

# **TRANSFORMING TERRITORIES PROGRAM (Latin America)**

## **FINAL TECHNICAL REPORT**

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## NETWORK OF THE PROGRAM PARTNERS

This document reports the results of the Transforming Territories Program – TTP, funded by the International Development Research Center -IDRC- and coordinated by Rimisp - Latin American Center for Rural Development. All the components of this program are implemented jointly with a network of institutional and individual partners including:

1. ACP
2. ART – Agencia de Renovación del Territorio, Colombia
3. BDS
4. IDB –Inter-American Development Bank
5. CADEP – Centro de Análisis y Difusión de la Economía Paraguaya, Paraguay
6. Cátedra de Dinámicas Territoriales, Universidad Iberoamericana, Mexico
7. CEEY - Centro de Estudios Espinosa Yglesias, México
8. CEDE – Centro de Estudios sobre Desarrollo Económico, Universidad de los Andes, Colombia
9. CIDER – Centro Interdisciplinario de Investigación sobre Desarrollo, Universidad de los Andes, Colombia
10. Colombia Joven
11. CONADI - Corporación Nacional de Desarrollo Indígena
12. CONICYT - Comisión Nacional de Investigación Científica y Tecnológica, Chile
13. CONGOPE – Consorcio de Gobiernos Provinciales del Ecuador
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24. FAO – Food and Agriculture Organization
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33. IDIES – Instituto de Investigaciones Económicas y Sociales, Guatemala
34. IFAD – International Fund for Agricultural Development
35. IICA – Instituto Interamericano de Cooperación para la Agricultura
36. INDAP – Instituto de Desarrollo Agropecuario, Chile
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38. ILSB - Instituto de Liderazgo Simone de Beauvoir, México
39. IPE – Instituto Peruano de Economía, Perú
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43. Ministerio de Medio Ambiente, Chile
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49. CER-UACH - Universidad Austral de Chile: Centro de Estudios Regionales, Chile
50. UN Women
51. UNDP – United Nations Development Program
52. Pontificia Universidad Católica de Chile
53. PROSPERA – Programa de Inclusión Social, Mexico
54. RAPE – Región Administrativa y de Planeación Especial de la Región Central, Mexico
55. Red Nacional de Jóvenes Rurales Emprendedores, Colombia
56. SAGARPA - Secretaría de Agricultura y Desarrollo Rural, México
57. SEDATU – Secretaría de Desarrollo Agrario, Territorial y Urbano, Mexico
58. TRIAS
59. Universidad de Chile, Área de Trabajo Social, Chile
60. European Union

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## 1. EXECUTIVE SUMMARY

The objective of the Transforming Territories Program –TTP– (February 2016 – February 2019) is to support policies and programs that originate greater opportunities and improve the well-being for approximately 900,000 women and men in rural-urban territories in Chile, Colombia, and Mexico, by leveraging the interaction between urbanization patterns, agrifood system transformations, and changes in farm and non-farm employment.

These territorial dynamics are the three key elements of structural change that are occurring in middle-income economies, such as most Latin American countries. Their interaction has a spatial manifestation in the form of rural-urban linkages, that creates opportunities to generate inclusive growth and greater territorial cohesion in these territories. However, if there is no strong understanding of both dynamics and their interactions, and if public policies fail to respond adequately to the changes, those who are not able to overcome the challenges implied by them could be excluded. Therefore, policies and instruments must consider differential effects according to the location, initial endowments, gender, and ethnicity.

Consequently, the TTP aims to engage in policy dialog and policy support towards national governments to improve the design, implementation, and monitoring and evaluation of public policies; to test, document and communicate practical solutions to improve the effectiveness of territorial development programs; to produce knowledge that underpins policy engagement; and to carry out a number of critical organizational adaptations to be able to maximize Rimisp's capacity to influence large-scale change. These are the four specific objectives and correspond to the four components of the TTP Program.

During the last three years, the TTP achieved the expected progress in its four components: i) large-scale impacts, ii) practical solutions, iii) applied research, and iv) consolidation of Rimisp thanks to a solid network of policy and research partners.

In the first component, Large-Scale Impacts, the TTP achieved positive results on promoting new policies that include territorial heterogeneity in its design and implementation process, favor the territorial development, benefit marginalized groups such as women and indigenous people, and policies that recognize the spatially differentiated effects and the rural-urban territories as a space of policy intervention. Additionally, policymakers now have tools to focalize effectively the interventions on most lagged territories in terms of equal opportunities.

Thanks to the second component, Practical Solutions, now there is more evidence about how the differentiated targeting of public policies (policies that take into account territorial heterogeneity) can improve the potential effects of the policy not only on the territory but also at the national level, having important impacts on the reduction of poverty and on economic growth. The TTP also identified the challenges traditional impact evaluations methodologies face when evaluating territorial interventions and identified the methodological solutions offered by the available econometric tools. Additionally, working on the design of practical solutions to most common territorial development implementation ("how to") challenges, helped to build the hypothesis that the success of territorial development programs depends on their budgetary autonomy and on their ability to identify and invest in the territorial assets that yield the greatest collective benefits, and it helped to understand that policies are "live entities" that every stakeholder continuously creates and recreate through all the stages of the policy process.

Through the third component, Applied Research, the program has made a significant contribution to knowledge by, first, documenting the importance and distinctive character of rural-urban territories, contributing to the emerging literature on the “missing middle”; second, it has generated new data on the segment of the population living in rural-urban territories, which is usually conflated with either urban or rural areas; third, it has begun to shed light on the different role that place characteristics can play in the welfare outcomes of different groups.

Finally, Rimisp has strengthened its organizational capacity to increase its impact. Rimisp now counts with a Strategic Institutional Plan 2017-2022 that serves as the road map to address the challenges of the new organizational development phase of the institution. The organization has today a strengthened and more diversified funding model that expands Rimisp's sustainability into the future and it has had a successful transition to a new generation of well recognized leaders.

## 2. THE DEVELOPMENT PROBLEM

Territorial inequality means that the place where a person is born and raised has a significant impact on their living conditions and on opportunities. This is a result of an imbalanced spatial development characterized by a few dynamic territories with many territories lagging behind. This situation is not only ethically unacceptable from a fairness perspective, but it is also a barrier to development, since it generates territorial dynamics that threaten social peace and the sustainability of growth.

For instance, in Latin America, two thirds of the population live in areas that have not experienced economic growth over the last three decades and an additional 24% of the population live in areas where economic growth has not contributed to reducing poverty or inequality<sup>1</sup>. In fact, there still is a very clear difference between the poverty levels registered in rural and urban areas, being around 57% in rural areas compared to 29% in urban areas in Chile, Colombia and Mexico<sup>2</sup>.

The Transforming Territories Program (TTP) intends to contribute to the achievement of territorial cohesion, in other words, the condition whereby all the territories of a country can express their development potential and none of them is persistently marginalized. Thus, it aims to generate useful knowledge about how to promote and sustain socially-inclusive economic growth in the rural territories of Latin America and support the design and implementation of policies and programs to improve the opportunities and well-being of 900,000 rural-urban women and men. The strategy of the proposed program is based on leveraging the rural-urban linkages as an inclusive economic growth driver resulting from the interaction of the three key elements of territorial transformation: the transformation of agrifood systems, transformations in labor markets and changes in urbanization patterns.

The program structures its activities in four interrelated components. First, Large-Scale Impacts seeks to support the design of policies and programs intended to reduce territorial inequalities, address territorial conflicts, and include social groups enduring social exclusion processes (such as women, indigenous and African descent communities and rural youth). Likewise, it seeks to advocate for the public agenda in order to include intersectoral and rural-urban linkages.

Second, based on Rimisp's experience in providing technical assistance to various governments, the Practical Solutions component seeks to improve the design and implementation of policies. This,

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<sup>1</sup> Modrego, F. and J. Berdegué. 2015. A Large-Scale Mapping of Territorial Development Dynamics in Latin America. World Development Vol. 73. pp- 11-13.

<sup>2</sup> Ibidem

through qualitative and quantitative evidence provided by the design and implementation of ex-ante assessments, process assessments, and impact evaluations of public policies, and through the training of territorial actors and policymakers engaged in policies that contribute to territorial cohesion.

The third component relates to Applied Research and analyzes the importance of rural-urban territories, the transformation of agrifood systems, and the characteristics of the labor market. It examines the interactions and implications of these three factors on inclusive growth and territorial cohesion, which in turn produces evidence serving as input for the Large-Scale Impacts and Practical Solutions components.

Lastly, Rimisp's consolidation component intends to reach the full potential of the organization, which is achieved through the three previous components, and specifically by setting out a 5-year strategic plan (2017-2022) serving as the roadmap to address the challenges of a new phase of the organizational development.

Overall, the program has made a significant contribution to knowledge by, first, documenting the importance and distinctive character of rural-urban territories, contributing to the emerging literature on the "missing middle" (Christiaensen & Todo, 2016) that is, on the heterogeneity of urban areas and their implications for development outcomes, and the promising role of small and medium cities with strong functional links to rural areas. Second, it has generated new data on the segment of the population living in rural-urban territories, which is usually conflated with either urban or rural areas. The data has helped analyzing the heterogeneity of rural-urban territories and the relationship between place characteristics, development trajectories, and welfare outcomes. This analysis has important policy implications that we expect to continue developing over the following months as an input for Rimisp's policy influencing work. Third, it has begun to shed light on the different role that place characteristics can play in the welfare outcomes of different groups. For instance, the program showed that living in a territory with a trajectory of stagnation in terms of growth and reduction of poverty and inequality lowers parents' aspirations about the educational achievements of daughters more than sons; and living in a place with a trajectory of improvements in both economic dynamism and social inclusion has a significantly larger positive impact on labor market outcomes of women compared to men.

Now that this program has ended, there are some important reflections and changes to highlight. Regarding the territorial development concept, it has been promoted as a "process of productive and institutional transformation in a certain rural space, whose aim is to reduce rural poverty"<sup>3</sup>. This concept has been restrictive when addressing challenges such as social exclusion, social-territorial conflicts, and lagging territories since the current definition does not consider power asymmetries. Further, the issue of conflict fades out because that definition understands the territory as a space built socially and it could lead to consider lagging territories as unviable. This reflection is the basis for postulating that the normative vision of territorial development has to be refined. In the meantime, the territorial approach and the inclusion approach need to be considered together as essential analytical frameworks.

These reflections have led to the discussion of a new working agenda that is currently under construction. Correspondingly, five work strands have been defined: agrifood systems, gender and territory, youth and territory, socio-territorial conflicts, and inclusive institutions. These work strands

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<sup>3</sup> Schejtman, A and Berdegué, J, 2004. Rural Territorial Development.

show that Rimisp has moved forward from the question about the causes and policies to overcome rural poverty to the analysis of social exclusion, the social groups facing it, the power asymmetries and conflicts derived from this process, and the strategies to tackle them.

In fact, Rimisp's new proposal to IDRC focuses on rural young women and men and their significant challenges and constraints to participate in the processes of inclusive rural transformation. In particular, the proposal aims to generate new knowledge of how the interaction between individual and place characteristics can favor young people's engagement in agriculture and food production to improve food safety, and in natural resource management to contrast climate change, in six Latin American countries: México, El Salvador, Guatemala, Colombia, Perú and Chile.

On the other hand, the work achieved over the last three years has helped ratify the relevance of other postulates that were present since the approval of the program. For instance, the technical assistance provided to the governments under the large-scale impact component has endorsed the hypothesis which states that in order to achieve territorial cohesion it is appropriate to improve the design and implementation of all types of policies (sectorial, decentralization, and territorial development policies) instead of promoting the creation of new ones dealing with just one intervention field. Also, upon finding such a large heterogeneity in terms of dynamism and inclusion in the rural-urban territories, the research question on which are the conditions that allow rural-urban linkages to generate growth with inclusion is ratified, since there is evidence that these are not necessarily correlated to virtuous dynamics.

### **3. METHODOLOGY**

The components of the program are interacting elements in our strategy. The policy-engagement that is the immediate precursor of the support to large-scale development policies and programs, is informed by the generation of solid research results and innovative ideas. The high engagement in the design and implementation of public policies generates opportunities to learn about how to further support implementation and allow us to identify practical challenges and to foster a culture of monitoring and learning within public agencies. Additionally, the development of tools and guidelines to solve the most frequent implementation challenges gives us new research questions that allow us to revisit and update our research agendas.

In the following subsections we describe and discuss the motivation, the methods and analytical techniques, and the processes developed in each component of the program, which shows the interaction among them.

#### **Large Scale Impact**

The starting point of the process developed to achieve large-scale impact in terms of policy in the three countries where the program was implemented was the recognition that the main challenge to advance in territorial cohesion is to have a set of policies and instruments that recognize that the territorial problem is multidimensional and requires a new way of approaching it. First, it is not possible to solve the territorial gaps with spatially blind policies because these policies have no spatially neutral results. Second, some territorial characteristics can deepen the exclusion of some groups. Third, territorial conflicts limit the effectiveness of policies. And fourth, a design and implementation process that excludes territorial actors is less sustainable.

Public policies are government statements about what they intend to do in respect to a public matter.<sup>4</sup> It develops a process where there is a limited number of issues to focus on. To do so, alternatives to approach and solve the problem must be identified, among those alternatives one must be selected and finally, the chosen one is implemented.<sup>5</sup> Furthermore, it can be said that public policies are conceived as processes and actions that governments develop to attain a specific development objective.

Taking the aforementioned into account, it is important to recognize that Rimisp proposes the territorial approach as an analytic framework that facilitates the understanding of territorial problems from a more systemic perspective that considers individuals in their territorial context and as a part of a community. Therefore, the actions taken to solve those problems must consider that these elements are strongly correlated and are critical to the definition of the type of policy instruments.

After three years of implementation, we have i) an analytical framework for policies that support territorial cohesion, ii) a set of criteria that such policies should meet and iii) technical recommendations on where, when and how to design and implement this kind of policies.

The analytical framework for policies of territorial cohesion is based on the idea that all individuals, regardless of where they were born, live or work, must have equivalent opportunities. For that, we need a new set of instruments that both focalizes the sectoral policies territory-wise and recognizes the territorial heterogeneity. It should also promote decentralization and the capacity to tap into the potential of a territory and to develop productive assets.<sup>6</sup>

Based on this statement, a set of challenges emerged in terms of how these policies and instruments must be designed and implemented, that is, how to craft policies that are not spatially blind, and, in turn, how such policies can improve the welfare of the population. The above requires understanding which operational restrictions limit the success of sectoral policies.

For that, we propose a set of criteria that must be considered in the design and implementation process:

- The instruments should take into account the heterogeneity of the territory and recognize the territorial functionality throughout the allocation of the budget and the definition of where to intervene.
- The interventions require a multilevel structure that facilitates the coordination process at the sector and territorial level.
- Adequate financial resources must be assured, and their allocation should be as flexible as possible.
- Availability of mechanisms to manage the differences between territorial and national objectives and perspectives.
- Focalization mechanisms must not reproduce the institutions that exclude some groups or promote competition among territorial actors.

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<sup>4</sup> Birkland, T. A. (2015). An introduction to the policy process: Theories, concepts, and models of public policy making. Routledge.

<sup>5</sup> Kingdon, J. (1984). Agenda, Alternatives, and Public Policies. Boston: Little, Brown

<sup>6</sup> Berdegué, J. A., & Fernández, M. I. (Eds.). (2014). Nueva Agenda Regional RIMISP: Centro Latinoamericano para el Desarrollo Rural. Editorial Universitaria de Chile.

- The territorial agenda should represent the integrity of the territory in terms of civil society actors and of government levels.

In addition, considering that the government should be responsible for many of the interventions, it should provide the budget, the monitoring, and evaluation tools, so that, from the design of the policies, it can operate as smoothly as possible. In turn, this requires improving coordination at different levels. This implies, among other things, having an institutional architecture adaptable to territorial heterogeneity and ensuring that all actors in the territory participate in the decision-making process.

### Practical Solutions

In the region, there is a high political priority to design a new generation of development policies, which opened a development opportunity TTP sought to respond to. The support that Rimisp gives to the implementation of territorial development policies and programs (before TTP, and within the component of Large-Scale Impact of the Program), in close coordination with policy and program managers, gives us insights about the constraints that affect the day-to-day implementation and operations of these programs in the field. Furthermore, the analysis of a Rimisp project on “15 years of rural territorial development. How are we doing?” identified several implementation failures in a meta-analysis of over 40 territorial development projects, as well as an in-depth analysis of seven programs in five countries.

Thus, for a more efficient and effective implementation of a new generation of territorial development programs, policy makers need practical solutions to deal with the implementation challenges (“how to” challenges) that affect territorial development programs. The academic debate has made significant advances regarding the conceptual framework of territorial development. An increasing academic community agrees that regional inequalities are inhibitors of sustainable economic growth and catalysts of several socioeconomic and political perverse dynamics<sup>7</sup>, and that individual behavior is strongly affected by the context in which interactions take place rather than being only the result of individual differences.<sup>8</sup> However, there is still a significant lack of tools to inform the design and implementation of territorial development programs. The problem appears to be operational instead of conceptual.

Although there are numerous factors that can affect territorial development programs in each territory in each country (many of them being very case-specific), Rimisp identified four systematic constraints that can be found in many cases and across countries. First, the weak capacity to assess ex-ante net benefits of alternative interventions and operational design options, which force policy-makers to target territories and investments without any evidence about which is the “best aim”. Second, almost complete lack of impact evaluations of territorial development policies and programs, and thus, the absence of robust evidence about the changes that can be attributed to a territorial development intervention. Third, practical implementation challenges that appear in many territorial programs, which can imply the failure of an intervention regardless of the advantages of its conceptual design. Fourth, insufficient capacity from medium-level decision makers and managers who design or implement territorial development programs.

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<sup>7</sup> Rodríguez-Pose, A., & Wilkie, C. (2018). Strategies of gain and strategies of waste: What determines the success of development intervention? *Progress in Planning*.

<sup>8</sup> Ostrom, E. (2009). *Understanding institutional diversity*. Princeton university press.

These systematic challenges take specific forms in each territorial development policy or program, and the intent of this component was to develop practical and case-specific solutions to these challenges, and to be able to gradually compare, aggregate and synthesize them across specific programs and countries, to develop practical solutions over time that appear to hold in most circumstances.

To assess ex-ante the benefits of alternative options, we focused on Colombia and Mexico. In the case of Colombia, we choose the Project "Functional sub-regionalization for Territorial Investments" to quantify the potential effect of the interventions contained in the portfolio of public policy interventions defined as part of a component of the Project that were prioritized by the DNP. In the case of Mexico, we did not take an existing program, instead, we executed a broader study to identify key factors for attracting sectoral investment and estimate the benefits of location for dynamism and inclusion.

To design and perform the impact evaluation we choose one major territorial development program to estimate the improvements in the welfare of the beneficiaries that can be attributed to its territorial component. The program chosen was the initial version of the PDTI (version prior to the changes designed with Rimisp's support) in Chile. We also had the opportunity to evaluate the overall effectiveness of the development programs targeted to small family farms in Chile by INDAP. These evaluations challenged us to find innovative ways of dealing with the identification challenges of estimating the impact of a territorial intervention which, by definition, entails a complex web of spillovers and the impossibility of having a "pure" control group.

To contribute to the solution of practical implementation challenges that appear in many territorial programs, we identify those challenges while supporting some of the large-scale policies reported in the first component, and in each case, we developed tools and guidelines to deal with those challenges. To compare and synthesize them, we worked on a policy brief to identify some success factors that appear to hold in different contexts.

Finally, to build capacity related to the design and implementation of territorial development programs, we designed a syllabus including contents from ex-ante, impact, and process evaluation of territorial interventions. We also continued with the diploma-level courses offered in collaboration with FLACSO. With these initiatives, we continue building an informal social network of alumni that helps them stay in contact, exchange information and collaborate when possible, as their careers develop.

The work on these practical solutions gave us more evidence about how the differentiated targeting of public policies can improve the potential effects of the policy not only on the territory but also at the national level, and it also helped us build the hypothesis that the success of territorial development programs depends on their budgetary autonomy and on their ability to identify and invest in the territorial assets that yield the greatest collective benefits.

### **Applied Research**

The applied research component of the TTP was divided into four interrelated sub-components. Each sub-component has generated several research products. These research products have led and will continue to lead to a number of scientific articles published in major international journals, as well as to data sets that will be publicly available for non-commercial uses in the second semester of 2019. The four sub-components are: (1) The importance of rural-urban territories in contemporary LAC rural societies; (2) Agrifood systems and socially inclusive growth; (3) Labor markets and

socially inclusive growth; and (4) Interactions between rural-urban territories, agrifood systems and labor markets for socially inclusive growth.

The first sub-component developed a novel methodology combining census data on commuting flows with stable satellite night lights to update the identification of functional territories in Chile, Colombia and Mexico. It also developed a new methodology to identify functional territories using data on travel times instead of commuting flows and applied it to Guatemala and El Salvador. Statistical analysis was then used to perform in-depth characterization of rural-urban functional territories in the five countries, and econometric analysis building on a model adapted from Acemoglu and Robinson (2005) was used to study the role of various types of place characteristics on growth and inclusion trajectories of rural-urban territories.

This work was the basis for the design and implementation of the Territories and Wellbeing Household Survey (TWHS), which is comparable across Chile, Colombia and Mexico, and collects a wide range of information on about 12.000 households, representative of the population living in rural-urban territories in each country. The survey is representative also of the population living in the four types of rural-urban territories defined based on their trajectory of growth and inclusion, and of the rural and urban population living within each type of territory: growing and improving social inclusion; growing without improving social inclusion; improving social inclusion without growing; neither growing nor improving social inclusion. In Colombia, the household survey is also representative of the municipalities that were prioritized by the post-conflict policy initiatives. The survey combines the typical modules of living standard surveys with detailed information on the spatial distribution of household activities and livelihood strategies and an in-depth characterization of independent activities of household members. It also includes innovative modules on inter-generational mobility, psychosocial wellbeing, and a detailed module on social capital and on the relationship of the household with local and national institutions. In Colombia, a post conflict module was included to learn about the reincorporation of demobilized people and reconciliation, including the perception of the conditions of the demobilized people and the benefits of demobilization, the willingness to reconcile and to share daily activities with demobilized people, as well as respondents' victimization or the victimization of their acquaintances. The survey data and all their documentation will be made freely available to any interested party for non-commercial uses in the second semester of 2019.

The second sub-component analyzed agri-food systems using the TWHS and other survey data, including the INDAP baseline survey we collected as part of our work in the Practical Solutions component, as well as quantitative and qualitative data collected in a small number of functional territories covering the various steps of the agri-food system from producers to consumers. Statistical and econometric analysis has been used to identify the relationship between food-system characteristics and outcomes, and place characteristics, especially proximity to cities of different sizes. Gender differences in outcomes were also analyzed quantitatively.

The third sub-component used the TWHS data and descriptive analysis to carry out an in-depth characterization of labor markets in rural-urban areas. Econometric analysis was then applied to estimate the role of place characteristics on a range of labor outcomes including participation, informality and wage gaps, focusing on differences by gender and cohort.

In turn, the fourth sub-component used the TWHS data, and econometric and descriptive analysis, to examine how place characteristics and their evolution over time impact on various measures of individual wellbeing, including aspirations and inter-generational mobility, and on people's relationship with formal and informal institutions.

## 4. PROGRESS TOWARDS MILESTONES

Annex 1 reproduces the value chain of the ‘theory of change’ from the Program, which states the way the program was expected to achieve its development objectives through the links between the outputs and outcomes. In this section, the achievement of program outcomes (milestones) will be briefly described, while in section 5 more detail will be given.

### Milestones of the Large-Scale Impact component

The first component of the program sought to achieve two milestones. Milestone 1.1, which refers to large-scale policies and programs designed with the direct support of the program, was fully achieved. The Program supported seven large scale policies (Indigenous Territorial Development Program -PDTI- in Chile, Social Innovation Program for the Elimination of Poverty in Chile, Development Programs with Territorial Approach -PDET- in Colombia, Modern Territorial and Department Land Use Planning -Modern POT/POD- in Colombia, Functional Subregionalization for the Administrative Area and Special Planning in the Central Area -RAPE- in Colombia, Functional sub-regionalization for Territorial Investments in Colombia, and Pilot Program for Productive Territories -PPTP- in México) and the Empowerment of Indigenous Women Leaders in Chile, all implemented by government agencies and funded by national budgets. These policies will reach out to 13,137,971 people<sup>9</sup>.

Milestone 1.2 corresponds to a policy agenda with increased recognition that intersectoral and rural-urban linkages are keys to maximizing the pro-poor and gender-equitable effects of rural growth. In order to fully achieve this milestone, the program relied on the Rural Dialog Groups -GDR- and other strategies such as the participation in the Alliance for the rural governance in Latin America and the Caribbean (coordinated by FAO and the Institute of Political Science Hernan Echevarria -ICP- of Colombia), the participation in the Mining Fund and in the National Council for Land Use and Urban Planning in Mexico, an agreement with the Secretary of Agriculture and Rural Development - Sagarpa- in Mexico, the formation of an ad-hoc “Rural Agenda Group” in Mexico, a Proposal to the Mexican government for a strategy of economic inclusion to overcome rural poverty, and an Agreement with Universidad Austral of Chile.

### Milestones of the Practical Solutions component

The second component of the program, Practical Solutions, sought to achieve four milestones. Milestone 2.1 sets as an outcome the better understanding of the relative costs and benefits, and their differences across genders and ethnic groups, of alternative policy options for lagging territories. This outcome is related to the design and execution of ex-ante evaluations in Colombia and Mexico. In the case of Colombia, an ex-ante evaluation was designed to assess the set of activities that may become more relevant by subregional typology, and that enhance existing functional relationships in

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<sup>9</sup> This result includes 187,200 people who benefited from the PDTI, 100 from the Empowerment of Indigenous Women Leaders, 28,472 from the PPTP, 7,337,978 from the Modern POT/POD programs and 6,831,472 from the PDET. Out of these, 1,247,251 people live in municipalities focalized by the POT and also by the PDET. The 14,537,759 people from the Central RAPE departments are not included in these figures since there have not been any interventions based on the regionalization methodology implemented. A similar situation happens with the potential beneficiaries of the Functional sub-regionalization for Territorial Investments, and the 1,336,189 potential beneficiaries of the Program of Social Innovation, but as the program has not started its implementation, the figure is not included.

the territory. Exercises were performed on interventions such as improvement of productive infrastructure, implementation of a multipurpose cadaster, improvement of land-use planning; and redistribution and increase of resources from royalties. In Mexico, tools were developed to generate ex-ante estimates of the expected benefits resulting from territorial interventions (place-based policies), and they were applied to the assessment of territorial policies for attracting investment.

Milestone 2.2 is a better understanding of the potential impact of territorial development policies and programs, related to the design and implementation of impact evaluations. This milestone was pursued in Chile through a state of the art document on the existing methodological options for evaluating the impacts of a territorial development program, a base line of the 150,000 users of the National Agricultural Development Institute -INDAP-, the impact evaluation of the INDAP programs for nine outcome indicators at the household or farm level in the 2010-2015 period, and the impact evaluation of the PDTI, INDAP's program targeted to indigenous people, and which the program then contributed to redesign.

Milestone 2.3 is to promote a more efficient and effective implementation of territorial development programs. This was achieved through the analysis and implementation of different operative solutions to address the challenges that were found while Rimisp was supporting large-scale policies, during the operational evaluation of PDET, and during the provision of technical support to the Association of Municipalities of Laja Diguillin of the Ñuble Region in Chile. This entailed detecting some key questions and bottlenecks faced by different levels of policymakers, which shows Rimisp's willingness to further support processes by getting engaged in the implementation and operationalization of concepts and discussions that have been developed from its research agenda.

The last milestone of the second component of the program (milestone 2.4) is the greater human resource capacity for territorial development policy design and implementation. The strategy to achieve this milestone entailed the continuation of the Diploma for Territorial Cohesion for Development and the Diploma for Social Inclusion for Territorial Development that are conducted jointly with FLACSO Chile; the design of new content grouped in three modules, each one addressing every type of assessment performed during the TTP (ex-ante, operational and impact); and a new Master in Intercultural Approach, Development and Peace, jointly with a regional university in Colombia (*Instituto de Estudios Interculturales* from the *Universidad Javeriana*, in Cali) which seeks to develop technical, analytical and research skills of social leaders, private business representatives and policymakers working in territories.

### **Milestones of the Applied Research component**

The third component of the program, Applied Research, sought to achieve four milestones. Milestone 3.1, which refers to the better understanding of the importance, dynamics and development potential of rural-urban territories, was accomplished by first, updating for Chile, Colombia and Mexico the delimitation of functional territories identified in the Rural Territorial Dynamics project, combining the census information on commuting flows with satellite data on night lights. A methodology was also developed to delineate functional territories when there is no information on commuting, and that methodology was applied to the identification of functional territories in El Salvador and Guatemala. Second, the program built a dataset using secondary information, containing a wide range of data on territorial characteristics. These data were used to carry out an in-depth characterization of rural-urban functional territories in Chile, Colombia, Mexico, El Salvador and Guatemala. It was then used to conduct an econometric analysis of the place characteristics associated with long run macroeconomic dynamics of growth and inclusion in Chile, Colombia and Mexico. We prepared a

paper for each country and a comparative paper drawing on similarities and differences between the three countries. Additionally, in a complementary initiative, we analyzed the effect of proximity to medium and small cities in rural development in Mexico. Together, this work was the foundation of the main input for Milestones 3.2, 3.3 and 3.4: The Territories and Wellbeing Household Survey (TWHHS).

Milestone 3.2, that is, to improve the understanding of the transformation of agri-food systems and the role of rural-urban territories therein, seeks to characterize the agri-food systems in the rural-urban territories of Chile, Colombia and Mexico, and their changes over time. The strategy to achieve this objective was three-fold. First, we exploited the data collected by the Territories and Wellbeing Household Survey and carried out a comparative analysis of the joint behavior of consumers and producers in the three countries, investigating how the characteristics of the two extremes of the agri-food system vary with different degrees of urbanization. Second, we exploited the richness of the baseline survey of INDAP users in Chile, to conduct in-depth analysis of the production and sales behavior of small family farms, and how it varies with place characteristics. Third, we designed and implemented one case study per country, focused on understanding the relationship between the transformation of food systems and place characteristics, and including information on the intermediate steps of the food system.

In milestone 3.3, i.e. to improve the understanding of the characteristics and dynamics (including gender) of labor markets in rural-urban territories, Rimisp analyzed the characteristics of labor markets in the rural-urban territories of Chile, Colombia, and Mexico, using mainly the data from the TTP household survey. In particular, the analysis focused on the effect of the development trajectory of the territory on several labor market outcomes, including labor market inclusion, quality of employment, productive diversification, and wage gaps.

Milestone 3.4, meaning the improved understanding of the interactions between patterns of urbanization, agrifood system transformation and changes in labor markets, and their gender-specific distributional implications, was achieved through the construction of a narrative that allows to link some of the great rural transformations of Latin America with the results of inclusive growth of the territories and the welfare of the people, understood in a broad sense. Rimisp focused on three main dimensions of this narrative: First, institutions and social capital in the rural-urban territories of Chile, Colombia, and Mexico. This includes an analysis of the role of territory in the post-conflict and reconciliation in Colombia; a detailed analysis of the relationships between social and political institutions, trajectories of territorial development, and household welfare; and an analysis of women's social and political participation, and of the barriers they face in the context of rural-urban territories. Second, psychosocial well-being, aspirations and intergenerational mobility. In this case, Rimisp was interested in identifying how territorial characteristics, directly and indirectly, influence the formation of people's aspirations, intergenerational mobility, and overall subjective wellbeing.

### **Milestones of the Rimisp consolidation component**

The last component of the TTP is Rimisp consolidation, aimed at achieving a greater capacity of Rimisp to support long-term development. Among the initiatives that were developed to achieve it, we can highlight the approval, by the International Council, of the Institutional Strategic Plan 2017-2022 in August 2017, this being the result of the reflection and planning effort undertaken during 2016 and early 2017. We also highlight the change in work plans of the team from individual use to an instrument aligned with the strategic objectives of the institution; the creation in January 2018 of the Coordination of Extension Services that promotes training processes through diploma courses (certification programs) and other courses to make the theoretical and practical knowledge of Rimisp

available to various stakeholders throughout Latin America; the design of a theory of change about policy dialogue as a model of action to generate changes in actors, policy processes and public policies; the launch in September 2018 of the Gender Observatory "Women and Territories" that seeks to reveal the wide inequalities faced by different groups of women in Latin American population; the refinement and adjustment of the design of the method for evaluating the processes and results of a program called "*eslabones de incidencia*" (incidence links) and its application in the installation of the new GDR (Peru) and in the mid-term evaluation of the GDR as a whole; and the approval of a grant from the Ford Foundation for the organizational strengthening of the whole Rimisp with a significant emphasis in consolidating the offices in Colombia, Mexico and Central America.

## 5. SYNTHESIS OF RESEARCH RESULTS, PROJECT OUTPUTS, AND DEVELOPMENT OUTCOMES

### 5.1 Large Scale Impacts

In the Large-Scale Impacts component, the TTP sought to contribute to the design of large-scale territorial development policies and programs that promote inclusive transformations in rural-urban territories. The work was concentrated in the support to the governments in the design and implementation of projects that favored the territorial development and that benefited marginalized groups such as women and indigenous people. Thanks to the program, the inclusion of the territorial heterogeneity in the design process and implementation process has been achieved.

To achieve this, the TTP supported seven large-scale policies and programs designed with, and funded by the national governments, using the knowledge based on the research generated and synthesized by Rimisp and its partners. The seven policies and programs and the support received by Rimisp are described in the next paragraphs.

- **Chile, Indigenous Territorial Development Program -PDTI-**. The Ministry of Agriculture's National Agricultural Development Institute (INDAP), is the national agency responsible for the development of Chile's 200,000 smallholder farmers. One of INDAP's programs is the PDTI.

The PDTI is the main productive development program aimed at the indigenous world, with 48,000 families using the program (approximately 187,200 people, taking into account that the average number of people per household is 3.9), representing the 50% of families and 75% of rural families registered in CONADI (2015). On the other hand, INDAP's PRODESAL program operates in the 15 regions of the country. As of December 2015, it reached coverage of almost 80,000 users, of whom about 17,000 corresponded to indigenous families.

For several years now, there has been significant criticism about the cultural pertinence and the effectiveness of the PDTI. Many people considered it to be a poorly designed and implemented support program, that treated indigenous people simply as poor peasants. The current administration decided to address the issue and requested the collaboration of Rimisp with its redesign.

In the first stage, INDAP-MIDESO was supported in the organization and realization of the dialogue process with the indigenous communities. The results of that dialogue were processed to synthesize the messages, priorities, opinions, and recommendations given by the participants of the indigenous communities. Seven themes were highlighted in the

analysis: the indigenous community should be at the center and as the articulating axis of the PDTI; incorporate instances and formulas for effective and growing participation; give the program greater cultural relevance and the vision of indigenous development; carry out projects that cover the different dimensions and aspects of a productive program; increase the goods and services provided by the PDTI and assure that they reach everyone; include greater accountability to the communities and allow each community to choose whether it wants to work with private or public executors. Based on this information, a redesign proposal was made.

In the second stage, Rimisp supported the preparation and systematization of a second dialogue process with the indigenous communities, aimed at identifying the messages and opinions given by the participants of the indigenous communities on the PDTI Improvement Plan. INDAP was supported in making the final adjustments to the Improvement Plan. Support was given to the design of the figure of the intercultural facilitator, as specialized support for the work of the technical teams, the design of the social capital development component, and for the program. Jointly with INDAP, we design a mechanism to manage the knowledge generated during the implementation of the PDTI improvement plan, creating a permanent participation system for the program that evaluates and proposes corrections in its implementation phases.

In the third stage, the Monitoring System of the implementation of the program was implemented. The technical and methodological design of two program instruments was carried out: the "Operating Agreement" and the "Single Financing Fund". A capacity development program was designed and implemented for INDAP professionals, technicians, and extension workers on the different aspects of the implementation process of the PDTI Improvement Plan, in conjunction with the Center for Intercultural Studies (CIIR) of the Pontificia Universidad Católica of Chile: (i) Training program on the "Operating Agreement", addressed to community coordinators of extension teams and INDAP professionals directly involved in the tasks of supporting the implementation of the program; (ii) Training program on the "Single Financing Fund" aimed at INDAP professionals directly linked to the tasks of supporting the implementation of the program; (iii) Training course aimed at key personnel of the PDTI extension teams, in order to reinforce knowledge about indigenous peoples and expand the skills and competencies to manage the special conditions that must be promoted in their economic development processes.

- **Chile, Social Innovation Program to Overcome Poverty.** The project follows the assumption that despite the progress achieved in poverty reduction, it is still a serious problem affecting people in a very unequal manner depending on the territories where they live. In line with this assumption a Pilot Program was started under the framework of the activities performed by the National Innovation Council for Development –CNID- and through an ad-hoc commission addressing the challenge of conjugating social innovation with social policy of the State, particularly in the initiatives geared towards defeating poverty traps, from a territorial perspective.

Poverty is explained by a set of causes that have territorial and individual expressions and that manifest as deficiencies in three key drivers: i) productive economic structure of the territory, ii) formal institutionality (public policies) and informal (norms, customs, culture,

behavioral patterns) and iii) public and private agents, as well as their ability to act collectively.

The Program aims to identify the concrete expression of these failures in the 30 proposed functional territories (63 municipalities) in the regions of Maule, Biobío, La Araucanía, and Los Ríos, and address them more adequately. The notion of functional territories assumes that an important part of the relationships and exchanges of households are carried out outside the immediate environment, so a strategy aimed at addressing failures at the levels described above, should aim not only at individuals but at revitalize the territories in which poor and non-poor households develop, for which the three drivers are fundamental. For this reason, in the first place, Rimisp focused on understanding the territorial dynamics that could be at the base of the poverty trap and vulnerability situation and then designed a proposal for a Program that addresses this problem.

- **Colombia, Development Programs with Territorial Approach –PDET-**. The PDET are one of the three strategic pillars of the Integral Rural Reform chapter of the Havana Peace Agreement, which states: "The objective of the PDET is to achieve the structural transformation of the countryside and of rural society, and an equitable relationship between the countryside and the urban areas". The description of the PDET covers three pages of the final Peace Agreement, sufficient to establish their importance, objectives and broad characteristics, but, of course, inadequate as an operational guideline.

The request of the government of Colombia through the former Office of the High Commissioner for Peace -OHCP-, to Rimisp and its partners, was to produce detailed operational guidelines for the implementation of the PDET. The product delivered to the OHCP (See Annex 2: Penagos et al., 2016) was a main document accompanied by annexes covering different technical and methodological, operational and logistical, legal and administrative, and budgetary issues directly related to the PDET implementation.

In addition, with the support of FIDA, an in-depth analysis was performed on three sub-regions in the Pacific (Pacífico Medio, Pacífico y Frontera Nariñense and Alto Patía and North of Cauca) which are part of the 16 sub-regions defined for the PDET. This analysis included an opportunity analysis for the three sub-regions, a territorial lecture for the municipality of San Andrés de Tumaco, the design of a rural market model for small agricultural producers in three prioritized productive chains in Tumaco, and the definition of general guidelines for marketing systems for post-conflict territories. These exercises will serve as input to improve the decision-making processes aimed to strengthen the territorial development in these three sub-regions.

Besides, as part of the Memorandum of Understanding signed by Rimisp with the Regional Office of UN Women in Latin America, for the "development of strategic technical and political collaborative actions to complement efforts that contribute to the empowerment of women", Rimisp developed a battery of tools and instruments derived from a gender analysis of the instances, strategies, methodologies, and tools to be considered in the formulation of the PDET to achieve the effective inclusion of women in the planning instances derived from the implementation of the Peace Agreement. In particular, Rimisp developed booklets for women and officials to promote the effective inclusion of women, their interests and agenda in these instances, and an instrument that reflects the degree to which the PDET incorporate

the gender approach and the specific restrictions that women face to participate, and training in the use of these tools (See Annex 2: Rimisp et al., 2017).

Furthermore, currently and until December 2019, we are implementing the project for the Strengthening of the Institutional Capacity of the Agency for the Renewal of Territory -ART- in three municipalities of Colombian post-conflict, which is financed by the International Fund for Agricultural Development FIDA, as part of its support for the consolidation of the entities in charge of the implementation of the Agreement for the termination of the conflict and the construction of a stable and lasting peace, especially those, such as the ART, whose mission is to impact the most remote and affected rural municipalities the armed conflict.

The municipalities selected for the implementation of this project at the territorial level were Yondó, in Antioquia, Vistahermosa in Meta, and Rioblanco in Tolima, all of them are part of some of the subregions defined to carry out the Development Programs with Territorial Approach -PDET-.

Taking into account the immense challenges of the ART in terms of operation and implementation of the PDET at the territorial level, this project focuses on supporting key issues related to its institutional strengthening, governance, and strategies to improve its institutional capacities at the territorial level. In this way, the project was designed to develop capacities and tools that contribute to achieving an assertive planning and evaluation of the Agency at different levels, which in turn will show their impact in all the interventions and programs that the ART will implement in the short and medium term, especially with respect to the implementation of PDET. These results will be complemented by a document of lessons learned that can be replicated throughout the interventions and processes of the other two agencies created in the same framework of institutional reform.

This project contributes to promote and consolidate the institutional reforms necessary for the post-conflict, improving the relevance of public policies and programs developed in the implementation phase of the Agreement for the termination of the conflict and the construction of a stable and lasting peace and, providing solutions for the adaptation of these policy instruments in their different phases of implementation. It also contributes to strengthening the capacities of the actors involved in territorial development processes, so that, through the PDET, they become agents of territorial transformation.

Rimisp has also implemented some operational solutions in the PDET that will be described in further detail below. Thus, Rimisp will have accompanied each of the stages of the policy cycle of the PDET since we participated from the choice of the solution up to the monitoring and assessment of the programs and their corresponding Action Plans for Regional Transformation -PATR-. The target population of the activities corresponds to the 6,831,472 people living in the PDET territories.

- **Colombia, Modern Territorial and Department Land Use Planning –Modern POT/POD.** Colombia has a territorial planning law that mandates that all municipalities produce a Territorial Plan every 12 years. Normal practice has been that the rural areas of the municipality simply have been left out of over 80% of the plans, including of municipalities that are fundamentally rural, but where the plan only covers the urban area.

The government of Colombia through its National Planning Department (DNP) asked Rimisp to lead the design of a new approach that would ensure rural areas are included in the next round of POT, and also give appropriate consideration to rural – urban linkages. DNP also asked that Rimisp develop similar guidelines for the departmental territorial plans that will be prepared for the first time in Colombia. The role of Rimisp is formally recognized in the legal document CONPES 3870, issued by the National Economic and Social Policy Council, that regulates the preparation of the POT.

Thus, DNP selected Rimisp as the national technical support unit in charge of preparing the contents for the formulation of the rural component and the regional vision for the territorial development plans -POT- of the second generation and the complete guide for the elaboration of departmental planning plans -POD- of first generation, as well as the responsible for providing technical assistance to DNP officials and representatives of municipalities and departments.

In this work, during the first phase, Rimisp formulated the manuals based on the current regulations. Rimisp also designed guidelines to comply with the legal standards and the reality of the territories, and to be able to resolve some procedural gaps (See Annex 2: Pinto et al., 2016, 2017, 2018). Besides, Rimisp proposed four conceptual and procedural innovations for rural territorial planning that are: i) rural-urban links, ii) regional vision, iii) governance and institutions and v) social ordering of rural property. All these innovations were designed as a frame of reference so that the formulators of the POT / POD can transcend the minimum normative and can generate a more detailed and accurate planning to meet the needs in rural development.

The second phase of Rimisp's accompaniment focused on the socialization of manuals and innovations, especially in the transfer of knowledge to DNP officials, supervision staff, and municipal and departmental teams.

For the third phase of the Modern POT program, Rimisp was commissioned to elaborate the POT and POD modernity verification tool, thought as an application that allows to review the contents of the POT and POD and define the degree of modernity implicit in these, according to the level of development and appropriation in the instruments of the contents exposed in the manuals and in the innovations for the rural OT. This tool is a practical solution so it will be described in detail in section 5.2.

The population of the 108 municipalities that will do their POT with Rimisp's methodology, reaches 7,337,978 million people. We do not count the population of the 12 departments that are not included in the 108 municipalities, as the effect of the POD on their opportunities and livelihoods is likely to be more indirect.

- **Colombia, Functional Sub-Regionalization for the Administrative Area and Special Planning in the Central Area –RAPE-.**

The RAPE Central is an association of the governments of the Departments of Boyacá, Cundinamarca, Meta and Tolima, and of the city of Bogotá, in the central part of Colombia. The RAPE's objectives are to design and implement supra-departmental development projects, to represent the members in agreements with the national government, to

strengthen the region's identity, and to strengthen the capacity of the departmental governments and their agencies.

The RAPE's request to Rimisp was to assist them in formulating a territorial development strategy for their rural areas, which are very large and have great economic importance in the country as a whole. For this reason, Rimisp first made an exercise of functional sub-regionalization, then characterized those subregions, and finally gave some recommendations.

The functional sub-regionalization for the RAPE was based on a methodology that has a quantitative analysis and a qualitative analysis. The quantitative analysis defined functional territories, through light intensity and labor commuting flows. The qualitative analysis contributed to the capture of information of functional territories through semi-structured interviews with local actors. When combining the two analyzes, it was observed that the average size of the functional sub-regions is 5.5 municipalities, with a total of 52 functional sub-regions in the RAPE. Additionally, it was identified that only two municipalities do not appear associated with any other. The results highlight the importance of coordination between municipalities for proper territorial planning. The project concluded with public policy recommendations from three perspectives: i) regional connectivity and integration, ii) territorial ordering, and iii) closure of social gaps, in order to provide an input that serves to plan regions beyond political limits. municipal and departmental administrative. We do not report the potential beneficiaries since there are not interventions derived from this project yet.

- **Colombia, Functional sub-regionalization for Territorial Investments.** Through this project, we sought to contribute to the better design of territorial public policies. The starting point was the design of a methodology that facilitates the targeting of medium and long-term investments using a new method designed for the division of Colombian territory into functional sub-regions. Likewise, we sought to identify the functional relationships (social, economic and environmental) that go beyond interactions in shared labor markets, and that allow grouping municipalities that may differ by their characteristics, but that share different functionalities.

The use of these functionalities opens a potential field for the application of public policies with greater impact for territorial transformation and the improvement of the living conditions of its inhabitants.

Finally, it was sought to be able to generate and structure a solid base of technical criteria in order to identify interdependencies and territorial dynamics to promote territorial associativity, as well as coordination among municipalities, departments and between different levels of government, to improve the territorial planning, the execution of development policies and the investment in projects of regional impact that maximize the territorial effects and potentiate the spatial spillovers.

The products of this initiative were a methodology for the identification of functional sub-regions, a typology of sub-regions by areas of intervention, a characterization by typology and portfolio of public policies and investments by type, an ex-ante evaluation of a portfolio of territorial interventions (practical solution which will be detailed later), territorial adjustments to functional subregionalization, and a analysis of cost-effectiveness of selected

territorial policies (See Annex 2: Martin, T. et al., 2018; Bateman, A., et al., 2018). We do not report the potential beneficiaries since there are not interventions derived from this project yet.

- **Mexico, Pilot Program for Productive Territories –PPTP-**. The PPTP constitutes a territorial productive inclusion strategy, whose fundamental axis is to articulate the demand of the rural population in poverty condition that is a beneficiary of the Program of Conditional Transfers -PROSPERA- and the governmental productive programs. The program addresses two mutually reinforcing issues: a) the slowness of rural poverty reduction in Mexico, compared to countries with similar levels of development; b) stagnation in the productivity of low-income families and peasant agriculture, which predominates in large regions of the country. The program also faces specific challenges related to the quality of public spending, such as: a) lack of articulation between social and productive policy instruments; b) extremely low coverage of public agricultural spending for poor rural households; c) disarticulation and dispersion of productive development programs.

As part of the activities of Rimisp to accompanying the implementation, between 2016 and 2017 a training was carried out for community promoters and PPTP's functionaries, aimed at: 1) promoters being able to carry out a long-term strategic planning for the territory and help the community to identify productive axes and development projects with a territorial scale; and 2) empower communities to determine a long-term development strategy and the mechanisms to achieve it. Training workshops were held at the national level and in five states, aimed at the promoters and guidelines of the methodology for field operators were developed. In addition, two pilot processes of methodological development were implemented for the formulation phase of territorial projects in the States of Mexico and Puebla. The methodology consists of: 1) organization of work in different stages; 2) production of conceptual framework materials and practical tools for each of the stages; 3) socialization of these materials with the promoters and first feedback; 4) application of the methodological modules reviewed in the field and second phase of feedback; 5) Consensus on the final material. In the second half of 2017, the PPTP adapted and adjusted the methodology for its replication in the 5 states. In PPTP participated 7,118 households (28,472 persons), and 1,182 groups of producers<sup>10</sup>.

- **Chile, Empowerment of Indigenous Women Leaders.** Through an agreement of the National Indigenous Development Corporation (CONADI) with the support of UN Women Chile, a comprehensive work agenda has been promoted for the empowerment of indigenous women leaders. Rimisp has accompanied the process through strategies of dialogue, capacity building and advocacy, which allow initially to raise and then position a medium and long-term development agenda.

The objective of the project is to promote the empowerment of indigenous women leaders by generating spaces for debate and definition of an agenda around the role of indigenous women and their role in the spaces of political power in its various levels and modalities, as well as the strategies of action economic-productive, political, sociocultural, organizational and environmental, with respect to their respective territories of representation, whether

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<sup>10</sup> These data are preliminary, the product of a first estimate at the national level, and as of November 2018 they had not been officially published by PROSPERA.

urban or rural, and with representation of the 9 indigenous communities recognized by Law 19,253. Up to now, 100 indigenous leader women have participated in the project.

Our estimate is that a total of 13,137,971 people benefited directly and indirectly from the policies and programs reported above. This result includes 187,200 people who benefited from the PDTI, 100 from the Empowerment of Indigenous Women Leaders, 28,472 from the PPTP, 7,337,978 from the Modern POT/POD programs and 6,831,472 from the PDET. Out of these, 1,247,251 people live in municipalities focalized by the POT and also by the PDET. The 14,537,759 people from the Central RAPE departments are not included in these figures since there have not been any interventions based on the regionalization methodology implemented. A similar situation happens with the potential beneficiaries of the Functional sub-regionalization for Territorial Investments, and the 1,336,189 potential beneficiaries of the Program of Social Innovation, but as the program has not started its implementation, the figure is not included.

In addition to supporting large-scale policies, the TTP sought to position an agenda through the Rural Dialogue Groups -GDR- and other initiatives aimed to reach high level staff and important public organizations.

The Rural Dialogue Groups -GDR- are spaces for informed dialogue that seeks to generate public policy recommendations aimed at overcoming rural poverty. Currently, there are four GDR working in Colombia, Ecuador, Mexico, and Peru. The GDR are recognized and have the participation of a wide range of actors, including public officers, the academy, social organizations, rural youth, and international cooperation. They have sought to capitalize on the legitimacy that has been acquired by the policy dialogue methodology over the years, to put this tool at the service of better public policies for the economic inclusion of rural youth in those four countries. For these purposes, a clear advocacy agenda was defined in public policies in each of the countries, and key actors for policy dialogue and technical assistance were identified.

In each country, opportunities and priorities have been outlined in areas like rural technical education, rural youth entrepreneurship, education and training for employment, economic reconversion of territories with illicit activities, social inclusion, and development. The targets of the incidence work have been the Ministry of Education and the Ministry of Agriculture in Ecuador, "Colombia Joven" and Ministry of Agriculture in Colombia, Ministry of Development and Social Inclusion and MINAGRI in Peru, and the Secretary of Labor and SAGRPA in Mexico. The research production of GDR will be detailed in the applied research component section.

Moreover, on achieving the goal of ensuring high-level staff and important public entities acknowledge the programmatic priorities of the PTT, there are various initiatives to be underscored with the participation of Rimisp. The Alliance for the rural governance in Latin America and the Caribbean under the FAO's leadership brings together a group of high-level experts with outstanding careers in the public and private sectors, academics, businessmen, members of non-governmental organizations and multilateral agencies, to promote improvements in the governance and rural institutions of Latin American countries and the Caribbean based on the implementation of a proposal for technical assistance in some countries of the region. Rimisp and the director of the Colombian office, Angela Penagos, are part of this group of experts and support the Alliance in activities such as the identification of the bets and challenges for the governance and rural institutions of the region, the diagnosis of the countries to which technical assistance will be offered, and the consultation with the selected countries regarding the offer of technical assistance by FAO.

On this same matter, in July 2017 the new director of the office in Mexico was invited to sit on the National Land and Urban Planning Council established to have a better understanding and to advocate for the expression of strategies, standards and institutions to integrate new criteria and land use planning as part of the National Land Use Planning Strategy. This strategy has to be ready before June 2018. Further, the participation of Rimisp contributes to strengthen the rural perspective in the land use planning rules and customs and to establish criteria to consider rural-urban linkages in the national strategy.

Also in Mexico, Rimisp sought to analyze and monitor the opportunities and challenges regarding the use of the mining fund. The project seeks to enhance the public coordination mechanisms and a permanent dialog among communities, companies and the State and to secure large investment projects in infrastructure and public assets which ensure that mining activities are inclusive, sustainable and that they generate positive externalities in different sectors of the economy in the mining communities in Mexico.

Likewise, Rimisp formed a Rural Agenda Group as an initiative that aimed to influence the design of the rural policy of Mexico of the new Government, which took office in December 2018, in order to qualify its regressive nature and guide policies for small producers to generate opportunities and well-being, instead of having a clientelist, assistentialist, and corruption-prone nature. To this end, since 2017 Rimisp held a series of meetings and dialogues with 14 specialists in agriculture, food, rural development and the environment.

To generate an impact on the new government of Mexico, Rimisp also proposed to the government's transition team a strategy that links Mexico's social and productive policy, in order to ensure the ability of households and communities to generate income in an autonomous and sustained manner.

An agreement with SAGARPA (in Mexico) was accomplished too. The objective was to develop an intervention model aimed at strengthening the extension services and the economic organization processes of small producers of local and territorial scale. The project also proposed strategic and operational guidelines to advance in the incorporation of the gender perspective in SAGARPA interventions. The initiative was achieved as a result of the efforts of Rimisp and its associated researchers to position the productive inclusion agenda with the incoming Government and to provide inputs for the Food Self-Sufficiency program of the Ministry of Agriculture (SAGARPA).

Finally, in Chile, Rimisp signed an agreement with the Center for Territorial Studies of the Austral University of Chile (CER-UACH) in Los Ríos Region, to explore strategic cooperation actions of a technical and political nature that can complement efforts to contribute to territorial development; propose actions in the fields of common or strategic interest, in order to promote a transformation in local economic, social and cultural environments that guarantee the development of the territories; and promote spaces for dialogue, advocacy and exchange with different actors in the economic, political and social sectors, in favor of territorial development.

In this manner, thanks to the program, Rimisp has laid out the relevance of the public policies and their instruments and the importance of considering in its design the recognition of the spatially differentiated effects and the rural-urban territories as a space of policy intervention. Additionally, the policymakers now have tools to focalize effectively the interventions on most lagged territories in terms of equal opportunities.

Therefore, the expected outcomes of the first component were fully achieved. It can be said, after three years of implementation of the program that there is a public policy agenda for the three countries (although including some differences among them), which recognizes that inter-sectorial and rural-urban linkages are keys to pro-poor and gender-equitable rural growth. Moreover, in order to advance in more inclusive policies and with more effective results, the policy instruments are increasingly starting to recognize the differentiated spatial effects and how they affect policy interventions.

## 5.2 Practical Solutions

The Practical Solutions component focused on four types of practical options to improve the effectiveness of territorial development programs: ex-ante evaluation, impact evaluation, technical documents, and capacity building. The development of these initiatives required additional funding from public agencies to conduct them. Rimisp was successful in this goal but it implied some delays due to government timings and processes, therefore, although we fully developed the initiatives, there is not yet enough evidence on how these set of solutions have been used and contributed to policy discussions and decisions to improve the effectiveness of public policies.

The ex-ante evaluation allows analyzing alternative policy options in order to decide which is the best. With this purpose, Rimisp designed and performed ex-ante evaluations in Colombia and Mexico. In Colombia, the aim was to determine the potential effect of a group of territorial interventions traditionally used as an instrument of public policy for economic development, with available information that allows the ex-ante evaluation of their potential effects. This evaluation was carried out on a dashboard of indicators that allows monitoring of policy objectives, such as the non-mining per capita value added, monetary poverty, and multidimensional poverty. In this way, the evaluation determines the additional effect that can be achieved by focusing these policies but considering the functional relationships of the territory.

The results of the project indicate that the differentiated targeting of public policies can improve the potential effects of the policy. In particular, the results show that public policy interventions with a territorial approach could have effects that would be more easily reflected in the short term in improvements in municipal per capita value added, and only in the long term in reductions of the same magnitude in monetary and multidimensional deprivation indicators. Furthermore, the results suggest that, of the interventions analyzed, the intervention with the greatest potential effect to reduce the incidence of multidimensional and monetary poverty is the implementation of a multipurpose cadaster, which could reduce on average 0.84% of the incidence of multidimensional poverty through municipalities. On the other hand, land-use interventions are those that generate the greatest average reduction of gaps in multidimensional poverty. The intervention that refers to the improvement of agricultural activity is the one that has the greatest effect on non-mining value added. In this last intervention, the municipal percentage of UPAs with access to water, credit and technical assistance is increased by 10%. These increases produce a greater average effect in municipalities located in intermediate sub-regions and remote rural sub-regions, 4.5% and 4.2% respectively.

On the other hand, in Mexico, the objective was to develop tools in order to generate ex-ante estimates of the expected benefits resulting from territorial interventions related with investment attraction. We estimated the effects of policies for the attraction of investment on employment, the potential effect on specific groups of the population according to the profiles of workers with

opportunity to enter new sectors, as well as on Micro, Small & Medium Enterprises (MSMEs) with the potential to integrate into the value chains of new industries.

The logic behind this study is that the economic dynamism of a region depends on the presence of trade activities in the region, that is, productive activities that satisfy demands in other regions (nationally or internationally). In this way, the "outside" income is attracted to the local economy. These activities, therefore, have an impact on the local economy that is sought to be captured through the calculation of multipliers on local employment (non-tradable employment and on the employment of other tradable activities). The exercise allows differentiating the effects by type of industry, and the possibility that different profiles of labor (and households) benefit from these effects. The analysis also explores the factors that influence the attraction of investments, particularly in the agroindustrial sector, due to the impact it may have on the rural sector.

For this, a three-step methodology was followed. First, we identified the key factors for the attraction of sectoral investment (for example, agro-industry, but also of other sectors) and the benefits of localization for dynamism and inclusion. This through localization models that identify which factors can explain the location of a firm in a territory and which characteristics of the territories make them attractive for firms. Second, we calculated local multipliers and we identified what kind of labor was needed to, for example, get a territory up one step in the technological complexity of its production, and the local impact on employment of different types. Third, based on the results of the previous point, it was evaluated in which cases and for which families there are positive or negative effects on income and employment that are derived from the local multipliers estimated in point two.

Impact evaluation is the second type of practical option to improve the effectiveness of territorial development programs that we targeted in TTP. As the evaluation of impacts of a territorial development program faces multiple identification challenges that arise given the particularities of design, implementation, and impact of this type of programs, we produced a document of the existing methodological options to evaluate this type of programs considering those challenges. Territorial development programs resemble a program with universal coverage, and they have spillover effects at different levels, which means that in order to evaluate their impacts, it is necessary to distinguish between direct effects, indirect effects (due to contagion or general equilibrium effects on untreated space units), and total effects. The document addresses the problem of evaluating a universal coverage program and describes possible identification strategies in the presence of spillovers in this context.

We then implemented two impact evaluations. The first seeks to identify the overall impact of INDAP's development programs for small family farms in Chile on nine outcome indicators, at the household or farm level in the 2010-2015 period. INDAP has an almost universal coverage of Chilean family farms. In the absence of a "pure" control group, we used dose-response functions to estimate the average impact of a unit increase in INDAP spending. This methodology has three stages: first, the conditional distribution of the treatments is modeled given the covariates and the generalized propensity score to participate in the program (GPS); second, the expected value of the outcome variables conditioned to the treatment and to the GPS is modeled; and finally, the dose-response function is estimated. The results indicate that the support of INDAP in the period analyzed has a positive and significant effect on total income, the gross value of production and gross income from sales. The fact that the impact of INDAP is greater on total income, and lower on the gross value of production, can be interpreted as users achieving greater state benefits (subsidies) that increase their total income. There are no effects on non-agricultural activities. It is noted that these results are

a preliminary estimate, and that the final evaluation will be carried out once there is a second round of surveys to the same users (panel data).

Also, in Chile, an impact evaluation of the Indigenous Territorial Development Program (PDTI) was developed, which is INDAP's program aimed at the indigenous population and has a territorial component. The objective of this initiative was to estimate the differential impact of the territorial component of the program comparing PDTI to similar programs with no territorial component. The version of the PDTI evaluated in this initiative is the predecessor of the new version of the program redesigned by INDAP with the support of Rimisp. This is an important baseline result that will allow to measure more precisely the differential impact of the territorial component of the policy once its redesigned version has been applied for a sufficient number of years.

This project applies econometric methods to evaluate the impact of the PDTI based on the 2016-2017 INDAP baseline survey conducted by Rimisp. The impact of the PDTI is estimated among those treated by this program in the regions of Araucanía, Los Ríos and Los Lagos, territories with the largest number of farmers self-identified as indigenous. The control group is a group of farmers from the same regions that are treated by PRODESAL, a similar program of INDAP that, however, does not have an explicitly territorial component in its design. Therefore, this evaluation is partial, because its results refer specifically to the territorial component of the evaluated program. Semi-parametric techniques are used to ensure comparability between the control and treatment groups.

The impact is evaluated on variables of results defined by the program such as the gross value of production, the value of assets, formalization of the activity, income from sales, and other variables that indicate improvements in the welfare of farmers' homes, such as total and non-agricultural household income. Results show a significant positive impact of the program on the formalization of farm activities, compared to PRODESAL. Meanwhile, no significant differences from PRODESAL are identified with respect to the other outcome variables<sup>11</sup>.

The third type of practical option we worked on, was technical documents reporting solutions to frequent and important implementation challenges that affect territorial development programs, with the aim of promoting a more efficient and effective implementation of territorial development programs. In particular, we produced nine technical documents that will be described in detail next: the strategy and the results of the technical support to the Association of Municipalities of Laja Diguillín of the Ñuble Region in Chile; an article exploring how the characteristics of a policy design process influence the implementation using the case of the PDTI redesign; the action guidelines, management model, and monitoring, evaluation, and learning system (SEA) for the Social Innovation Program to Overcome Poverty; the operational evaluation of PDET; the baseline for the construction of an assessment of institutional and territorial management capacities for the PDET; the Modernity Verification Tool for the Territorial Planning Plans (POT/POD); guidelines for the implementation of an Integral Model of Productive Inclusion (MIIP); the methodology for the formulation of territorial projects in the framework of the PPTP; and the analysis of articulation between sectoral and territorial projects.

The provision of technical support to the Association of Municipalities of Laja Diguillín of the Ñuble Region in Chile seeks to support the association of municipalities to design and execute a work plan

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<sup>11</sup> In the future we will consider complementing the impact evaluations with a qualitative component to be able to identify some impacts that might not appear in the quantitative analysis and to have more insights to analyze the results found.

that contributes to fostering more competitive and inclusive territorial economies that improve the welfare of its inhabitants. One of the main challenges facing the implementation of the agreement, is the Association of Municipalities becoming a valid interlocutor to the public and private sector, to obtain the necessary resources that allow the development and management of the proposed initiatives. The methodological proposal of Rimisp was the convergence, in the instances of formal participation, of the diversity of actors and views of the territory, so that together and in a collaborative way the different purposes of territorial development were addressed. A consensus proposal was formulated with the technical teams of the different municipalities, explicitly identifying the advantages and costs of acting collectively in the design and execution of the initiatives. Rimisp has continued to work to implement the proposal developed. With this objective the experience of Laja Diguillin was presented at the Seminar "Ruralities in change: other concepts, new policies" Organized by the University of Chile, the University of O'Higgins and Rimisp. This activity carried out in April of this year is a joint initiative of Rimisp with the two universities that seeks to create a space for regional reflection to promote territorial development strategies based on local governments, their associations and their links with civil society. The strengthening of sub-national capacities is a central axis of Rimisp's agreement with universities.

The article "From participatory design to co responsible implementation: The redesign of local development program with indigenous communities in Chile" explores how the characteristics of a policy design process influence the implementation using the case of the PDTI focused on the characteristics of the process (and not the program) (See Annex 2: Ramirez & Christian, 2018). In the article, we analyzed the journey to go from a participatory design to a co-responsible implementation. The conclusions were that policies are "live entities" because every stakeholder continuously creates and recreate the meaning of a policy, in other words, policies and programs are modified by different actors through all the stages of the policy process.

The action guidelines, management model, and monitoring, evaluation, and learning system (SEA) for the Social Innovation Program to Overcome Poverty (See Annex 2: Fernández, 207) faced the challenge of designing and validating technically and politically a long-term program, with a nine-year execution, in order to progress towards the transformation of territorial dynamics to break territorial traps. For this, the proposed management model is jointly built, which goes beyond disciplinary and hierarchical limits, with the aim of generating a territorial administration, where the participation of different actors is the essential component. The management model considers the mobilization and articulation of resources among different actors, subject to citizen monitoring and control mechanisms. In addition, the model considers a flexible and dynamic structure that operates with vertical and horizontal accountability mechanisms. Besides, the proposed evaluation and learning system (SEA) considers the different areas of territorial dynamics such as the economic-productive structure, formal and informal institutions, agents and coalitions, together with biodiversity and ecosystem services and the different phases and contents of the program, combining monitoring with evaluative milestones.

In the operational evaluation of PDET, we carry out an analysis of the operational management of the program that allows determining if through said management the goals and objectives of the PDET are met. It responds to the request of the Territorial Renewal Agency (ART) that established the need to carry out a process evaluation during the development of each of the construction stages (veredal, municipal and sub-regional). To achieve this objective, an evaluation of the processes was carried out considering PDET's methodological route in three municipalities. This evaluation has as sources of information interviews with the national and territorial staff, ethnography of the formulation

process, and interviews with key actors who participated in the process. The evaluation found that one of the greatest implementation challenges has been to achieve harmony between the objectives related to peacebuilding and those related to territorial development, in other words, due to the exhaustive analysis of each of the program's processes, it was possible to demonstrate the existence of tension between the main objectives of the PDET. The analysis also allowed identifying factors of success and bottlenecks in the implementation process.

The baseline for the assessment of institutional and territorial management capacities for the PDET defined a methodology for evaluating the institutional capacities of the territorial entities for the management, monitoring, and evaluation of their commitments and abilities in the framework of the implementation of the PDET and the various actions related to peacebuilding and reconciliation, within the framework of the implementation of the General Agreement to end the conflict and the construction of a stable and lasting Peace. The purpose of this project was to strengthen the capacities of the General Comptroller Office (CGR) in order to exercise better fiscal control of the actions and implementation of this Agreement. The baseline that resulted from this project served as input to the CGR for the annual report to the Congress at the beginning of each legislature.

The Modernity Verification Tool for the Territorial Planning Plans (POT/POD) is an application that allows reviewing the contents of POTs and PODs and defining the degree of modernity implicit in them, according to the level of development and appropriation of the contents exposed in the manuals and in the innovations for the rural territorial planning. The guidelines for the implementation of an Integral Model of Productive Inclusion (MIIP) seeks to guide agents implementing productive inclusion programs, and it was built on the work done for Prospera in 2017, focusing on the operational aspects. These guidelines were partially implemented in 2018, but with the change of government these functions were taken away from Prospera.

The methodology for the formulation of territorial projects in the framework of the PPTP was developed in order to facilitate the work of the field promoters in the accompaniment of groups of producers organized for the implementation of territorial productive projects, so when establishing the guidelines, steps and methodological tools to guide the identification and formulation of territorial initiatives, the methodology is adaptable to any entity that works in the field for the development of territorial productive projects. This methodology was used by the PPTP territorial teams once the community planning process was carried out. The technical teams could choose the tools they considered adequate to achieve the objectives of each phase. Therefore they had the necessary inputs but with the flexibility to adapt the selected tools to the spatial and social environment in which they carried out their activities.

The analysis of articulation between sectoral and territorial projects focused on the institutional analysis of social protection and rural productive development programs, it built a typology of inter-institutional coordination mechanisms for the articulation of those programs, identified the main characteristics of existing cases of articulation , and performed a critical and integrated analysis of the results of the set of case studies carried out in Colombia, Mexico and Peru in Latin America and in Lesotho, Mali, Zambia and Ethiopia in Africa. All this in order to propose policy recommendations to strengthen the institutional mechanisms that better articulate and generate synergies to achieve better outcomes of social protection and rural productive development interventions.

Finally, capacity building is the fourth type of practical option to improve the effectiveness of territorial development programs that we consider in TTP. With the aim of providing guidance and assistance to regional and local decision-makers in charge of developing territorial programs, Rimisp continues

to conduct its Diploma for Territorial Cohesion for Development and the Diploma for Social Inclusion for Territorial Development that are conducted jointly with FLACSO Chile, and Rimisp has also developed a new Master in Intercultural Approach, Development and Peace, jointly with a regional university in Colombia (Instituto de Estudios Interculturales de la Universidad Javeriana, in Cali). The organization has also developed strong links with different national and regional universities, and its members also participate in academic programs where they bring recognized regional knowledge and expertise as well as their practitioners' experience.

The fourth version of the "Diploma for Territorial Cohesion for Development: Policies and Strategies" aims to deepen into the main causes of territorial inequality, which are related to social structures rooted in the history of the region, with the institutions that reproduce them, and with the collective action of social agents that influence these institutions. In addition, the students will analyze the policies that would make it possible to advance in the reduction of territorial inequalities in Latin America. Therefore all the content of this diploma will be oriented towards demonstrating and confirming through analysis supported in case studies, that a territorial view of development is necessary in order to achieve greater territorial cohesion. In addition, as a result of the TTP, there will be a new module that will include the contents, products, and experiences of the impact, ex-ante and operational evaluations that are carried out within the framework of this project.

The Diploma for Social Inclusion for Territorial Development seeks to provide designers and executors of social policies in Latin America with technical and conceptual tools that favor the analysis of territorial dynamics and facilitate the implementation of local innovations in social policy, enhancing the generation of synergies between programs for a better adaptation of them to the social reality. As a result of the TTP, the diploma will have a new module that will include the contents, products, and experiences of impact evaluations, ex-ante and operational programs and projects with territorial focus, which have been carried out in the framework of the TTP.

The Master in Intercultural Approach, Development and Peace, develops analytical, technical and applied research competencies in the fields of territorial development, the construction of territorial peace and the intercultural management of the territory, through theoretical-practical and methodological training, in order to contribute to the construction of less asymmetric relationships between social, state and economic actors that converge in rurality.

Therefore, the expected outcomes of the component of Practical Solutions were fully achieved with the development of the fourth type of practical options to improve the effectiveness of territorial development programs described above.

### **5.3 Applied Research**

The program has generated new knowledge and data that allow a deeper understanding of the role and importance of rural-urban linkages at the intersection of three of the most important transformations of rural Latin America: urbanization, agrifood system transformations, and structural transformation of employment. It produced a large number of scientific products, including 7 articles published in peer-reviewed journals, 11 papers currently under review in peer-reviewed journals, 7 books, and 6 book chapters as well as 23 working papers and 20 working drafts under internal peer review. Research results have been presented and discussed in several international conferences thus contributing to the regional and global discussions on territorial development (see Annex 2). This section summarizes the key findings of the program in each of the four main milestone of the

research component, showing in that manner, that the objectives of this component were fully achieved.

### **5.3.1. The importance, dynamics and development potential of rural-urban territories are better understood**

As a first step towards this objective, the program updated for Chile, Colombia and Mexico the definition of functional territories identified in the IDRC- funded program Rural Territorial Dynamics, using a novel methodology combining census data on commuting flows with stable satellite night lights. The methodology is detailed in the paper “Delineating Functional Territories from Outer Space”, now under second review in the Latin American Economic Review. The program also mobilized additional funding from the Ford Foundation to extend the identification of functional territories to Guatemala and El Salvador. Rimisp led a process of South-South collaboration, organizing two training workshops, one in Guatemala City, and one in El Salvador, to share with colleagues from IDIES (Guatemala) and the Universidad Centroamericana José Simeón Cañas (El Salvador) the skills acquired during the development of the methodology for the identification and classification of functional territories in Chile, Colombia, and Mexico. We then worked together to adjust the methodology to the different data requirements and availability in Guatemala and El Salvador, where the Census does not collect data on commuting, and travel times had to be used as a proxy for commuting flows. Figure 1 presents the maps of the rural-urban functional territories that were identified in the five countries.

For each country, we then created a database at the level of functional territories, combining a wide variety of secondary data on geographic, demographic, economic, social, political, and environmental characteristics. The dataset will be made freely available to any interested party for non-commercial uses in the second semester of 2019. We used these data to carry out a detailed characterization of rural-urban functional territories in the five countries. This work documents, first, the magnitude of the importance of rural-urban territories in each country, and, second, shows that rural-urban territories have distinctive and intermediate characteristics compared to urban and rural territories. The levels of economic dynamism and social inclusion (proxied with monetary poverty and inequality) of rural-urban territories are closer to those of urban and metropolitan territories than to those of smaller rural areas, which continue to lag behind. However, in the five countries we observe heterogeneity among rural-urban territories in terms of their structural characteristics and of their trajectory of growth and inclusion. For example, in Chile, 42% of rural-urban territories have an inclusive growth trajectory; 20% grows but does not improve its inclusion levels; 22% improve their levels of inclusion despite a situation of economic stagnation; and 16% shows a worsening in both indicators.

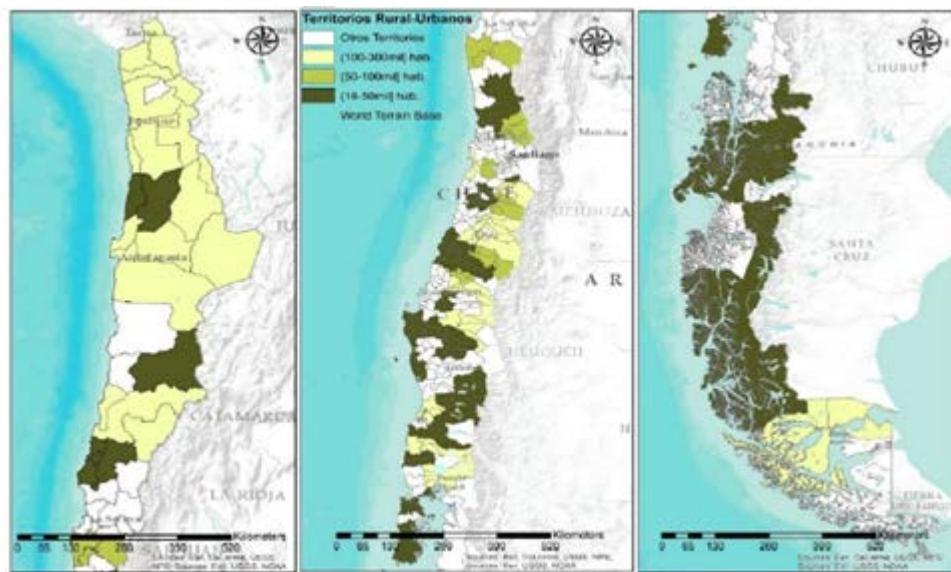
To investigate further this heterogeneity, we analyzed the mechanisms linking socially inclusive economic growth, with the economic structures of the territories, their institutions, and geography, focusing on Chile, Colombia and Mexico. We followed Acemoglu et al (2005) and developed a conceptual framework for the analysis, which distinguishes between the proximate and fundamental causes of inclusive growth. The proximate causes we examine include human capital, geography, production structure, and availability of public goods and services. We proxy fundamental causes using data on economic and political institutions, such as presence of the state, clientelism and political competition. We conducted both country-specific and comparative analyses and presented findings in several national and international fora, and most notably in the Living Territories international conference, organized in January 2018 in Montpellier by CIRAD, of which Rimisp was a co-organizer. We found that, in the short term, rural-urban territories improving in both indicators

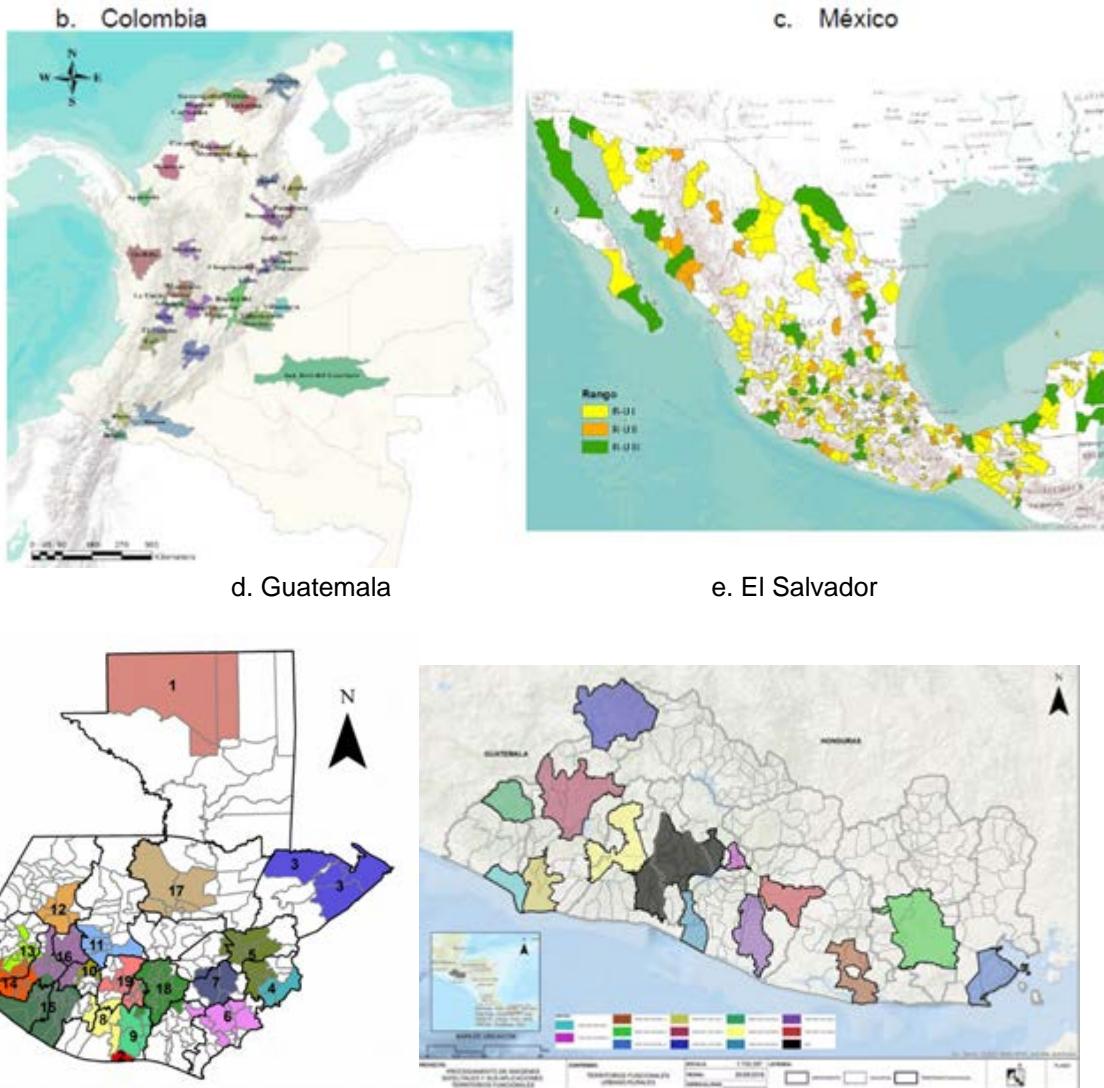
are those that at the beginning of the period already had better endowments of public goods and services. On the other hand, the diversification of the productive structure and the reduction of agricultural employment is associated with greater growth and a worsening in inclusion. In the long term, a greater degree of political competition and presence of the state is associated with improvements in inclusion, although not always with growth.

Two complementary initiatives document the impacts of rural-urban linkages on the development of rural areas in Mexico and Chile. The paper “Small and medium cities and development of Mexican rural areas”, published by World Development in 2018 (See Annex 2: Berdegué & Soloaga, 2018), analyzed the effect of proximity to small and medium cities on the development of rural areas in Mexico. The paper finds that proximity to cities generates dynamics of inclusive growth in rural areas, and that cities between 350 thousand and 500 thousand inhabitants have the largest positive impact, compared to smaller or larger cities. The paper “How large are the contributions of cities to the development of rural communities? A market access approach for a quarter century of evidence from Chile”, currently under review by World Development, estimates the impact of cities on the economic development of rural communities in Chile. It finds a positive impact of proximity to cities on population growth in rural areas and on structural diversification of the rural economy.

Figure 1. Maps of rural-urban functional territories

a. Chile





Source: Rimisp, 2017-2018 TTP Program

Together, these initiatives were the foundation of one of the key products of the Transforming Territory program: the collection of nationally-representative household surveys in rural-urban functional territories in each country. The Territories and Wellbeing Household Survey is representative of the population living in the four types of rural-urban territories defined based on their trajectory of growth and inclusion, and of the rural and urban population living within each type of territory: growing and improving social inclusion; growing without improving social inclusion; improving social inclusion without growing; neither growing nor improving social inclusion. In Colombia, the household survey is also representative of the municipalities that were prioritized by the post-conflict policy initiatives. The sample includes about 4,000 households in each country. The survey combines the typical modules of living standard surveys with detailed information on the spatial distribution of household activities and livelihood strategies and an in-depth characterization of independent activities of household members. It also includes innovative modules on inter-generational mobility, psychosocial wellbeing, and a detailed module on social capital and on the relationship of the household with local and national institutions. In Colombia, a post conflict module

was included to learn about the reincorporation of demobilized people and reconciliation, including the perception of the conditions of the demobilized people and the benefits of demobilization, the willingness to reconcile and to share daily activities with demobilized people, as well as respondents' victimization or the victimization of their acquaintances. The survey data and all their documentation will be made freely available to any interested party for non-commercial uses in the second semester of 2019. The survey, in combination with secondary data, provides the main source of information used to address objectives 2 to 4.

### **5.3.2. Improved understanding of the transformation of agrifood systems and the role of rural-urban territories therein**

We use the survey data to analyze the two extremes of the agrifood system in rural-urban territories in the three countries: producers and consumers. We find evidence of the continuing process of expansion of supermarkets: 90% of households in Chile, 60% in Colombia and 30% in Mexico currently purchase food products in supermarkets. Meanwhile, traditional marketing channels are still by far the predominant option among farm households in rural-urban territories, while only about 10% of the sample sells to non-traditional channels, that is, food manufacturing, supermarkets, exporters, restaurants, or through public procurement. The survey allows us also to analyze jointly the food distribution channels used by farm households. Most farm households in rural-urban territories (68%) continue to participate exclusively in a traditional food system, that is, sell their produce and buy food exclusively through traditional channels. Only 1.5% participates in a fully non-traditional food system, marketing their produce through non-traditional channels and purchasing their perishable products in supermarkets. Choice of food distribution channel responds most strongly to household wealth and remoteness: households buying food from, and farm households selling produce to, traditional channels are significantly poorer and live further away from urban centers compared to those using non-traditional channels.

Additional data on the intermediate steps of the food system in rural-urban territories (including, among others, processing, marketing, and storage) has been collected for the dairy sector in Colombia, Chile and Mexico. The paper "Rural development, market linkages and the dairy supply chains in Colombia", accepted for presentation at the 2019 congress of the American Association of Agricultural Economists, summarizes results for Colombia. Two main findings emerge from the analysis. First, the paper finds a positive relationship between the size of the nearest urban center and the development of the milk market value chains in the rural areas surrounding them. Territories anchored by bigger cities or towns have more formal milk processors, and those with smaller urban centers had a proliferation of milk traders who bought and sold milk to small processors and artisanal cheese makers. Proximity to larger cities also led to farmers having better sanitary practices and certification of better practices. Second, three territorial variables beyond urbanization were found to affect marked surplus rates: distances to nearest town, violence, and hot weather. Higher transaction costs, warmer weather, and more violence reduced the marketed surplus rate and instead farmers consumed the milk at home after home processing it. This can be understood as a risk reduction activity, as farmers prefer to process (in an artisanal manner), in order to save the milk from spoilage if there were any extenuating factors (such as closed roads or electricity shut offs). A similar positive relationship between proximity to cities and food system development also appears in Chile. The paper "Urbanization and agricultural productivity", under review by World Development, estimates productivity and technical efficiency of a cross section of milk farmers in the Los Ríos region. Controlling for a range of other characteristics, including farm size, the paper finds that proximity to larger urban centers has a positive impact on both productivity and technical efficiency

of milk farms. Using the baseline survey of INDAP users, the paper "Canales de venta y bienestar de la agricultura familiar campesina en Chile" (See Annex 2: Del Valle, et al.,n.d.) presented at the 2nd Annual Meeting of the Latin American and Caribbean Regional Science Association, analyses the welfare impact of selling to non-traditional channels for a representative sample of Chilean family farms. The diversity of channels of sales increases with the size of the urban center and is also wider in functional territories with a trajectory of inclusive growth. Using econometric techniques that control for several sources of endogeneity and self-selection, the paper finds a positive impact of selling to non-traditional channels on monetary proxies of welfare. The impact is larger in territories with a trajectory of inclusive growth, while it shows a non-linear relationship with the size of the urban center.

These results suggest that territorially differentiated policies may be necessary to ensure that territories with lower levels of urbanization can access technologies and value chains that increase both competition and household incomes. In particular, improvements in infrastructure and access to public goods, such as information, are key elements for moving towards greater territorial cohesion.

Significant differences by gender and cohort also appear. In Chile, both female-headed family farms and younger farmers show great potential for the modernization of the agricultural sector. The baseline survey of INDAP users shows that women farmers are younger, more educated and more productive than men, and more likely than men to plan to increase investment in their farm in the future. Younger farmers are leading in the adoption of information and communication technology for farm management, which suggests they can play an important role in the transition towards climate-smart agriculture. Meanwhile, in Chile, Colombia and Mexico younger farmers are more likely to participate in non-traditional food systems. Both groups, however, are constrained by lower levels of wealth and of productive assets and receive systematically lower levels of public transfers, credit and technical assistance for farm development. Moreover, women are less likely than men to participate in non-traditional food systems, and when they do, they receive lower prices than men, a finding that is confirmed after controlling for a wide range of individual, productive and place characteristics.

### **5.3.3. Improved understanding of the characteristics and dynamics (including gender) of labor markets in rural-urban territories**

We address this objective with a series of papers comparing labor market characteristics and outcomes among Chile, Colombia and Mexico (See Annex 2). The first paper, "Jobs in the missing middle", provides an in-depth characterization of labor markets in rural-urban territories along the following key dimensions: labor force participation, unemployment, informality, and livelihood diversification. The paper analyses the distinctive features of labor markets in rural-urban territories compared to either rural or metropolitan areas. It then examines heterogeneities in labor market characteristics and outcomes in rural-urban areas, and how they vary by size of the urban center and past trajectory of growth and inclusion. We find that, indeed, rural-urban territories present intermediate characteristics compared to rural and metropolitan areas, in all dimensions. Significant heterogeneities among rural-urban territories also appear, especially by trajectory of growth and inclusion. For instance, labor force participation is significantly higher, and unemployment significantly lower, in places with a trajectory of inclusive growth. Meanwhile, the share of workers employed in services and manufacture is higher in places with a trajectory of growth without improvements in inclusion, while employment in agriculture is higher in places which have historically improved in inclusion, albeit with little improvements in economic dynamism.

The paper “Women’s employment in the missing middle: the role of place and path dependence” focuses on labor force participation (defined as work for an income outside the home) and outcomes among women. We find that women are always less likely to participate than men, and more likely to be unemployed, but the gap widens significantly in rural areas and in places with a trajectory of lack of improvements in inclusion. The reasons for not entering the labor force are radically different between men, who mostly report studying, and women, who overwhelmingly report reproductive work. This difference becomes starker in rural areas and in places with a trajectory of lack of improvements in inclusion, regardless of their performance in terms of growth. With respect to employment quality for women who do participate in the labor force, we find no significant gender differences in the probability of holding a formal job. Meanwhile, gender differences in labor income are significant, but they are also significantly smaller in territories with a trajectory of improvements in inclusion.

The paper “Youths not in labor force, education or training” finds that the probability of finding a young person not in the labor force, education or training is significantly higher in places with a trajectory of lack of inclusion, even after controlling for a wide range of individual and household characteristics. This probability is even higher among young women, and it increases further in places with a trajectory of lack of inclusion. Among the reasons reported, reproductive work is by far the most frequent among young women. Worryingly, an important share of young men refers to feeling hopeless and disheartened about their chances to find employment, and this share increases in places with a trajectory of stagnation in both growth and inclusion.

#### **5.3.4 Improved understanding of the interactions between patterns of urbanization, agrifood system transformation and changes in labor markets, and their gender-specific distributional implications**

To address this objective, we have sought to build an understanding of the multi-faceted relationships between rural transformations, the growth and inclusion trajectories of rural-urban territories, and people's wellbeing. We have organized the analysis into two main areas.

The first area looks at people's psychosocial wellbeing, aspirations and inter-generational mobility. This work finds that place characteristics, especially past trajectories of growth and inclusion, explain a sizeable share (between 20% and one third) of the observed inequalities in educations. Moreover, people living in places with persistently high levels of poverty and inequality achieve lower levels of education and lower inter-generational mobility compared to their peers living in places with a trajectory of improvements in inclusion. This difference is especially marked among women. Meanwhile, parents have significantly lower aspirations for the educational achievements of their children in places with persistent levels of poverty and inequality. Parents aspirations are significantly lower for their daughters than for their sons, and this gap widens in places with a trajectory of stagnation in both growth and improvements in inclusion.

The second area of analysis examines institutions and social capital in rural-urban territories. The paper “From factor endowments to political and economic development” exploits the rich data on people's perceptions of institutions and social capital, collected by the Territories and Wellbeing Survey, to examine the role of institutions in the economic performance of rural-urban territories. For Chile, Colombia and Mexico, the paper establishes relationships between the type and distribution of economic activities in the colonial period and in the first years after independence, and more recent trajectories of growth and inclusion. It then relates it with current household economic outcomes, and with households' political interactions: social capital, interest in politics, and trust in institutions.

Places with a trajectory of improvements in growth and inclusion also score higher in terms of average trust in institutions and social capital.

The paper “Social and political participation of women in Chile, Colombia and Mexico” explores women’s participation in social, political and economic organizations in the three countries, as a function of individual and contextual characteristics. We measure participation using three indices: an index for political participation, including information on voting behavior and membership in a political party or organization; an index for social participation, summarizing information on membership in a range of social organizations (such as neighborhood organizations, or organizations defending a cause or ideal); and an index for participation in productive organizations, encompassing information on membership in unions, producers’ associations, cooperatives. Results indicate that, in the three countries, women’s participation in all domains is always lower than men’s, except for social organizations in Chile, where women tend to participate more than men. Among women, in the three countries, participation is highest in social organizations and lowest in economic organizations. We find that the lower participation of women is partly explained by their individual characteristics, but also varies with contextual characteristics, and is higher in places with a trajectory of inclusive development.

Finally, the paper “Reconciliation once Conflict Ends in Colombia. The Role of Violence, Social and Political Participation, and the State on Attitudes towards Reconciliation” examines how the attitudes of reconciliation are associated with three dimensions: (i) experiences of violence people faced during conflict; (ii) trust towards the judicial system, the army and the police; and (iii) connections with political and social networks. Results show that legacies of violence are associated with a pessimistic outlook towards reconciliation. Nevertheless, people who lived in regions with a high intensity of conflict are more willing to share daily activities with former combatants. People with higher trust towards the judicial system, the police and the army have a more optimistic outlook towards reconciliation. Also, more participation in community organizations and stronger connection to political networks is positively correlated with more positive attitudes towards reconciliation.

A range of related initiatives and products complements the research output stemming directly from the TPP program (See Annex 2). These include the research output produced as part of the work of the Rural Dialogue Groups and in the context of two research projects financed by the Chilean government (Conicyt) on the role of cities in development, and on internal migration and its impacts on the communities of origin. They also include the Latin American Poverty and Inequality Reports, and several products related to the Territorial Cohesion for Development Program, which during the TTP have been developed and published.

#### **5.4 Consolidation of Rimisp**

Rimisp has enhanced its organizational strength as evidenced through an increased consolidation of the offices and their role of institutional representation, strategic communication and institutional development as well as in a new internal governance model that Rimisp started to implement in 2018.

On August 17, 2017, the International Council of Rimisp approved the proposal of the 2017-2022 Strategic Plan prepared by the Executive Office. The plan has served as a road map to address the

challenges of a new organizational development phase marked by an almost complete renovation of the Rimisp research team.

The preparation of the Strategic Plan 2017-2022 involved a long process of reflection and analysis of our work, the value-added that differentiates us, our current position, and the way forward we seek. Consistent with our identity as a network for the articulation and generation of knowledge, this process involved not only the Rimisp team, but also our partners and allies.

The Strategic Plan 2017-2022 established four strategic objectives and a series of goals associated with each one of them. The objectives are:

1. To contribute to a better understanding of socioeconomic development processes and of the dynamics of institutional change in Latin American territories, by means of applied research.
2. To promote and consolidate institutional reforms that allow for an increase in quality and relevance of public policies, and that address emerging issues and new problems arising from the processes of transformation of rural territories.
3. To foster dialogue and encounter processes between different stakeholders at different levels, in order to provide a more transparent, relevant and participative formulation of development strategies.
4. To strengthen the capacity of stakeholders involved in territorial development processes, so they can be active agents for change and transformation in their respective spheres of influence.

The new institutional governance that started to be implemented in 2018 will help track to the institutional strategic objectives and goals, as well as to the development of the thematic agenda. In this context the individual work plans shifted from being a tool to be used for individual purposes to an instrument that helps ensuring that the work of team members is aligned with the strategic objectives of the institution, and to track progress towards the institutional goals. Also, a new team composed by all principal researchers and heads of the national offices was established as a permanent forum for strategic discussion and further development of Rimisp's agenda. And there is also a team coordinated by the Executive Director and two researchers that will work on adjusting the definitions on approaches and territorial development i.e. the theoretical basis to address the thematic areas.

On the other hand, at the end of 2018 we received the results of the external evaluation of the TTP, performed by Vanesa Weyrauch (co-founder and Associate researcher of Politics & Ideas) and Leandro Echt (Associate researcher of Politics & Ideas). The scope of the review was the TTP program plus the range of related projects that were funded by other agencies and non-traditional donors thanks to leveraging IDRC's funding. The objective of the evaluation was to assess the results achieved by the TTP in the 2016-2018 period, analyzing the scope and relevance of the impact of the program on large scale public policies in the countries included in the program. The primary users of this review are Rimisp Board and management, IDRC management and other program partners.

According to this evaluation, "throughout the Transforming Territories Program Rimisp has successfully contributed to several large-scale policies in Chile, Colombia and México, capitalizing on its extensive and comprehensive research work", thanks to strategic advantages such as the organization's regional networked expertise, international presence and its enhanced capacity for policy engagement in the past years, and the ability to seized windows of opportunity for improving

territorial development policies at the national and subnational scales, and the ability to strategically use relevant research and evidence pieces to enlighten policy decisions. Among the strategic recommendations given by this evaluation we can highlight: design clear strategies on how to approach regional and local governments and how to combine these efforts with interventions at the national level; continue to add innovative perspectives to its approach, such as environmental sustainability and focus on specific disadvantaged groups; continue to strengthen the funding model, increasing diversification and acknowledging the implications of the different sources of funding; and reflect further on the style of leadership that can take Rimisp into a new stage of evolution, in particular by promoting and supporting emerging leaders and more horizontal leadership styles.

Other initiatives must be underscored. The method for evaluating program processes and results called "*eslabones de incidencia*", elaborated in the previous phase of the program, was refined and adjusted on the basis of two premises: the impacts in terms of incidence are inscribed in a causal chain where various actors intervene, so that there are different degrees of attribution and contribution of the programs; and the effects may lie in three areas: actors, policies, and processes. This method was used in the evaluation of the establishment of the new GDR (Peru) and in the mid-term evaluation of the whole GDR.

Additionally, in 2018 Rimisp created a capacity extension area, consistent with the importance we place on strengthening the capacities of the actors involved in rural development processes. The objectives of this area are (i) the implementation of an articulated offer of training through diploma courses and other courses, which make the theoretical and practical knowledge of Rimisp available to diverse stakeholders throughout Latin America, so that they can be agents of change and transformation in their respective spaces of action; (ii) the articulation and dynamization of a Latin American network of exchange and learning, as well as the design and promotion of collaborative initiatives at the territorial and institutional level, among graduates; and (iii) the support to the development of PhD theses in Rimisp's thematic areas through the Manuel Chiriboga Award for Doctoral Thesis.

Another key aspect in the consolidation process of Rimisp has been the construction of a theory of change about policy dialogue. This is a reflection on the policy dialogue and its contribution to the improvement of opportunities in rural territories, based on an understanding of the impact on policies and of public policies themselves as processes that operate in complex contexts. A theory of change is proposed as a model of action for the generation of changes in actors, policy processes and public policies, through dialogue, aimed at advancing in quality policies that contribute to improving the living conditions of the rural population in a situation of exclusion. It is intended to contribute to the work of different actors at different levels, who believe in dialogue as a democratic and participative way of guiding development processes.

We can also highlight the launch in September 2018 of the Gender Observatory "Women and Territories". The observatory seeks to reveal the wide inequalities faced by different groups of women in the Latin American population. Through this Observatory, Rimisp intends to contribute to the analysis of gender inequalities to support the design of public policies that promote the achievement of gender equity and territorial equity. The Observatory collects statistical information produced by countries in the region and disaggregates it by sex, territory, ethnicity and age group. This allows us to analyze gender gaps (that is, gaps between men and women from different population groups) as well as differences among women from different population groups. In turn, it allows to compare gender gaps and identify how they vary when combined with other individual and territorial characteristics. The first stage of the Observatory focuses on analyzing gender gaps and inequalities

in economic autonomy, which involves aspects such as participation in labor markets, access and control over assets, the care economy, and the use of time<sup>12</sup>.

Finally, at the end of 2018 Rimisp obtained a new five-year grant from the Ford Foundation aimed at institutional consolidation of Rimisp, with special attention to the strengthening of the country offices of Colombia, and Mexico. The grant provides financial support for both the research and advocacy agenda related to socio-territorial conflicts and the construction of multi-actor agreements, as well as for institutional development, with emphasis on the preparation of a work agenda specific to the country offices, and a consolidated set of management tools that improve the internal organization of Rimisp.

In conclusion, Rimisp achieved the objective of this component of acquire a greater capacity to support long term development through the different initiatives and strategies previously described.

## 6. PROGRAM DELIVERABLES AND DISSEMINATION

As described in the other sections, the Transforming Territories Program is the main platform of a group of related projects with funding from various sources which were obtained thanks to the grant from IDRC. The following table summarizes the integrated set of TTP outputs produced during its three years of execution, which includes all the initially planned outputs. Annex 2 provides the references to the deliverables reported below.

Type of deliverable	Number
Journal articles	7
Papers currently under review in peer-reviewed journals	11
Working papers	23
Projects Technical Reports	33
Books	7
Book chapters	6
Opinion columns of Rimisp researchers	63
References to Rimisp research in the media	454
Participation in conferences, briefs and dissemination events	110

Considering the importance of the Transforming Territories Program, a dissemination strategy was contemplated to allow effective communication of the findings, documents and key narratives obtained during the processes of the projects.

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<sup>12</sup> See <https://rimisp.org/mujeresyterritorios/>

In this way, communications focused on valuing the evidence generated in research and policy analysis. For this, the regional strategy designed bets on the visibility of research, both processes and results, among different decision makers. Also, the positioning of diverse voices involved in each investigation has been sought, whether communicating it with informative notes, interviews or chronicles in the regional press as well as in the press corresponding to each country.

Under this logic, multimedia information content has been developed and managed for dissemination to mass audiences, both through the media and through Rimisp's official social networks (Facebook, Twitter and Instagram) (See Annex 3 for a report of the performance of those social networks).

For the Rural Dialogue Groups (GDR) an integral communication strategy is deployed with the generation of bimonthly news bulletins, press releases, columns in the media and graphics in social networks. Some of the most used media in this project are La Silla Vacía (Colombia), La Mula (Peru), El Desconcierto (Chile), Ecuador TV and El Universal (Mexico).

Additionally, we permanently cover the activities associated with the program on Rimisp's official website ([www.rimisp.org](http://www.rimisp.org)), a virtual space where progress in the field is announced and where publications and working documents issued are housed.

The contents worked on are focused on publicizing the Program's contribution to improving the opportunities and well-being of women and men in the region.

This information is also amplified in Rimisp's institutional newsletters, which summarize news highlights in each country, press appearances and documents issued in that period. These newsletters are targeted at segmented audiences, with an emphasis on decision-makers and key partners of Rimisp, but they also reach study centers, universities and territorial actors and representatives of social organizations. The newsletter is distributed to more than six thousand contacts.

The development of content, management and positioning has been in charge of journalists from each Country Office (Mexico, Colombia and Chile) and has achieved coverage in various media in these countries to put on public opinion the main findings of each investigation.

## 7. PROBLEMS AND CHALLENGES

The program faced some challenges during its implementation that we successfully dealt with in order to reach the intended results. Those challenges can be summarized in the following six main categories.

- The political cycle. During the three years of the TTP, most Latin American countries held presidential elections and experienced a change of governments. In cases such as the PPTP, the Project of Empowerment of Indigenous Women Leaders, the Alliance for the rural governance in Latin America and the Caribbean, the GDRs, the analysis of articulation between sectoral and territorial projects, and the project of the Master in Intercultural Approach, those changes implied some delays in the initial schedules due to restrictions in the assignment of budgets during electoral months, changes in the governmental staff, and changes in the political agendas and political priorities. To overcome these delays, we developed strategies such as advocacy with candidates and then with the transition team in order to maintain the agenda, to articulate the agenda with new political and social actors for the scaling up and sustainability of the process, maintain the recognition of spaces that were

already valued by the interlocutors, and generate an alignment of the actors on the prioritized strategies to generate longer-term bets that go beyond the electoral cycles.

- The timing between the administrative processes and the dynamics of phenomena being studied. Many of our projects were supported by contracts or agreements that have their own administrative processes. However, those administrative processes did not always happen at the pace they were expected to. For instance, the initial contract of the Functional sub-regionalization for Territorial Investments in Colombia had to be extended to in order to better coordinate this exercise with the regional process of construction of the National Development Plan. The Modern POT/POD project had delays in the contractual processes, so the hiring of RIMISP and the regional operators took place at the same time, which implied that the operators started activities without the technical inputs formulated by RIMISP. In the same project, it was not possible to verify all the “modernity standards” defined by the program, as the second generation of POTs were not available yet. In the case of PDET, not all municipalities developed the different stages of the evaluated program on the planned dates. And finally, as the content for diploma-level training courses depended upon the results of the practical solutions initiatives, which experienced delays in securing the additional financial support required, the preparation of contents for the diploma courses also experienced delays. In order to face these challenges, we had to be very flexible, add some meetings with relevant actors, and change the schedules.
- Some reluctance to change of government counterparts. In order to maintain a good and fluent dialogue with our counterparts, we had to be extremely flexible in the face of changes and adjustments resulting from internal decision-making as well as changes in governments or internal guidelines. Also, in the case of the redesign of the PDTI, in the beginning, some officials and extensionists displayed some initial reluctance to following the Improvement Plan. We addressed this by holding periodic technical meetings and “learning committees”, as well as adjusting the design of training programs to take into account the need for ownership of changes.
- The diversity of stakeholders. The projects faced the difficulty of coordinating various public actors and the need to know in greater detail the decentralized management of policies and programs. It was also necessary to involve other territorial actors in many projects to push certain strategic decisions. In order to do this, it was necessary to map several actors, taking into account the totality of stakeholders, not just local and regional authorities, operators and central government institutions. In addition, the collection of information in articulation with the actors of the territory constituted a fundamental input for several initiatives. This challenge was especially relevant for the Social Innovation Program for the Elimination of Poverty, the Functional Subregionalization for the Administrative Area and Special Planning in the Central Area -RAPE-, the Modern POT/POD project, and the baseline for the assessment of institutional and territorial management capacities for the PDET.
- Limitations due to current regulations. Some projects such as the Modern POT/POD project and the provision of technical support to the Association of Municipalities of Laja Diguillin faced some constraints due to the lack of regulations in some subjects like the rural component of territorial planning, the departmental planning instruments, and instruments to deliver public goods through associations of municipalities. Rimisp addressed these gaps through advances in concepts and procedures that give practical guidance to the formulators of the instruments.

- Technical complexity. To deliver some outputs we had to develop some specialized and innovative methodological processes. To this end, we strengthened some partnerships like the one with EAFIT University for the Functional sub-regionalization for Territorial Investments in Colombia. We also had to discuss several approaches with the New York University in charge of the urban component of the POT. Another technical complexity was the limitations of the available data. In the case of the ex-ante evaluation in Colombia the data comes from the national census of 2005, so we had to use proxy variables to better describe the current situation.
- Due to changes in the program leadership, highlighted in the first Interim report, it took longer than expected to put in full motion both the Applied Research and Practical Solution components. This implied some delay in the implementation of the household survey, which in turn meant more pressure to analyze the data in a shorter time frame without compromising the quality and scope of research initiatives. The main way we addressed this was by promoting more active involvement of younger researchers in the development of research products, under the mentoring and supervision of more senior team members. This turned out to be a very rewarding experience for both parties and an essential part of the commitment of Rimisp with attracting qualified human capital and offering opportunities for professional development and career advancement within the organization. For instance, one graduate and one master students who joined Rimisp as interns as part of their degree program are now full-time research assistants and lead authors of two of the research articles produced by the TTP.

## 8. OVERALL ASSESSMENT AND RECOMMENDATIONS TO IDRC

The development of the project was very fulfilling for Rimisp, considering that it had its regional operation in Mexico, Colombia and Chile. The confidence that IDRC has had in Rimisp has been fundamental for Rimisp as a whole and for the development of the program. We strove to achieve all the project objectives, and highly value the trust and fluent interaction with our program officers, which allowed adjusting the work plan when necessary due to external changes, without compromising the program's outputs. This is especially important considering that this kind of project is related to human behavior and policies, so the context could change at any moment, which could imply to change the work plan.

The partnership between Rimisp and IDRC during many years has positively prevented changes that could affect this relationship in terms of a new program officer and a new project director. Now, this partnership is becoming stronger and Rimisp is more robust as a regional organization.

A recommendation for next project is to have more frequent communication during the project development. We are aware that a project of this scope requires time and planning to do a follow-up, hence the need for constant communication from the design phase.

## ANNEX

### Annex 1. Value chain of the Theory of Change of the Program

Component	Expected outcomes	Output
1. Large scale impact	1.1 Large-scale policies and programs designed with the direct support of the program	<b>1.1.1</b> At least three large scale policies and programs designed, approved, funded by the national governments, implemented with the support of the program and using the knowledge based on the research generated and synthetized by Rimisp and its partners.
	1.2 Policy agenda with increased recognition that inter-sectorial and rural-urban linkages are keys to maximizing the pro-poor and gender-equitable effects of rural growth	<b>1.2.1</b> Adjustment opportunities and agenda priorities identified by the Rural Dialog Groups (GDR). <b>1.2.2</b> Programmatic priorities, objectives and/or matters acknowledged by high level staff and important public organizations. <b>1.2.3</b> Greater public visibility (for example in the media, think tanks, academia and public debates) of the priorities, objectives or subjects promoted by the GDR.
2.Practical solutions	2.1 Better understanding of the relative costs and benefits, and their differences across genders and ethnic groups, of alternative policy options for lagging territories in Mexico, Colombia, and Chile	<b>2.1.1</b> An <b>ex-ante assessment</b> methodology with a gender approach on the cost-effectiveness of different designs of Territorial Development Programs (work line). <b>2.1.2</b> A technical report for decision makers in each country. <b>2.1.3</b> At least one article summarizing the main discoveries. <b>2.1.4</b> Content for diploma courses.
	2.2 Better understanding of the impact potential of territorial development policies and programs, and of the design and implementation factors that need to receive greater attention for optimal results	<b>2.2.1</b> A methodological report on how to conduct <b>Results and Impact Assessments</b> on Policies and Territorial Development Programs (work line). <b>2.2.2</b> Three Results and Impact Assessments concluded or advanced. <b>2.2.3</b> An advanced draft of a scientific article based on the final results of the assessments. <b>2.2.4</b> Content for diploma courses.
	2.3 More efficient and effective implementation of territorial development programs	<b>2.3.1</b> At least 9 technical documents explaining the costs and benefits of different <b>operational solutions</b> , assessed in the field, to address important challenges faced by the implementation of the Territorial Development Programs (work line). <b>2.3.2</b> Content for diploma courses.
	2.4 Greater human resource capacity for territorial development policy design and	<b>2.4.1</b> 100 high level <b>policy doers and makers</b> who are half way in their career

	implementation capacity in Mexico, Colombia, and Chile	and trained in design and implementation of Territorial Development Programs (work line). <b>2.4.2</b> 100 final essays on design or implementation of policies written by the <b>diploma</b> course students, broadly distributed throughout the region. 2.4.3 Informal network of policy doers and makers with a high potential and who are half way through their career and trained in design and implementation of Territorial Development Programs.
3. Applied research	3.1 Importance, dynamics and development potential of rural-urban territories better understood	<b>3.1.1</b> National maps identifying all the current rural-urban territories in Chile, Colombia and Mexico with detailed descriptive tables. <b>3.1.2</b> Analysis of the heterogeneity of the rural-urban territories. <b>3.1.3</b> Analysis of the policies for each country explaining how the strategies, policies and current rural development plans participate in the rural-urban territories.
	3.2 Improved understanding of the transformation of agrifood systems and the role of rural-urban territories therein	<b>3.2.1</b> Analysis of the agrifood systems and their transformation in two rural-urban territories in each country. <b>3.2.2</b> Determination of the cause linkages between different characteristics of the rural-urban territories and the performance of the different components of the agrifood systems (different types of producers, wholesalers, processors, etc.).
	3.3 Improved understanding of the characteristics and dynamics (including gender) of labor markets in rural-urban territories	<b>3.3.1</b> Analysis of the labor markets in the rural-urban territories, including gender and ethnic differences in the participation in the labor market and the results in the territories and an in-depth analysis of formal and informal employers in two rural-urban territories for each country. <b>3.3.2</b> Determination of the cause linkages between different characteristics of the rural-urban territories and the diversification and the results of the labor markets based on gender and ethnicity.
	3.4 Improved understanding of the interactions between patterns of urbanization, agrifood system transformation and changes in labor markets, and their gender-specific distributional implications	<b>3.4.1</b> Analysis of the capacity of the agrifood systems to generate jobs in the rest of the local economy of the rural-urban territories, including an analysis of the possible differences in type and quality of new jobs based on gender and ethnicity.

		<p><b>3.4.2</b> Analysis of the differential impact and cost-effectiveness, including different implications based on gender and ethnicity, the different interventions in policies to generate economic growth and reduce poverty and income inequality through changes in the agrifood system, the labor markets or specific rural-urban linkages.</p> <p><b>3.4.3</b> Spatially disaggregated data bases compiling data from secondary sources.</p> <p><b>3.4.4</b> Primary data bases of representative household surveys at a national level for rural-urban territories.</p> <p><b>3.4.5</b> Primary data bases of semi-structured surveys of all the representative segments of the agrifood systems in two rural-urban territories in each country.</p> <p><b>3.4.6</b> Primary data bases of semi-structured surveys of formal and informal employers in two rural-urban territories in each country.</p>
4. Rimisp Consolidation	4.1 Rimisp has a greater capacity to support long term development.	<p><b>4.1.1</b> A five year road map to reach the full potential of the policy based on Rimisp research with three priorities: Attraction and retention of a top quality team, business and refined funding model and strong country offices.</p> <p><b>4.1.2</b> A Monitoring and Assessment System to review and monitor intermediate and final results of the road map.</p> <p><b>4.1.3</b> Annual reports 2016-2020 on the road map's implementation.</p>

## Annex 2. References of the reported deliverables and dissemination outputs

### Articles published in peer-reviewed journals

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Fernández, J. El territorio como espacio contradictorio: promesas y conflictos en torno a la actividad extractiva en Ecuador, Colombia, Perú y Chile (En proceso de publicación)

### Papers currently under review in peer-reviewed journals

Berdegué, J., Hiller, T., Ramírez, J., Satizabal, S., Soloaga, I., Soto, J., Uribe, M. & Vargas, M. (2017). Delineating functional territories from outer space (Latin American Economic Review)

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Cazzuffi, C., Fernández, J. Rural youth and migration in Ecuador, Mexico and Peru (Geoforum)

Cazzuffi, C., McKay, A., Perge, E. The impact of commercialisation of rice on household welfare in rural Vietnam (Food Policy)

Fergusson, L., Hiller, T., Ibáñez, AM., Moya, A. Dynamics of Armed Conflict and Attitudes towards Reconciliation: Micro Evidence for Colombia (World Development)

Rivero, P., Ramírez, E., Rural Territory Urbanization and Agricultural Productivity (World Development) Soto, J., Lufin, M. The Labor Movement in Contemporary Protest: Evidence from a Student-Oriented Movement.

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Jobs in the missing middle

Mobility and aspirations: rural-urban territories in Chile, Colombia and Mexico

Rural-urban linkages and inclusive growth in Chile, Colombia and Mexico

Social and political participation of women in Chile, Colombia and Mexico

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#### **Participation in conferences, briefs and dissemination events**

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Berdegué , J., Proctor, F. (2017). Linking rural and urban development. EC Hot Topics Seminar Series. Belgium

Berdegué, J., Fernández, M., Penagos, Á. (2017). Rethinking Latin America's rural shift. Conference at the International Development Research Centre, Ottawa, Canadá. Canadá

Cazzuffi, C. (2018). Aspirations of economic inclusion of Latin American rural youths. Development Studies Association Conference. Reino Unido

Cazzuffi, C. (2018). Determinants of dynamism and social inclusion in rural – urban functional territories: A comparison of México, Colombia and Chile. CIRAD Conference Living territories for a sustainable development. Francia

Cazzuffi, C. (2018). Labor market inclusion in rural-urban territories in Chile. Seminario Departamento de Economía, Universidad de Santiago de Chile. Chile

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Cazzuffi, C., Penagos, Á., Ramírez, E. (2018). Desarrollo territorial en América Latina, nuevos desafíos para la articulación público – privada. FAO - Semana de la Agricultura y la Alimentación. Argentina

Christian, C. (2017). Derechos económicos, autonomía y empoderamiento económico. Encuentro Nacional de Lideresas indígenas. Chile

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Cortínez, V. (2017). Ponencia Territorios, empoderamiento y autonomía económica: diversas trayectorias para avanzar hacia la equidad de género en Chile.

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Díaz, V. (2017). Innovative systems of care for elderly people: An analysis from a gender and territorial perspective. 3rd Transforming Care Conference 2017. Italia

Fernández, J. (2018). El Territorio como espacio contradictorio: promesas y conflictos en torno a la actividad extractiva en Ecuador, Perú, Colombia y Chile. Congreso ALASRU. Territorio, cultura y disputa por los bienes naturales. Montevideo, Uruguay

Hiller, T. (2018). Dynamics of armed conflict and reconciliation - Micro evidence from Colombia. Human Development and Capabilities Association Conference. Argentina

Leyton, C (2017). Diagnóstico Región de los Ríos y Propuesta Piloto Innovación Social para la Superación de la Pobreza. Seminario Regional. Propuesta Piloto Innovación Social para la Superación de la Pobreza. Valdivia, Chile

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### Annex 3. Social networks report

- **Facebook (@Rimisp)**

#### General information

The page was created on July 20, 2010 and have a total of 6.449 *followers*. The Rimisp Facebook page have the purpose of broadcast our research, articles, events and news, among other elements of interest to our community.

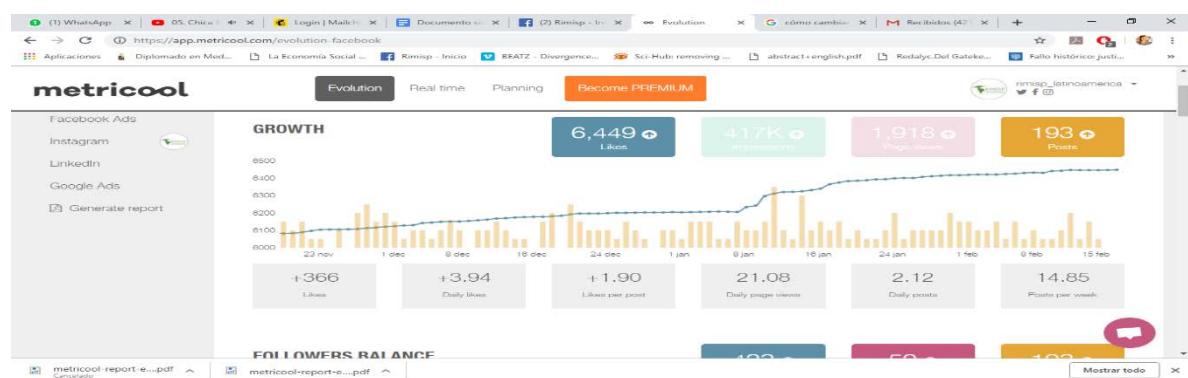
#### Performance metrics

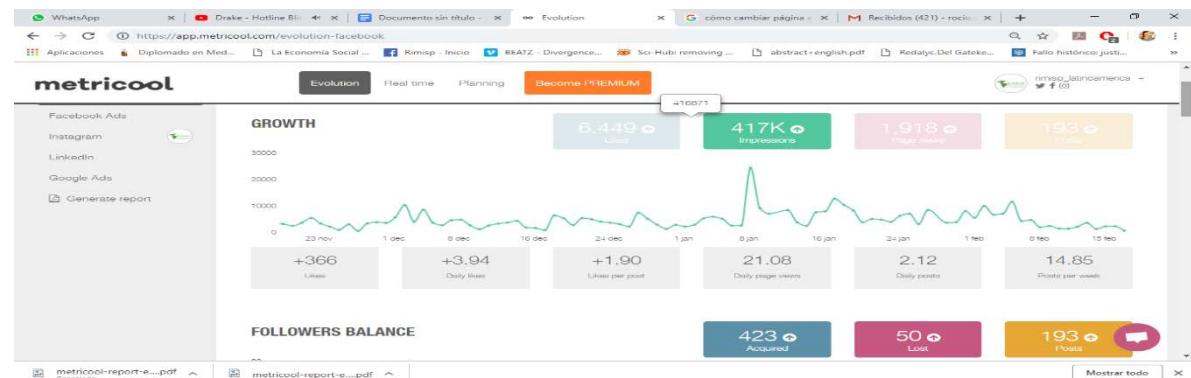
##### Growth

##### Likes

In the last trimester, the growth of our page has increased by 6.02%. Thereby, the Rimisp community on Facebook evolved from 6082 likes to 6449 likes.

Figure 1. Growth of likes between november 18, 2018 and February 17, 2019

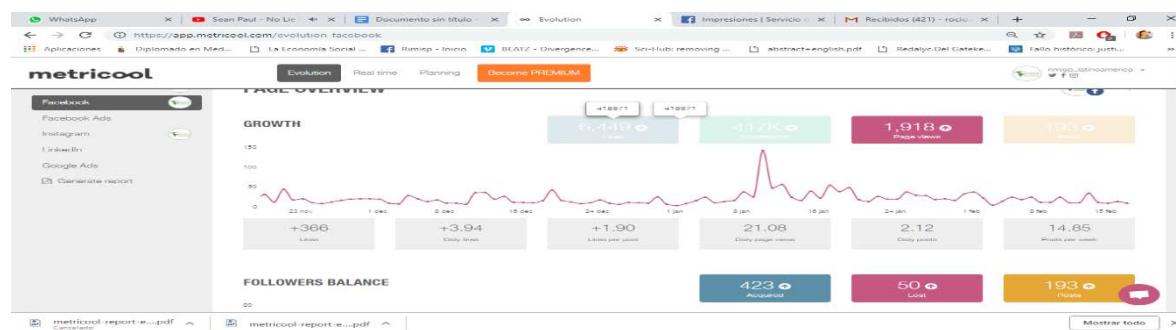




## Page views

In the last trimester, we have added a total of 1.918 page views. Moreover, the page views have grown by 259.85%.

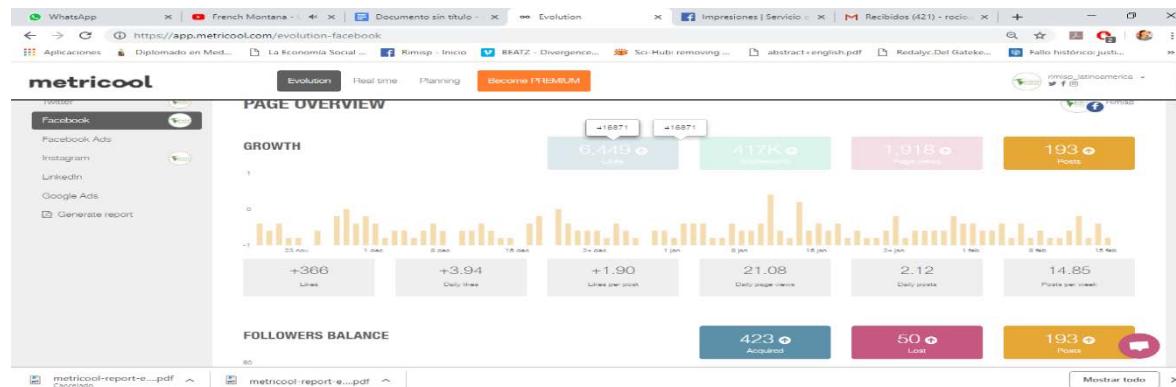
Figure 3. Growth of page views between november 18, 2018 and february 17, 2019



## Posts

In the last semester we have made 193 publications in our fan page.

Figure 4. Posts between november 18, 2018 and February 17, 2019

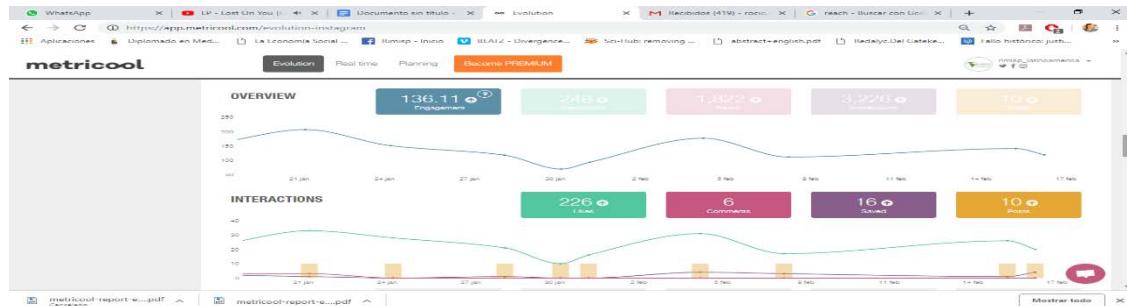


## Overview

## Engagement

The last semester, the engagement of our followers increased has by 7.38%.

Figure 5. Engagement between november 18, 2018 and February 17, 2019



## Reach

The reach of publications has increased by 197.49% in the last trimester.

Figure 5. Reach between november 18, 2018 and February 17, 2019



### • Instagram (@rimisp\_latinoamerica)

#### General information

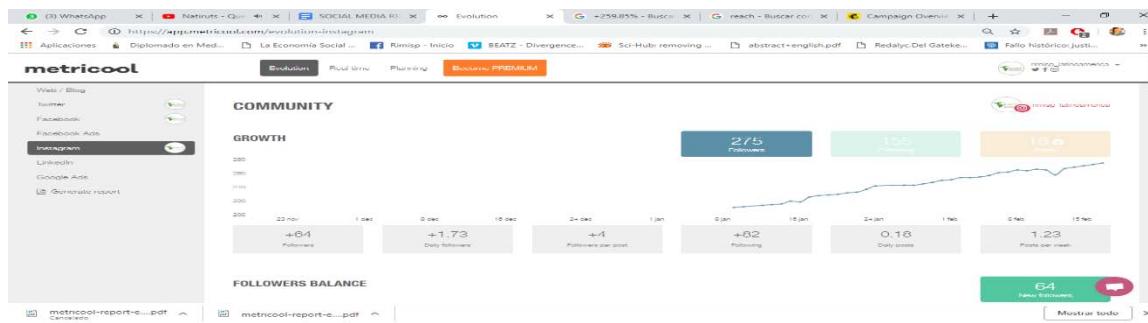
This account was created on June 20, 2018. This have 278 followers and its purpose is broadcast media appearances, research and infographics that are related to the work of Rimisp.

#### Performance metrics

#### Growth

#### Followers

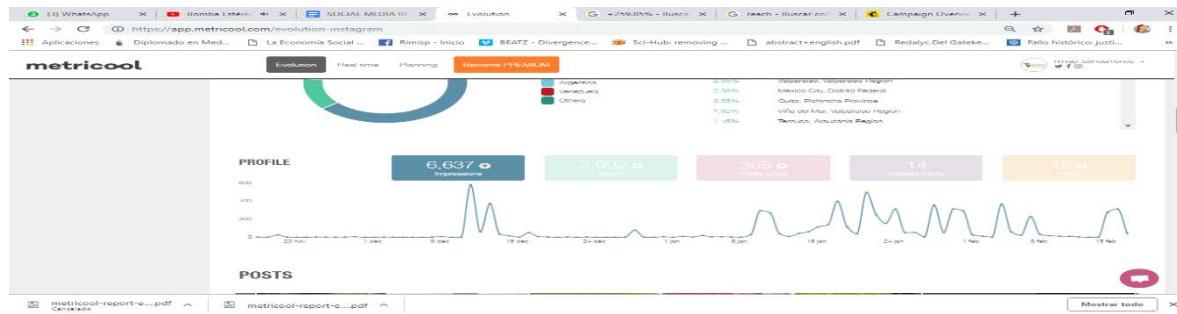
The community of @rimisp\_latinoamerica has grown by 21.08% this last trimester.  
 Figure 7. Growth of followers between november 18, 2018 and february 17, 2019



## Impressions

The total number of impressions, during the last trimester, is 6.637. This increased by 1,138.25%.

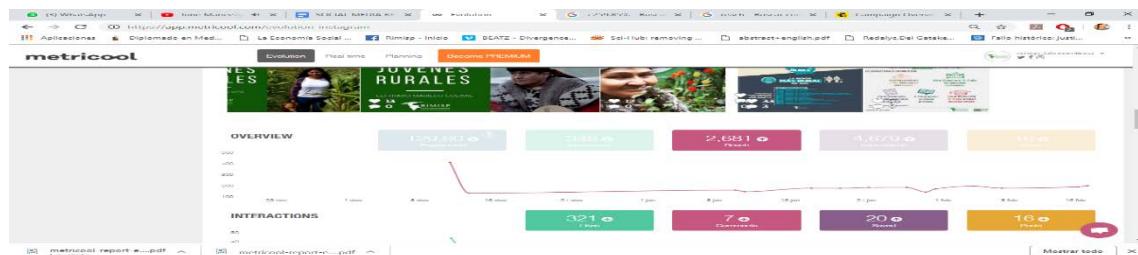
Figure 8. Impressions between november 18, 2018 and february 17, 2019



## Reach

The reach of publications has increased by 9.79% in the last trimester

Figure 9. Reach between november 18, 2018 and february 17, 2019



## • Twitter

### General information

The account was created on April 2010 and have a total of 6.775 *followers*. Rimisp use this social network to promote the daily work of the organizations, as of participation in seminars, events and meetings with authorities and policy makers. We also promote our research and articles in the media.

### Performance metrics

In the last trimester, our account has achieved a total of 296 thousand impressions in the last trimester, with an average of 10 Retweets a day and 18 likes a day. Only in the last month, our Twitter community has growth in more than one hundred accounts.

Figure 10. Growth of likes between january 17, 2019 and february 17, 2019

