|------------|------------|------------|
|             |            | population |            |

| Families in Action (2001).                | <u>Vision:</u>   | Households     | (Baquero et    |
|---|--|----------------|----------------|
| Subsidies.                                | Promote and foster the mobilisation of human capital.                                    | in extreme     | al., 2007).    |
|   | Overarching goals:   | poverty.       |                |
|   | Improve family expenses.   |                |                |
|   | Avoid scholar desertion.   |                |                |
|   | Improve health, kids' nutrition, and soon stimulation.                                   |                |                |
|   | Prevent familiar violence.   |                |                |
| Law 731/2002 of rural women.              | Overarching objective:   | Rural women    | (El congreso   |
| Dictation of norms.                       | Improve rural lives of women.  | with fewer     | de Colombia,   |
| Participation in financing funds.         |  | resources.     | 2002).         |
| Participation in decision bodies.         |  |                |                |
| Local specific plans.                     |  |                |                |
| Broaden of statistic registers.           |  |                |                |
|   |  |                |                |
| Covenant 169 of the International         | <u>Vision:</u>   | Trivial people | (Corte         |
| <u>Labour Organisation (OIT) ratified</u> | 'Governments shall have the responsibility for developing, with the participation of     |                | Constitucional |
| by the Law 21/1991.                       | the peoples concerned, coordinated and systematic action to protect the rights of        |                | de Colombia,   |
| Co-financing the pre-investment of        | these peoples and to guarantee respect for their integrity.'                             |                | política       |
| selected alliance projects through        | Overarching goals:   |                | general, 2020; |
| public calls and grants a Modular         | 'Ensure that members of these peoples benefit on an equal footing from the rights        |                | María et al.,  |
| Incentive to co-finance the               | and opportunities which national laws and regulations grant to other members of          |                | 2014).         |
| investment phase.                         | the population.  |                |                |
|   | Promote the full realization of the social, economic, and cultural rights of these       |                |                |
|   | peoples with respect for their social and cultural identity, their customs and           |                |                |
|   | traditions and their institutions.   |                |                |
|   | Assist the members of the peoples concerned to eliminate socioeconomic gaps              |                |                |
|   | that may exist between indigenous and other members of the national community,           |                |                |
| 70/1002                                   | in a manner compatible with their aspirations and ways of life.'                         |                | /EI            |
| Law 70/1993.                              | Overarching objective:   | Black          | (El congreso   |
| Financing and especial credit             | 'Recognize black communities that have been occupying wasteland in rural                 | communities    | de Colombia,   |
| mechanisms.                               | riverside areas of the rivers of the Pacific Basin, in accordance with their traditional | (Afro-         | 1993).         |
|   | production practices, the right to collective property, in accordance with the           | Colombian      |                |
|   | provisions of the following articles. It also aims to establish mechanisms for the       | who preserve   |                |

| Research, training, promotion, extension, technological and transfer activities. Participation mechanisms. Creation of the Ministry of Government, the direction of affairs for Black communities with a seat in the Economic and Social Policy Council. Launch of the Pacific University. Protection of rights, e.g. equity, educative, patent, organisational, mining, subsistence, collective property. Development Plan for Black Communities. Inclusion mechanisms. | protection of the cultural identity and rights of the black communities of Colombia as an ethnic group, and the promotion of their economic and social development, in order to ensure that these communities obtain real conditions of equal opportunities compared to the rest of Colombian society'. | their own culture).                                   |   |
|--|---|---|---|
| Productive alliances project (AAP). Financing, credits, incentives, and technical assistance.  | Overarching goals: Promote the formation of business development alliances between the private marketing sector and impoverished rural communities, looking for the competitiveness of projects where everyone contributes, everyone risks, and everyone wins.  | Marketing<br>sector and<br>poor rural<br>communities. | (Centro<br>Internacional<br>de Agricultura<br>tropical, 2007;<br>Leyva et al.,<br>2010; UNDP,<br>2011). |
| Rural Equity Development Program (DRE, 2007). Special Line of Credit (LEC). Incentive for Rural Capitalization (ICR). Incentive for Agricultural Technical Assistance (IAT). Rural Microcredit.  | Overarching objectives: Support small and medium-sized producers to achieve the competitiveness of their agricultural activities, decrease inequity and strength food security.   | Small and<br>medium-size<br>producers.                | (Gutiérrez et<br>al., 2014;<br>Leyva et al.,<br>2010; MADR,<br>2007).                                   |

| Support for irrigation and drainage |   |           |             |
|-------------------------------------|---|-----------|-------------|
| projects.                           |   |           |             |
| Co-financing of research and        |   |           |             |
| technological development.          |   |           |             |
| The United Nations Decade of        | <u>Vision:</u>  | Farming   | (FAO, 2018, |
| Family Farming and the SD Goals     | 'A world where diverse, healthy and sustainable food and agricultural systems         | families. | 2019).      |
| <u>(2018).</u>                      | flourish, where resilient rural and urban communities enjoy a high quality of life in |           |             |
| Promotion of integrated actions.    | dignity, equity, free from hunger and poverty.'                                       |           |             |
| Nexus approach.                     | Overarching goals:  |           |             |
| Public procurement instruments.     | 'Develop an enabling policy environment To strengthen family farming.'                |           |             |
| Social protection instruments.      | 'Support youth and ensure the generational sustainability of family farming.'         |           |             |
|                                     | 'Promote gender equity in family farming and the leadership role of rural women'.     |           |             |
|                                     | 'Strengthen family farmers' organizations and capacities to generate knowledge,       |           |             |
|                                     | represent farmers and provide inclusive services in the urban-rural continuum.'       |           |             |
|                                     | 'Improve socioeconomic inclusion, resilience and well-being of family farmers, rural  |           |             |
|                                     | households and communities.'  |           |             |
|                                     | 'Promote the sustainability of family farming for climate-resilient food systems.'    |           |             |
|                                     | 'Strengthen the multi-dimensionality of family farming to promote social              |           |             |
|                                     | innovations contributing to territorial development and food systems that             |           |             |
|                                     | safeguard biodiversity, environment and culture.'                                     |           |             |

## Trade policy

| Instruments                     | Objectives   | Target       | References       |
|---------------------------------|--|--------------|------------------|
|                                 |  | population   |                  |
| G3 Free trade agreement between | <u>Vision:</u>   | The general  | (the Republic of |
| Colombia, Venezuela, and Mexico | Strengthen bonds among their peoples.  | population   | Colombia,        |
| <u>(1994).</u>                  | Harmonious development, expansion of world trade, and broaden of international | with special | 1994).           |
| Opening of markets.             | cooperation.   | mention to   |                  |
| Create an expanded and secure   | Overarching objectives:  | marginalised |                  |
| market.                         | "Ensure a predictable commercial framework for production activities.          | ones.        |                  |
|                                 | Enhance the competitiveness of their firms in global markets.                  |              |                  |

| Establish clear and mutually         | Foster innovation and creativity through the protection of intellectual property     |                 |
|--------------------------------------|--|-----------------|
| advantageous rules.                  | rights.  |                 |
|                                      | Create new employment opportunities and improve working conditions and living        |                 |
|                                      | standards in their respective territories.   |                 |
|                                      | Preserve their flexibility to safeguard the public welfare.                          |                 |
|                                      | Promote SD.  |                 |
|                                      | Foster coordinated action by the Parties in international economic foros,            |                 |
|                                      | particularly in those related to the processes of Latin American integration.        |                 |
|                                      | Promote dynamic participation by the various economic agents, particularly in the    |                 |
|                                      | private sector, in efforts designed to enhance the economic relationships among      |                 |
|                                      | the Parties and to develop and exploit the full potential of their joint presence in |                 |
|                                      | international markets".  |                 |
|                                      |  |                 |
| Free trade treaty (TLC, 2006).       | Overarching goals:   | (Gil-Quintero,  |
| Opening of the market with the       | Increase foreign investment.   | 2008; Office of |
| United States of America.            |  | the United      |
| Provides elimination of tariffs and  |  | States Trade    |
| removes barriers to U.S. services,   |  | Representative, |
| including financial services.        |  | 2020).          |
| The pact among the Andean            | <u>Vision:</u>   | (Banco de la    |
| Community Nations (CAN, 1969).       | Establish a common economic space.   | república,      |
| Liberalisation program.              | Overarching goals:   | 2020).          |
| External common tariff.              | Establish a gradual harmonisation of economic policies.                              |                 |
| Payments without dollars             | Speed and reduce the costs of payments.  |                 |
| utilisation.                         |  |                 |
| Pacific Alliance (2012).             | Overarching objectives:  | (El congreso de |
| 'Liberation the exchange of goods    | 'Build in a participative and a consensual way, a deep integration area to advance   | la república,   |
| and services to consolidating a free | progressively towards the free circulation of goods, services, capitals and persons. | 2012, p. 3).    |
| trade zone among the parties.        | Boost a more significant growth, development, and competitiveness of the             |                 |
| Free circulation of capitals and     | economies of the parties, with the view to achieving more substantial wellbeing,     |                 |
| promotion of investment among        | the overcoming of the socioeconomic inequity and the inclusion of their              |                 |
| the parties.                         | inhabitants.   |                 |

| Trade and custom matters           | Become into a political articulation platform, of economic and commercial        |  |  |
|------------------------------------|--|--|--|
| facilitation activities.           | integration, and projection towards the world, with a particular emphasis toward |  |  |
| Cooperation among migratory and    | the Pacific Asian.'  |  |  |
| consular authorities and more      |  |  |  |
| affluent movement of people in the |  |  |  |
| territory of the parties.'         |  |  |  |

#### Appendix 2. Coding employed for policies name simplification in tables.

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Coding:

90 = NDP, "The peaceful revolution" (1990-1994).

94 = NDP, "The social rise" (1994-1998).

98 = NDP, "Change to build peace" (1998-2002).

02 = NDP, "Towards a community state" (2002-2006).

06 = NDP, "Community state: development for all" (2006-2010).

10 = NDP, "Prosperity for all" (2010-2014).

14 = NDP, "Everyone for a new country" (2014-2018).

18 = NDP, "The pact for Colombia, the pact for equity" (2018-2022).

RP = The rural policy.

VP = The violence policy.

LP = The land policy.

EP = The environmental policy.

SP = The social policy.
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Table 4. Codes definition.

#### Appendix 3. Sample of encompassed objectives

| General objective                      | Particular objectives   |
|--|---|
| To ensure environmental sustainability | environmental degradation (06), low carbon development, make the country carbon neutral, to reduce the vulnerability of the population and the ecosystems of the country against GHG effects and reduce the risk of CC (EP), CC management (10), the conservation of the productive capacity of natural resources and the prevention of negative environmental and cultural impacts and Diversity protection (RP) Environmental planning in territorial management; integrated management of water resources; to prevent and control environmental degradation; To strengthen the SINA for environmental governance (06). Harmonise economic development with the rational use of natural resources (LP). |
| To increase productivity               | To innovate in new and existent productivity activities; to seek the order of productive activities that imply the proper use of soil and water resources for productive purposes (10).   |
| To promote equitable economic growth   | Harmonise economic development with the rational use of natural resources; To develop in a balanced and competitive way the national territory (LP).  |
| To achieve sustainable economic growth | competitive and sustainable economic growth (10). Low carbon, sustainable, and resilient growth (14).   |

| Competitiveness and infrastructure                                 | To promote and strengthen productive chains and their infrastructure (10), develop in a competitive way, the national territory (LP).  |
|--|--|
| Improve risk management  | To manage risk (10), disaster prevention (LP), Natural risks prevention and mitigation (02), Environmental and risk management that promotes SD (06).  |
| To achieve social equity   | Social equity and poverty eradication (14), equality between territories; to propitiate equitable access to the development opportunities of the diverse regions (LP), social inclusion (TP), Generate and improve incomes for rural communities (10).  Several objectives (18).  Act on the processes of territorial exclusion and poverty; to harmonise and articulate development between indigenous territories, collective territories, and territorial entities (LP)   |
| To increase rural productivity                                     | To create productive rural jobs, agricultural productivity, Increase of businesses levels of small producers, rural profitability (RP). Increase of rural profitability (18)   |
| To eliminate drug trafficking                                      | To substitute illicit crops (PP); to combat the problem of illicit drugs and organized crime (02).   |
| To procure environmental protection                                | To protect natural areas (LP). To produce and conserve nature together (18). Diversity protection (RP).  |
| International market expansion                                     | Free circulation (TP).   |
| To extend and improve the social services provision and its equity | Health, education and social protection as solutions for the most vulnerable; to raise the health level of the population with fewer resources; to ease to access to housing by households that cannot obtain them in the formal market due to their income and savings limitations; to increase the supply of drinking water and sewerage (90).  To improve and expand education; to improve, broaden, and decentralise the health service offer with especial emphasis on children, third age, and disabled; to provide social housing; and, to improve and broaden the provision of drinking water and sewage (94).  To mobilise society around education with equal financing and access; To strengthen educational institutions autonomy; to consolidate and strength cultural institutions and processes; to increase access and equity to access health service; to ensure the equilibrium of the |

|   | pensions system; to improve the efficiency and equity of public resources assignation; to improve housing financing, deficit, and competitiveness; to create the conditions for water business modernization and management efficiency to reduce the lags in aqueduct and sanitation coverage between regions and between urban and rural areas, and improve water quality, seeking to benefit the lower-income population primarily (98). To guarantee universal access to education and to improve its quality; to achieve equal access for the displaced population to governmental programs (06).  Assess policy options to improve rural households' access to public services (10). Better quality and better access to education (14).  Several objectives (18). |
|---|---|
| To increase clean productivity                            | Promotion of productivity, and <b>t</b> o develop a new culture, life quality, sustainable environmental management, and clean production (94).   |
| To increase productivity                                  | Innovate in new and existent productive activities (10).  |
| To achieve equity for indigenous people and ethnic groups | The recognition and respect for regional, cultural, and ethnical diversity; and to achieve human SD, the legalisation of land and the entailment to social and economic development projects of indigenous people and ethnic communities (94). To strengthen indigenous people and ethnic groups (02). To promote equal access to opportunities ethnic groups to the benefits of development, with a differential approach; to protect their fundamental rights; and, To strengthenen their organizations and government forms (10). Several objectives (14).   |
| To promote small businesses development                   | Promotion of artisanal production, and to develop small-scale mining (94).  Micro, small, and medium enterprises development (02).  |
| Social capital  | To expand social opportunities, to mobilise society around education with equal financing and access.  (98)   |

| To increase exports                      | International market expansion and                |
|--|---|
|  | competitiveness (98, TP).                         |
|  | To exploit international markets (18)             |
| To promote HHRR                          | To protect and to promote human rights and        |
|  | international humanitarian law (02).              |
|  | To defence HHRR to provide universal access to    |
|  | justice (18)                                      |
| To strengthen physic capital             | To boost housing and construction; to develop     |
|  | strategic transport infrastructure (02).          |
|  | To develop infrastructure (94, 98).               |
|  | To promote and strength productive chains and     |
|  | their infrastructure (10).                        |
| To strengthen social protection          | To extend and improve protection and social       |
| To strengthen social protection          | security; to boost the solidary economy (02).     |
|  | To establish support and protection               |
|  | mechanisms (14).                                  |
|  | To support men and women of scarce resources      |
|  | for the acquisition of land (18)                  |
| To achieve rural equity                  | To promote rural management (02).                 |
| To achieve rural equity                  | To close the urban-rural gap; to boost rural      |
|  | competitiveness (14).                             |
|  | Urban gap (RP).                                   |
| To restore and conserve priority areas   | To develop areas affected by the conflict; to     |
| To restore and conserve priority areas   | restore and conserve priority areas in the        |
|  | strategic ecoregions, promoting and fostering     |
|  | sustainable regional and sectoral development,    |
|  | in the context of the construction of the peace   |
|  | (02).   |
|  | Incorporate affected zones into markets (PP)      |
| To provide access to land                | To provide access to land for peasants with       |
| To provide access to land                | scarce resources (RP).                            |
|  | To increase access to land for small peasant and  |
|  | to ensure property rights (14, RP).               |
|  | To regulate the occupation and use of barren      |
|  | lands giving acquisition priority to scarce       |
|  | resource peasants (18)                            |
| To ensure a sustainable use of resources | The rational use rural soil (LP); sustainable use |
| To ensure a sustainable use of resources | of natural resources (02, 06, LP and EP); an      |
|  | adequate use of resources, To seek the order of   |
|  | productive activities that imply the proper use   |
|  | of soil and water resources for productive        |
|  | purposes (10).                                    |
|  | To ensure efficient soil use; sustainable use of  |
|  |   |
|  | natural capital (14).                             |
|  | Foster the proper utilisation of water and rural  |
|  | land; to conserve the productive capacity of      |
|  | natural resources and the prevention of           |
|  | negative environmental and cultural impacts       |
|  | (RP).   |

|   | To achieve a rational use of urban and minal!  |
|---|--|
|   | To achieve a rational use of urban and rural soil;   |
|   | to promote and facilitate the sustainable use of   |
| T   | natural resources and biological diversity (LP)  |
| To promote a comprehensive development                    | To promote regional economic dynamism, and   |
|   | To strengthenen local management modes (10).   |
| To achieve gender equity                                  | To achieve equity between men and women (94).  |
|   | To provide equal access to labour markets, to public services, and participation for women and to eradicate gender violence (10).  |
| To achieve the integration of the conflict victims        | To achieve economic and social reestablishment of the victims of the conflict (10). Several objectives (PP).   |
| To promote peasants' equity and inclusion                 | To ease peasants and indigenous access to economic opportunities and social services (94). To increase access to land for small peasant and to ensure property rights; to ensure peasant's productive inclusion (14). To support the economic, social, and cultural improvement of rural populations and its participation in the agrarian reform (18).  |
| To achieve peace or democratic security                   | National defence, security, and citizen collaboration (18).  To seek and conserve peace; and national reconciliation, solidarity, tolerance, and respect for human rights (98).  To strengthenen coexistence and values (02).  Demobilisation, disarm, and reintegration (PP).   |
| To achieve social development                             | To raise the life expectancy of the rural population (RP).   |
| To achieve of general improvement of the rural population | Inclusion, both social and productive, of all rural inhabitants (RP).  |
| Citizen participation                                     | Institutional participation and efficiency (90). Institutional development (through decentralisation, participation, and efficiency); just and dignified political participation; guarantee the full exercise of rights and duties, citizen participation, peaceful coexistence, and the validity of a just order; to achieve decentralisation, citizen participation, and improvement of public management (94). Evaluation, participation, merits, and efficiency as pillars for "a good govern" (98). To develop depressed and conflict zones (citizen participation, institutions trust) (06). |
| Institutional development                                 | Institutional development (through decentralisation, participation, and efficiency) (94).  |

#### Appendix 4. Matrix of objectives coherence.



# Appendix 5. Examples of descriptors for socioeconomic paradigms and dominant ideas of progress.

#### NDP, "Change to build peace" (1998-2002).

Examples of descriptors for socioeconomic paradigms and dominant ideas of progress.

... and achieve sustainable economic growth with social cohesion.

Knowledge and, therefore, scientific and technological development is the most important factor in growth.

The country is no longer satisfied with growth rates of 4% or 5% per year...

- $\dots$  The ideas of sustainability and social cohesion ( $\dots$ ) are as or more important than the idea of growth that they accompany.
- ... peace generates positive effects on growth and poverty reduction through its impact on the formation and consolidation of the physical, human, natural and social capital of the country. Climate change represents a challenge to maintain and raise productivity...
- ... continuing adding to the physical capital stock of an economy, without improving the efficiency in its use, it ends up exhausting its marginal productivity and, therefore, growth.

The competitiveness of the country's productive sector crucially depends on the competitiveness, productivity, coverage and quality of the education and science and technology systems.

The improvement of the national transportation system will seek to place the country in better competitive conditions in the global economy.

In the educational field, total coverage will be the result of a combination of efficiency improvements...

In health, achieving full coverage depends on two elements: that the system is financially viable and that its efficiency is substantially improved.

An ineffective and inefficient justice is the inequality factor that most discriminates economically and socially.

- ... Make efficient use of resources...
- ... widespread access to culture, science, technology...
- ... a national science and technology system, conceived as a strategy to place Colombia in a position to defend and preserve its sovereignty in this new phase of the world market...

The improvement of the welfare conditions of the population, greater equity in the distribution of income, the creative and competitive insertion of the Colombian productive sector in the global world of the 21st century within a framework of preservation of the environment are purposes that require an explicit science and technology policy.

Production for the world market requires placing great emphasis on the need to develop the fields of education, science and technology.

- ... A concept of development that is concerned with jointly dealing with the accumulation of natural, physical, human and social capital contributes to eliminating the dichotomy between economic development and the preservation of the environment or social development. (...) It has been proven that the process of economic growth does not necessarily have to be a predatory process of the environment.
- $\dots$  Only through a decided strengthening of human capital is it possible to contribute to improving the prevailing inequality and poverty conditions in the country.
- ... Take Colombia on a path of prosperity, equity and peace.
- ... the program must be clearly transmitted, and its effects explained, since, although it must improve social welfare in the medium term, it may mean short-term costs that must be known and anticipated by economic agents.

#### NDP, "Community state: development for all" (2006-2010).

Examples of descriptors for socioeconomic paradigms and dominant ideas of progress.

This Plan maintains that the private sector has a central role in growth.

... the State is perceived as a promoter of economic growth, defender of the environment and guarantor of social cohesion and equity (...) alike.

In a very general way, two questions determine the architecture of the Plan; the first, how to ensure that the rate of economic growth achieved today is sustainable over time; and, second, how to guarantee that the economic resources generated by greater growth effectively finance (...) greater economic, social, environmental and political development.

The purpose of growth of more than 5% per year.

... A fundamental premise of this plan is that economic growth is a precondition for overcoming poverty.

Production growth is the initial source of higher income and employment in the rural sector. The growth and development of the rural sector depend on the possibility of accessing (...) new markets, especially at the international level.

Consistent with the above, sustainable development must be forged in order to guarantee adequate and safe conditions of quality of life for the inhabitants and conditions conducive to economic growth.

In accordance with (...) the generation of scientific, technological and innovation knowledge around the sustainable use of biodiversity and genetic resources will be strengthened, as well as processes of productive and technological development, according to the needs of the productive sectors of markets green.

One more effect of environmental degradation is represented in air pollution (...), which is mainly concerned with the harmful effects on health, well-being, and productivity ...

Competitiveness is achieved through two major transformations: the development of human capital and physical capital.

Colombian regions must become aware of the potential of ICT for development, competitiveness, and poverty reduction.

The transfer nodes (...) establish a fundamental tool for the country's competitiveness.

The Development Plan must assign scarce resources to priority objectives, with rules that make social results more efficient and equitable.

- ... A good road network and an efficient massive public transport system facilitate the access of the poor population to the labour market and social services, improving their standard of living. ... Increase the efficiency of social spending...
- Infrastructure has a direct impact on growth, the efficiency of the productive sector, and social development...

Transportation systems (...) the quality and efficiency of these services are essential for the country's competitiveness...

- ... Promote the improvement of productivity and production efficiency...
- Guiding principles and criteria of Environmental Management (...) Efficiency...

Create spaces for debate, where the relevant social, academic, economic, and political groups can participate in political decisions in which science and technology play a leading role...

- A policy aimed at high and sustained economic growth: the condition for development with equity (...) with criteria framed within the Internal Agenda: Development in science, technology, and innovation, with business strengthening, especially in the agricultural sector and within the framework entrepreneurship and competitiveness; with emphasis on the formation of human capital (...) with growth in infrastructure, especially in transport, energy supply, and communication technologies, and an institutional and political framework that is conducive to growth...
- ... provide the right environment for sustainable growth, including the notion of environmental sustainability that guarantees that growth does not undermine our natural heritage, the present, and future productive base of the Nation.
- ... economic growth [sic] and environmentally sustainable ...
- ... Accelerated growth should be encouraged, made sustainable over time and environmentally sustainable, and simultaneously, overcome poverty and build equity.
- ... An efficient infrastructure that allows the markets to be energized and the productive, environmental, and cultural complementarities between cities strengthened.

The Plan has a vocation: vigorous economic growth, with a long-term horizon, and speedy construction of equity.

There is no contradiction between the social thesis of overcoming poverty and building equity and the economic thesis that the country is attractive to investors.

Conditions must be built to foster investor confidence for the sustained and vigorous growth of the economy and, at the same time, to overcome poverty and improve conditions of equity. New theories on this topic state that the existence of greater equity in income distribution allows people with fewer resources to have access to greater possibilities of accumulation of human and physical capital. This results in new sources of long-term growth from investment...

- ... A Development Plan is the search for an adequate balance between objectives and limitations, always with an eye on trying to increase the well-being of the population.
- ... 'An economy that guarantees a higher level of well-being'...
- ... Proposes to overcome the traditional trade-off between growth and well-being and, consequently, persist in a vision of growth as a fundamental tool to promote equity. Although health is constitutive of life and well-being, it can also be seen as the basis of the economic productivity of the individual and society.
- ... How education influences people's well-being by increasing their capacities to contribute and take advantage of development opportunities.

The State recognizes that the multiple strategic functions that biodiversity performs are essential to generate well-being, growth, and development...

#### NDP, "Prosperity for all" (2010-2014).

Examples of descriptors for socioeconomic paradigms and dominant ideas of progress.

Sustained growth based on a more competitive, more productive and innovative economy, and with dynamic sectors that mark growth.

... the axes of the PND: sustainable growth, social development, and equal opportunities and good governance.

Although economic growth is not a guarantee to achieve the objectives of social progress or the reduction of poverty and inequality, it is a fundamental requirement to achieve them. Colombia needs to guarantee a potential growth rate of 6 per cent or more in a sustained and socially and environmentally sustainable manner.

Innovation is the optimal mechanism to guarantee a country's competitiveness in the long term and to ensure that economic growth is sustainable.

The growth locomotive of the agricultural sector will accelerate the sustainable development of the country, will contribute to the reduction of regional imbalances, and will generate economic and social linkages.

In order to achieve sustained growth in the sector, efforts will be made to expand and diversify the target markets for agricultural and fisheries production.

... looking for inter and intragenerational equity; that is, to promote growth that improves the quality of life of the population without significant detriment to its environmental quality and seek sustainable development for the benefit of current and future generations.

The need for a more significant insertion in world trade in order to increase the growth of the economy requires increasing competitiveness and productivity, which necessitates the adoption of complementary policies in innovation and education...

'Productivity is not everything, but, in the long term, it is almost everything. The ability of a country to improve its standard of living over time depends almost exclusively on its ability to increase its output per worker' (Krugman 1997).

... The chemical substances used in the production processes cause contamination of water, air, and food, generating significant risks for public health, productivity, and ecosystems.

It is also crucial for the competitiveness of companies that transport and logistics services are of quality and comply with international standards.

... ICTs are a vital factor in the development of the country's productive sectors and have a direct impact on competitiveness.

Competitiveness is the fundamental determinant of the growth and development model of the sector, insofar as it is the viability condition of the products in the market.

- ... Its conservation (biodiversity) is a priority, in order to ensure the growth and competitiveness of the tourism, infrastructure, agricultural and mining sectors, as well as the well-being of current and future generations.
- ... If we continue with a path of economic growth with low carbon emissions, in addition to the global benefits in the face of a reduction in GHG, we could take advantage of financing opportunities and incentives that would enhance the country's development priorities and not put at risk the competitiveness of the Colombian sectors in the face of a global economy influenced by carbon-intensity standards.

The national government, through the Ministry of ICT (...) will promote the optimal use of scarce resources in order to generate competition, quality, and efficiency, for the benefit of users.

- ... Evaluate the economic efficiency of regulations...
- ... the national government policy regarding the use of different energy sources is developed under criteria of reliability, efficiency, and diversification...

The dream of a country with a thriving, socially, and environmentally responsible companies that conquer international markets with goods and services of high added value and innovation. We need a society for which environmental sustainability is a priority and a practice as an essential element of well-being and as a principle of equity with future generations. Likewise, we need a State that advocates sustainable development, and that precedes and prepares society to face the consequences of climate change.

 $\dots$  The development of the mining-energy sectors comes with an enormous responsibility for environmental management.

Economic growth should accelerate technological changes in the production sectors so that their efficiency is improved to minimize environmental deterioration. This (...) will contribute to solving the problems of poverty, equity, and security.

It is necessary, for our well-being and as a responsibility with future generations, to make the productive agenda and the environmental agenda compatible, and to harmonize productive development with the preservation of the environment.

New sectors based on innovation will allow the development of productive transformation, social welfare, and greater economic growth.

Economic growth is not an end in itself but means of reaching a society with well-being and equal opportunities for all.

A healthy, educated, working, and peaceful population is a more productive and well-being population.

#### NDP, "Everyone for a new country" (2014-2018).

Examples of descriptors for socioeconomic paradigms and dominant ideas of progress.

Strategic competitiveness and infrastructure are necessary to promote economic growth and human development that result from greater integration and connectivity between the territories and the nation.

Transport infrastructure is one of the main pillars of competitiveness and constitutes one of the engines of economic growth and social development.

The mining-energy sector will continue to be one of the engines of development of the country through its contribution to economic growth, the productive apparatus, rural employment, and private investment.

Green and climate compatible growth contribute to the competitiveness of the sectors. A development model with a commitment to green growth represents for Colombia the opportunity to carry out production processes with greater efficiency in the use of resources, fewer impacts on the environment, and greater resilience in the face of a changing climate.

Only under the understanding of the close relationship between loss of natural capital and well-being, will we achieve that environmental sustainability is an objective of the sectors and territories, which promotes growth, innovation and technology, social inclusion, productivity, and the country's competitiveness.

The country's economic growth does not necessarily lead to reducing its vulnerability to disasters.

- ... Adoption of management technologies to improve productivity.
- ... A more competitive country is one that reduces its transaction costs, eliminates market access barriers, brings citizens closer to State services, and improves connectivity, facilitating the exchange of information, goods, and services that lead to mobility and social prosperity.
- ... Generating capacities in companies on the efficient use of resources, the characterization of consumption, and the construction and implementation of portfolios for low-carbon development seeks to improve the sustainable efficiency of the productive sector.
- ... improve the environmental performance of production processes through the efficient use of natural resources, energy efficiency, and low-carbon development...
- ... Transformation of the economy towards low carbon and climate-resilient development.
- $\dots$  Implementation of transport systems ( $\dots$ ) under considerations of environmental efficiency and safety. $\dots$
- $\dots$  the necessary actions will be taken to improve the levels of efficiency and quality of ICT services
- $\dots$  The criterion of efficiency in the use of public resources and the deepening of market instruments that guarantee their adequate allocation will prevail.
- ... As well as the application of energy efficiency strategies.
- .. Promote the coordination and efficiency of the supply of social goods and services...

The provision of sectoral public goods and services enables the sustained improvement of the competitiveness of the agricultural sector and its entrepreneurs, allowing greater efficiency in production systems and ensuring that agricultural activities are in effect an engine of economic growth and a source of wealth for agricultural producers.

- ... improve the environmental performance of production processes through the efficient use of natural resources, energy efficiency, and low-carbon development, which is represented in economic, social, and environmental benefits.
- ... Enhance the contribution of science, technology, and innovation (CTI) in the development of business initiatives...

Competitiveness is the result of the interaction of multiple factors (...) such as infrastructure, human resources, science and technology, institutions, macroeconomic environment, and productivity'.

- ... Through the application of science and technology to improve the productivity and competitiveness of the regions.
- ... Strong and environmentally sustainable economic growth is the basis that enables the country's social goals to be achieved, especially those of peace, equity, and education. Peace, equity, and education form a virtuous circle.

Green growth, by definition bets on equity...

The social and productive ordering of the territory aims to create the conditions that allow agricultural producers to take advantage of the land as a productive factor that contributes to the generation of wealth, socioeconomic stabilization, increased sectoral competitiveness, and the improvement of their well-being...

Green growth is an approach that aims at sustainable development that guarantees the economic and social well-being of the population in the long term...

#### NDP, "The pact for Colombia, the pact for equity" (2018-2022).

Examples of descriptors for socioeconomic paradigms and dominant ideas of progress.

- ... long-term growth is an essential condition for achieving our goals in social equity...
- ... technological change, innovation, environmental sustainability, and productivity that emerge from companies, in all their stages and sectors, are a decisive factor in accelerating growth in low and medium-level countries of development such as Colombia.

Economic growth will be enhanced with the activation of an environment that is favourable to the creation and consolidation of a formal, robust, and competitive business industry.

Poverty is the accumulation of deprivation. Overcoming it requires economic growth...

The CTeI is at the base of productivity, growth, sustainability, well-being, and coexistence. Information and communication technologies (ICT) (...) contribute to the country's competitiveness and economic growth.

- ... the economic recovery strategy is based (...) as a last consequence the increase in productivity. The productive transformation (...) which will allow us to reduce our dependence on hydrocarbons, must come hand in hand with a profound digital transformation and the provision of public goods for the productive sector, under the principle of 'conclude, conclude and conclude' the strategic infrastructure and transport projects, to achieve effective impacts on the country's competitiveness.
- ... The reduction of environmental impacts and the mitigation of climate change (...) is achieved through the efficient use of natural resources, raw materials, and energy, with circular economy schemes based on science, innovation and the adoption of technologies that allow the development of new business models and production chains that increase competitiveness...

With modernization, diversification, greater competitiveness, and an integrated vision of the planning of all resources, the sector will give access to energy in the quality and quantity required by users with efficient management of resources...

Energy security means for Colombia, an unrepeatable opportunity To strengthen national competitiveness and promotes regional development and other sectors.

The development and consolidation of the creative sectors will contribute to job creation and added value, productive transformation, increased competitiveness, exports, and the attraction of foreign direct investment, among others.

- ... Promote the efficient use of resources and the conversion of activities towards clean, low-carbon processes...
- ... That promote low carbon and climate-resilient investments.
- ... Focus the efforts decisively on sustainable, disaster-resilient, low-carbon, and climate-change-friendly development.

The Sustainability Pact recognizes the importance of implementing production models that generate development and economic growth, but that is sustainable, 'low carbon and resilient to

disasters and climate change'.

... The pact for mining and energy resources has the opportunity to contribute to the country having a diversified energy matrix, environmentally sustainable, and incorporating more and more renewable and non-polluting energy sources to achieve the goal of universal coverage of quality energy with a lower carbon footprint.

Thus, the conditions of access, the quality and the efficiency of the microcredit offer will be studied and monitored, as well as the regulatory and operational implications of the application of new technological innovations.

- ... And improve the efficiency of spending on these programs.
- $\dots$  Reallocates factors of production towards sectors that use them more efficiently and have comparative advantages.
- ... In such a way that it is possible to achieve greater efficiency and quality in the provision of social services.
- ... To increase energy efficiency in the country.
- ... we must invest more in science, technology, and innovation (CTeI), while improving the efficiency of this investment.
- ... The development of financial instruments that incentivize activities that contribute to the reduction of greenhouse emissions, the efficient use of water and soil, and the reduction of environmental impacts derived from agricultural production are required.

The virtuous circle of legality and entrepreneurship closes with equity...

The Pact for Colombia, Pact for Equity is the proposal to unite Colombia in an agenda of policies and reforms that will allow us to achieve a more productive and equitable country.

More equity of opportunity...

Likewise, to achieve equity, progress will be made in reducing inefficiency in the provision of services throughout the territory...

Colombia needs to develop its productive potential so that entrepreneurs and the private sector are the protagonists of job creation and well-being for millions of Colombians both in urban as well as rural areas.

It seeks to achieve a Colombia with more well-being, with less inequality of results and with more equality of opportunities...

More well-being means higher incomes and better living conditions for the entire population, achieved based on legality and through job creation, formalization, and strong business industry. The positive impact of ICT on the economy and well-being is well known.

Energy, water, and sanitation services are at the base of the increase in the productivity and well-being of individuals.

... intersectoral strategic agendas as a mechanism for coordination, dialogue and permanent joint work between the environmental sector and the other productive sectors, which strengthen environmental regulation and the transformation of these sectors within the framework of green growth...

Land productivity and performance of the agricultural sector measured through green growth indicators...

#### Rural development policy

Examples of descriptors for socioeconomic paradigms and dominant ideas of progress.

In this sense, each of the proposed strategies must allow the social and productive inclusion of the rural population, and a growth pattern that is competitive and environmentally sustainable. Although greenhouse gas emissions should not be the priority or a bottleneck for the development of rural activities, the country should be responsible for generating low-carbon economic growth paths, especially due to synergies with adaptation and the possibility to finance projects with international resources. Therefore, a comprehensive vision of development compatible with the climate and green growth must be proposed.

Cleaner production and green markets are the priority programs to fulfil the objective of contributing to the environmental sustainability of the sectors.

- $\dots$  That allow to increase competitiveness and close the exclusion gaps of the rural population.
- ... so that education translates into higher income, productivity and competitiveness.
- ... Both the inclusion and competitiveness strategies must be environmentally sustainable, and ecological heritage must be viewed as a productive strength.

Productive inclusion projects (...) based on participatory analysis of the vocation and competitiveness of the territories.

The obsession of competitiveness policy must, therefore, be the provision of public goods. Policies to support productive development must be aimed at the provision of public goods (in

particular, innovation, science and technology programs, adequate infrastructure and legal protection) and an appropriate economic policy...

The study and knowledge of biodiversity should be a priority of the national science and technology system, and the link should be made with the development of commercial applications: Economic development must, in turn, guarantee the protection of the environment, in particular water, soils and biodiversity, as constitutive and fundamental elements for the development of rural activities.

... Must be done without prejudice to the fact that the land can be used for environmental protection and conservation, purposes that must be promoted in areas important for the conservation of the ecological heritage and enjoy tax incentives and, in specific cases, payments for environmental services.

Colombia should not close the doors to investment in land, but it should be monitored to develop dynamic, productive activities with social and environmental responsibility.

... The competitive advantages and natural resources of each territory should be exploited based on appropriate scientific and technological knowledge compatible with its ecological conditions, as well as creating mechanisms that incentivize and remunerate the protection and conservation of ecosystems, and pay special attention to environmental health problems.

Environmental protection is an essential public good for rural development and, therefore, must be a permanent obsession of the State.

Having a healthy environment and clean water for consumption must be valued above any productive development...

... the need to place equity at the centre of rural development policies...

Furthermore, for reasons of intergenerational equity, the rate of extraction of non-renewable natural resources must guarantee the well-being not only of the current generation but also of future ones.

- $\dots$  Encouraging the private sector to replicate the local contracting model with equity criteria
- ... State contracting must incorporate (...) social and economic inclusion within its aims, and equity and solidarity within its principles.
- ... the planned extraction rates must be optimized with a sustainability perspective that softens income and generates intergenerational equity above maximizing the extraction rate with goals only in economic matters.

#### Peace policy

Examples of descriptors for socioeconomic paradigms and dominant ideas of progress.

'It will create mechanisms for concertation and social dialogue (...) in order to generate formal spaces for dialogue between actors with diverse interests, which will allow promoting a common development agenda, oriented towards socio-environmental sustainability, the well-being of rural residents and economic growth with equity'.

Integrality: ensures productivity, through programs that accompany effective access to land, with innovation, science and technology, technical assistance, credit, irrigation and marketing, and with other means of production that add value. It also ensures opportunities for "Buen Vivir" derived from access to public goods such as health, housing, education, infrastructure and connectivity and from measures to guarantee healthy, adequate and sustainable food for the entire population. The participation of the business sector in the implementation of the agreements will be promoted to help guarantee productivity, access to markets and in general, the sustainability of the projects contemplated, among others, in the Comprehensive Rural Reform, the National Comprehensive Program for the Replacement of Crops and plans for reincorporation into civilian life.

... the integral development of the field depends on an adequate balance between the different forms of existing production -family agriculture, agro-industry, tourism, commercial-scale agriculture-; of competitiveness and the need to promote and encourage investment in the field with a business vision and productive purposes as a condition for its development, and promotion and promotion, in conditions of equity...

The resources of the PNIS will be used in accordance with the provisions of the immediate attention plans and the comprehensive municipal and community replacement and alternative development plans and will seek to guarantee efficiency, effectiveness and timeliness in their execution. The territorial approach of the Agreement supposes to recognize and take into account the needs, characteristics and economic, cultural and social particularities of the territories and communities, guaranteeing socio-environmental sustainability; and seek to implement the different measures in a comprehensive and coordinated manner, with the active participation of citizens.

- ... The new vision of a Colombia in peace allows us to achieve a sustainable society, united in diversity, founded not only on the cult of human rights but on mutual tolerance, on the protection of the environment, on respect for nature...
- ... The transformation of rural reality with equity, equality and democracy.
- ... It is an essential goal of national reconciliation to build a new paradigm of territorial development and well-being for the benefit of broad sectors of the population, hitherto the victim of exclusion and despair...
- ... National plans financed and promoted by the State should be established for integral rural development for the provision of public goods and services such as education, health, recreation, infrastructure, technical assistance, food and nutrition, among others, that provide well-being and "buen vivir" to the rural population girls, boys, men and women.

#### Environmental policy

Examples of descriptors for socioeconomic paradigms and dominant ideas of progress.

The need to achieve economic and social development goals requires a sustained level of economic growth.

The presence of negative adjusted net savings for several years in a row suggests that economic growth is probably unsustainable from an environmental point of view because total wealth is being depleted.

Increasing resource efficiency is essential for growth and reducing emissions.

Stimulating innovation (...) can lead to growth and reduced emissions.

... Consolidate a new vision of growth that promotes national competitiveness, but at the same time protects and ensures the sustainable use of natural resources and guarantees the well-being of the Colombian population: green growth.

Green growth is a response to the challenges and opportunities experienced by the country's economic growth.

- ... The need to promote and drive green growth in Colombia is evident not only from the perspective of generating wealth and well-being but also as a strategy to consolidate more efficient, modern, and low-carbon processes.
- ... indicates the association of the climatic variables (...) deterioration of mental health (affecting labour productivity, among others) ...
- ... 'productivity in land use will determine whether the world is capable of feeding a population' ... There is an enormous opportunity to promote the growth of the sector and great potential to improve the efficiency and productivity of livestock farming, which would allow meeting growth objectives and improving competitiveness while freeing up areas for more productive agriculture, reducing pressure on natural forests and water, and reduce soil degradation and GHG emissions. Policies (...) should be aimed at improving the capacity of agricultural producers to adapt to climate change and improve the productivity of farms, restoring degraded areas and conserving existing ecosystems

Economic growth objectives require thinking in terms of city systems that promote productivity growth and specialization, but these must be reconciled with environmental policy and climate change objectives.

It is in the interest of the National Climate Change Policy to identify those processes that increase urban productivity associated with more efficient use of resources and lower emission of GHG. Likewise, it will be critical (...) to develop a wealth of information for the analysis of the relationships between all these systems (economy-population-ecosystems-climate) (...) to build a path of development that is more resilient and low in carbon and that, besides, complies with development, quality of life and competitiveness objectives.

- ... Tending towards 'sustainable economic development, for competitiveness and the reduction of vulnerabilities facing the impacts of climate change...
- ... The green growth policy promotes decoupling economic growth from the increase in greenhouse gas emissions that cause climate change through measures that improve the efficiency and competitiveness of the sectors.
- ... Climate change management aimed at influencing development management (...) to contribute to moving towards a path of low carbon and climate-resilient development.
- ... The National Climate Change Policy will promote climate change management that, if effective, will translate into low-carbon, climate-resilient development management.
- ... mitigation provides global, but also local, benefits in a perspective that a low carbon economy becomes more competitive.
- ... The effectiveness of a climate change policy aimed at promoting a society that chooses a path of low-carbon and climate-resilient growth will depend on its ability to identify economic and climate

alternatives based on efficiency in the use of resources, the promotion and development of low-carbon infrastructure and innovation, taking priority of the economic systems with the most excellent opportunity and impact (cities, rural areas and the mining-energy system), and strategic ecological systems to sustain development...

- ... A path of climate-resilient and low-carbon development that reduces the risks of climate change and allows us to take advantage of the opportunities that climate change generates.
- ... Make the country carbon neutral.

Create enabling science, technology, information and innovation conditions necessary to move forward on a path of climate-resilient, low-carbon development.

- ... Of development alternatives that allow progress towards a path of low carbon and climate-resilient development.
- ... Low carbon rural development...
- ... Establishes the instruments for (...) energy efficiency...
- ... And move towards growth resilient to disasters and climate change. The preceding, leveraged in the strengthening of science, technology and innovation and the harmonization of economic instruments.
- 'Contribute to productive development and the solution of the country's social challenges through science, technology and innovation.'
- ... Climate change education initiatives, as well as related science and technology programs, should also be designed to be articulated with mitigation and adaptation processes.
- ... the Friendly and Sustainable Cities for Equity strategy seeks to contribute to (...) 'Making cities and human settlements inclusive, safe, resilient and sustainable'.

The typology of (economic) instruments that are prioritized and their scope will be consistent with the economic, social, environmental and institutional dynamics of the country and will have, as guiding principles, efficiency, equity, justice and legality.

- ... Promote the transformation of development for adaptation to climate change with criteria of competitiveness, sustainability and equity.
- ... Risk management is understood as the social process oriented towards knowledge, risk reduction and disaster management, with the explicit purpose of contributing to people's safety, well-being, quality of life and sustainable development.
- ... The development of the national economy and social welfare faces environmental challenges associated with the behaviour of the climate and events of hydrometeorological origin that generate losses for society.

The ultimate goal of the National Climate Change Policy (...), as well as allowing the country to take advantage of the opportunities that climate change generates, is to contribute to improving the quality of life and well-being of the population.

#### Social policy

Examples of descriptors for socioeconomic paradigms and dominant ideas of progress.

The UNDFF integrates the three dimensions of sustainable development - economic growth, social inclusion, and environmental protection.

Supporting the complexity and multidimensionality of family farmers can carry the promise of promoting endogenous growth and preserving the diversity of ecosystems, genetic resources, culture, and life.

Family farmers can implement resilient and highly productive agricultural practices that create income generation opportunities.

Today, food production and consumption have shifted from culturally and socially embedded systems and are disconnected from local ecological and social dimensions.

Their practices of production, consumption, and social and cultural reproduction are firmly embedded in the local communities and territories where family farmers interact, combine, transform, and renew ecological, economic, and social resources.

Policies should support family farmers in reducing food loss and in managing natural resources sustainably and efficiently.

Family farmers can preserve biodiversity, environment, and culture.

They link past, present, and future, transmitting local and traditional knowledge, identity, cultural heritage and social values, and promote social equity and community well-being.

A world where diverse, healthy, and sustainable food and agricultural systems flourish, where resilient rural and urban communities enjoy a high quality of life in dignity, equity, free from hunger and poverty.

Improving family farmers 'well-being helps turn their potential into reality, making them agents of change who can contribute to achieving multiple SDGs.