

Documentation

Dataset C5. PNIS survey 2019 & 2021

Data resulting from a survey with follow-up survey using a structured questionnaire form, carried out in 2019 and 2021 with respectively 412 and 413 users of the government's Illicit Crops Replacing Program (Programa Nacional de Sustitución de Cultivos Ilícitos - PNIS), in the municipalities of Tumaco in Nariño and Puerto Asís in Putumayo. In 2019 the survey was carried out in both municipalities: the follow-up survey in 2021 was only carried out in Tumaco, with 165 respondents of the 2019 survey also surveyed in 2021. Aim of the PNIS surveys is to characterize, for households participating in the PNIS programme, their lifestyle, changes in standard of living and income as a result of joining the program and perception of government institutions participating in the program. The data file contains the responses of the 2019 and 2021 surveys.

Dataset owner: Universidad Nacional de Colombia

Context

Colombia's national illicit crop substitution programme (Programa Nacional Integral de Sustitución de Cultivos de Uso Ilícito – PNIS) has been one of the main instruments in the battle to reduce illicit coca production, since the signing of the Peace Agreement in 2016 between the Colombian Government and the country's oldest and largest armed insurgent group FARC-EP.

The PNIS programme was designed to give smallholder farmers subsidies to swap illegal crops (coca) for alternatives such as cacao and coffee. It was also intended to combat years of social and political exclusion of coca farmers, and was supposed to be linked to regional development and infrastructure plans. Nearly 100,000 coca farming families signed up to the programme.

Results from the 2019 survey are presented in the report “PNIS en terreno: voces del campesinado cocalero” (Voices from cocalero peasants), highlighting as key results that:

- the coca economy has allowed peasants access to education, housing and land;
- this social advance is, however, counteracted by the conditions of violence and insecurity that participation in crops for illicit use brings;
- the income of the coca growers fell upon entering the program
- the PNIS has had serious flaws related to the delay in the arrival of the promised resources to users and the lack of access to relevant information about the program.
- people, however, do not regret having entered and still trust that the government will fulfill its commitments

Results from the 2021 survey are presented in the report “La Paz con hambre y bala está muy difícil”, highlighting as key findings that:

- PNIS has not been the optimal strategy to eradicate illicit crops according to the commitments of the Peace Agreement
- Unfulfilled promises have substantially reduced the income of registered families
- The program has applied excluding practices with unjustified withdrawal of families enrolled in PNIS and lack of geographic coverage

- Substitution has put social leaders at risk
- Delays in the Comprehensive Rural Reform has adversely affected the implementation of the PNIS.
- PNIS is an underfunded program.

Methodology

The 2019 survey was designed with two objectives:

1. to carry out a characterization of the peasantry involved in cocaine economies
2. to inquire about the growers' perceptions about the substitution program for crops.

A first version of the questionnaire was developed based on information collected during 2018 as part of the Drugs and (dis)order project in the study regions and in Bogotá. This initial instrument was discussed and adjusted with members of the political commission of COCCAM, the National Coordinator of Cultivators of Coca, Poppy and Marihuana (Coordinadora Nacional de Cultivadores de Coca, Amapola, y Marihuana). After further adjustments, a pilot study of 30 surveys was done in April 2019 in the department of Córdoba, municipalities of Puerto Libertador and Montelíbano. This pilot gave further adjustments to the questionnaire, resulting in a final questionnaire form consisting of 195 questions, capturing information on income, time use, perception vis-à-vis institutions linked to the PNIS program, security, political participation, etc.

The 2021 survey was further adapted with three objectives:

1. Continue the socioeconomic characterization of the coca growing peasantry
2. Record and analyze the perceptions that users enrolled in the PNIS have about this substitution programme. Whilst this complements existing reporting about implementation of the PNIS, it also provides strategic input to evaluate public policy from the point of view of people affected by the policy measures.
3. Compare results between the 2019 and 2021 surveys.

The development of the questionnaire started from the questionnaire used in the 2019 PNIS survey and consultation with the different ethnic authorities and social leaders in the region. In April 2021, meetings were held with the governing boards of the community councils in the study area, with second-level organizations of the community councils (Recompas), and with the community action boards that are joined in the Asociación Porvenir Campesino (ASOPORCA). In these meetings, the survey and its importance was discussed, the questionnaire was reviewed and an action plan defined.

Compared to the 2019 survey, this follow-up survey differs in the following ways:

1. Only carried out in Tumaco, not Puerto Asís due to logistical and security conditions
2. Carried out in several villages in Tumaco that could not be reached in 2019
3. Re-survey a maximum number of respondents of the 2019 survey: of 206 respondents in Tumaco in 2019, 165 could be resurveyed in 2021 which allows comparison of two key points in the PNIS, at the midpoint of the program (the Santos - Duque transition) and at the end of the Duque government
4. Some questions in the questionnaire changed, either being removed, or new questions added, or the wording of questions changed; these changes are explained in the variable table that is included in the data file.

Both surveys were carried out through personal interviews with heads of household by survey company Metis Strategic Research.

Location

2019: Puerto Asís (Putumayo) and San Andrés de Tumaco (Nariño).
2021: 31 villages of the municipality San Andrés de Tumaco.

Time period

17 June to 2 July 2019 and 19 May to 4 June 2021.

Sample selection

The survey applied uneven stratified cluster sampling. The primary sampling unit was the village. The secondary sampling unit corresponds to the family belonging to the program and the reporting unit corresponded to the head of the household. The sampling framework was developed in collaboration between Metis, members of the Universidad Nacional team and with social leaders.

Official information was sourced to identify the official number of farmers enrolled in the crop substitution program, by department, municipality and village. These data were essential to identify the intervention areas of the program and establish a representative sample for the survey. Since the authorities in charge of the program were reluctant to share this information, access to this information was sought by judicial means. Filing a guardianship action before a judge to protect the right to access information, resulted in receiving the requested databases in May 2019. Based on this, the sampling of the survey was established.

The target population for the survey were male and female users of the PNIS program older than 18 years, who had received at least one program payment. The total population consists of 4,506 families living in 176 villages in Puerto Asís and 16,658 families residing in 133 villages in Tumaco. Due to public order and security problems that prevented entry to certain areas both times, the actual study population was each time lower.

In 2019, the actual study population consisted in Puerto Asís of 3,138 families located in 108 villages (70% of the target population) and in Tumaco of 7,496 families residing in 66 villages (45% of the target population). The resulting sample was 412 users of the PNIS programme. For both Puerto Asís and San Andrés de Tumaco the sample size is representative with a confidence level of 95%.

In 2021 the actual study population consisted of 12,719 families residing in 93 villages (77% of the target population). The resulting sample was 413 users of the PNIS programme, with 165 respondents also having responded to the 2019 PNIS survey.

Anonymisation steps

The dataset has been anonymised by leaving out names and direct identifiers for all respondents, aggregating certain variables, coding textual responses. Also some sensitive questions have been removed from this version of the dataset.

Additional documentation files:

Questionnaires CuestionarioPNIS_2019 and CuestionarioPNIS_2021; PNIS reports for 2019 and 2021; Field Guide and Data Processing report 2021.