

ANNEX J: CASE STUDY 5 – EXPORT DIVERSIFICATION AND SPATIAL EFFECTS OF THE AGREEMENT: THE CASE OF TROPICAL FRUIT PRODUCTION IN NARIÑO, COLOMBIA

1 INTRODUCTION

As shown in the overall analysis, the Agreement has led to a diversification of Colombian exports into new agricultural products, some of which are produced in remote areas of the country. This case study seeks to identify the causal link between the Agreement and export performance of rural areas, using the south-western Department of Nariño as an example for its great ethnic diversity. The case study first provides an overview of the current situation and recent trends in Nariño (section 2). Section 3 assesses the impact of the Agreement on the Department.

2 CURRENT SITUATION AND RECENT TRENDS

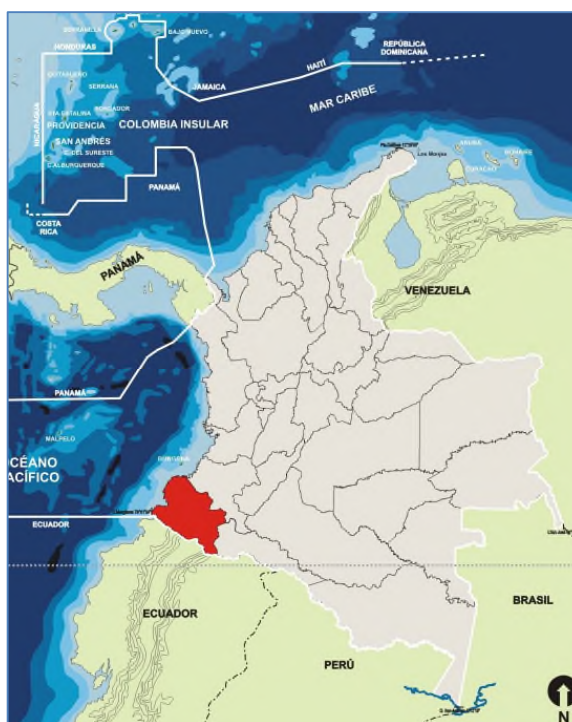
2.1 Location and population

The Department of Nariño is located in the southwestern part of Colombia, bordering to the south with Ecuador (Figure 1). It has an area of 33,268 km², representing 2.9% of the national territory. The geographical location constitutes a potential in terms of trade, given its proximity to the border, its access to the sea and connectivity with other departments. However, the location has also been a variable of territorial vulnerability given the situation related to drug production and trafficking, as well as the armed conflict, as discussed further below.

The total population of the Department in 2018 was 1.63 million, of which 352 thousand live in the Department's capital, Pasto. 56.1% of the department's population live in rural areas. This share has remained constant since 2005, indicating a population dynamic contrary to the rest of the country, which characterized by the demographic transition towards urban areas. With birth rates having declined in recent year, the Department's population is projected to stagnate in the coming years (DANE-CNVP, 2018).

One of the fundamental characteristics of the department of Nariño is its great ethnic diversity. Indigenous peoples in Nariño include cultures such as the Inga, Kofan, Awa, Pasto, Eperara, Siapidara and Quillasinga. Also, the Afro-descendant population is an important part of Nariño's population, especially in several municipalities in the Pacific region.

Figure 1: Location of Nariño

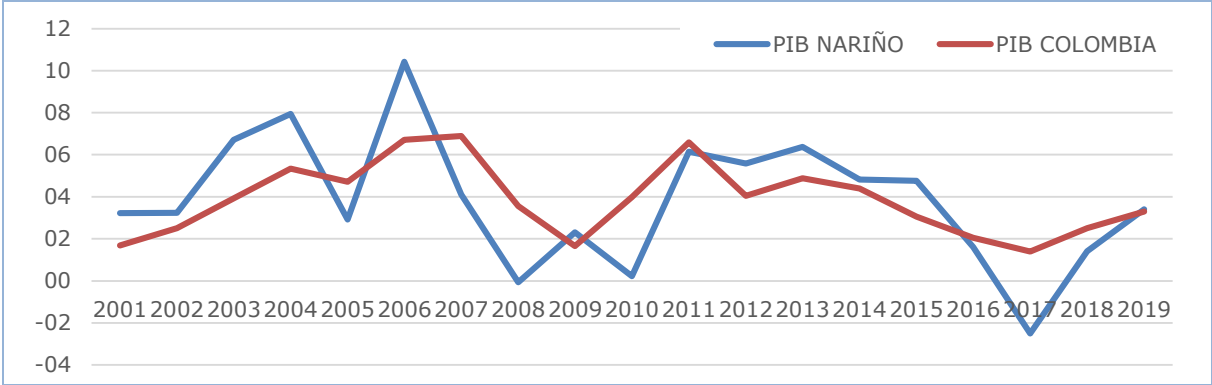


Source: Sociedad Geográfica de Colombia, <https://www.sogeocol.edu.co/narino.htm>

2.2 Economic situation and developments

Nariño’s economic contribution to the national GDP represents 1.5% (2017-19). Over the years, GDP has been more volatile in the Department than at the national level (Figure 2).¹ On average, growth over the years in Nariño was below the national average, but the difference was lower in the Agreement period (2013-2019, at 2.8% in Nariño vs. 3.1% nationally, than in the years preceding the Agreement (2007-2012), at 3.0% vs. 4.5%.

Figure 2: Annual GDP growth, at 2015 constant prices (%)



Source: Own preparation based on DANE. Cuentas departamentales, 2020.

The sectoral structure of Nariño’s economy differs considerably from the national average (Figure 3): administration and defence (a result of the border location) as well as agriculture are substantially above the national average, at 27.7% vs. 15.1% and 15.6% vs. 6.7%, respectively, in 2019, whereas manufacturing (2.5% vs. 11.0%)² and mining (1.0% vs. 5.6%) only play a very limited role in the departmental economy.

Figure 3: Sectoral composition of GDP, Nariño and Colombia, 2019 (% of total)



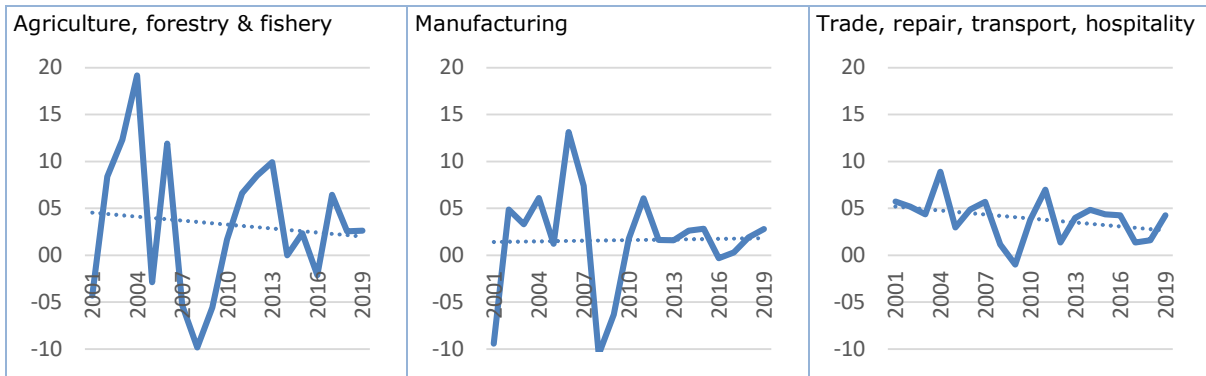
Source: Own preparation based on DANE. Cuentas departamentales, 2020.

¹ This is to be expected as the departmental economy is based on a narrower production base that the national economy, and so GDP depends on fewer products and services.

² Manufacturing essentially consists of five activities: other food products (33%), dairy products (25.3%), processed fish and meat (18.1%), milling and starch products (11.7%), and other manufacturing industries (11.8%).

The performance of selected sectors in Nariño over the years shows a slight trend towards an increase in agriculture/forestry/fishery as well as services sectors, which have witnessed higher growth rates than manufacturing activities (Figure 4).

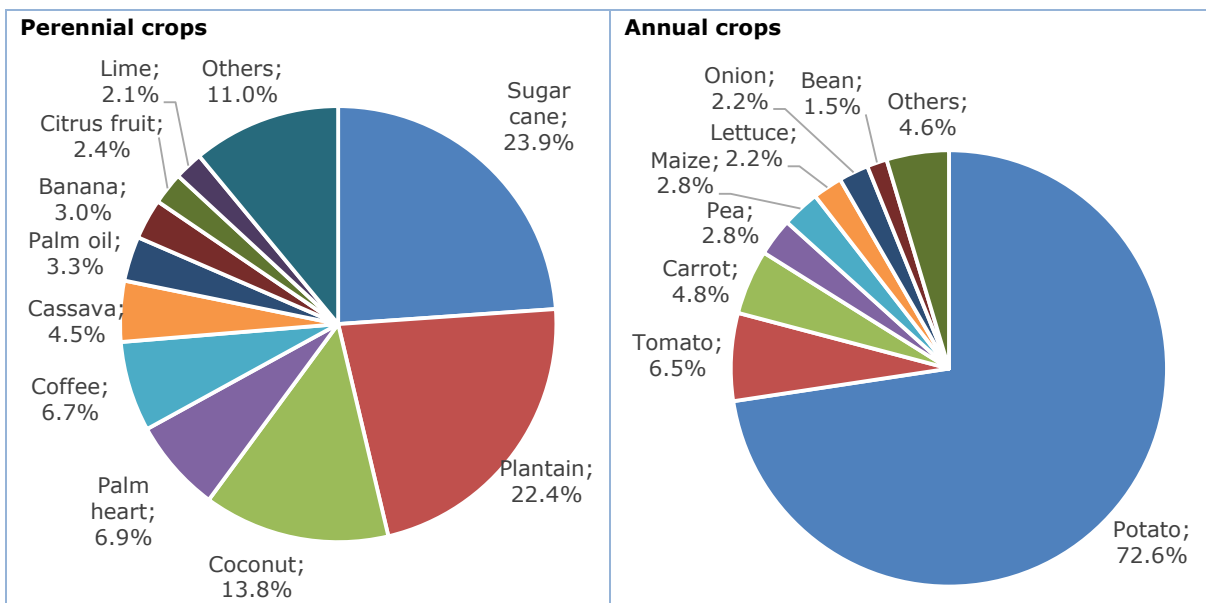
Figure 4: Annual growth of selected economic activities, Nariño, 2019 (%)



Source: Own preparation based on DANE. Cuentas departamentales, 2020.

Within the agricultural sector, the Department's output is fairly diversified (Figure 5). Among the perennial crops, sugar cane, plantains, cocoa, palm hearts and coffee together account for close to three quarters of production; among the annual crops, potatoes dominate, followed by a range of vegetables.

Figure 5: Main crops grown in Nariño, 2018 (% of total)



Source: Own preparation based on Ministerio de Agricultura y Desarrollo Rural, 2018.

In terms of the export composition, the Department's main products are coffee (33%), gold (25%), palm oil (17%), fish (15%), and citrus fruit (5%) (Figure 6). Comparing these numbers with the composition of agricultural output shows that the regional economy is mostly producing for the domestic market: none of the main crops planted – potatoes, sugar cane, plantains, cocoa – is found among the main exports. In line with this, in terms of the importance of exports, Nariño is still performing below average, but catching up: the Department's exports represented an average 0.2% of national exports between 2012 and 2019 (compared to a share in national GDP of 1.5%), but increased 15.2% between 2018 and 2019.

Nariño's main trading partners are the United States and Ecuador (Ministerio de Comercio, Industria y Turismo, 2021).

In terms of competitiveness, Nariño in 2019 ranked 20th among Colombia's 33 departments, rising one position compared to 2018 (Consejo Privado de Competitividad, 2019). The competitiveness index evaluates a set of indicators in four areas, innovation ecosystems, market efficiency, human capital and business enabling conditions (Figure 7). Among the best-ranked components for the Department is business innovation in the adoption of ICT (position 17), with the performance of financial services and higher education also performing well. On the other hand, aspects such as the business environment, sophistication and diversification, basic education, the efficiency of the labour market, market size and health show a low performance

Figure 6: Main exports of Nariño, 2020 (% of total)

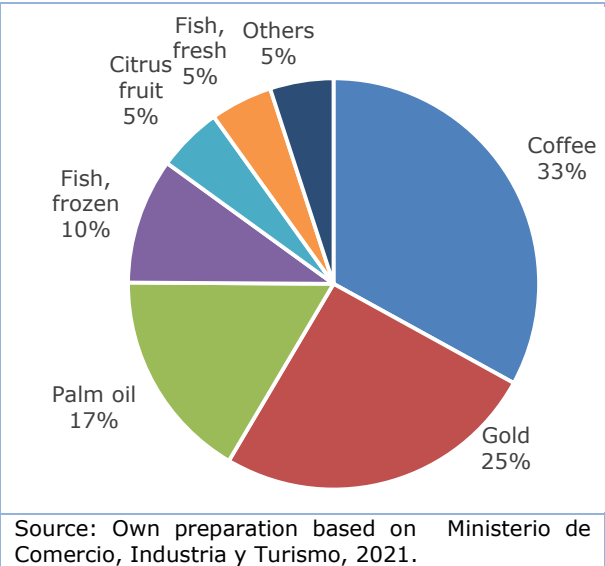
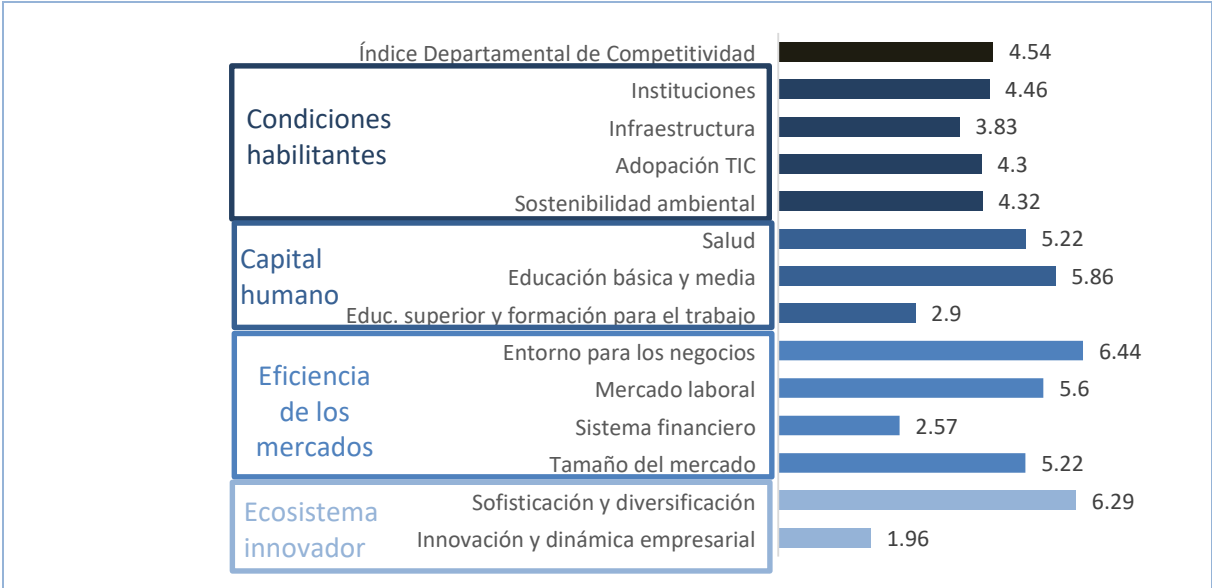


Figure 7: Nariño's scores in the Departmental Competitiveness Index, 2019 (1=best).



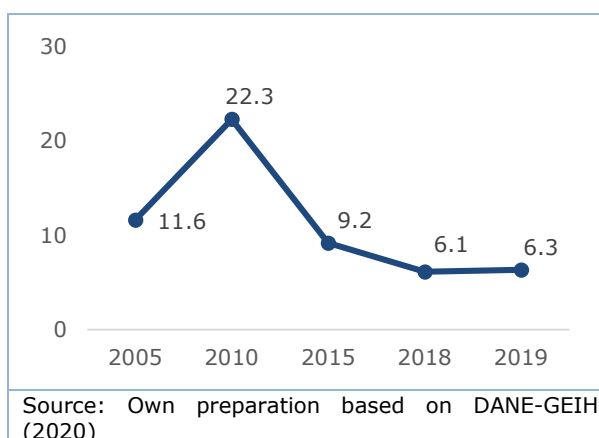
2.3 Social situation and developments

The main indicators presented here to characterise the Department's social situation and trends are employment, poverty – both monetary poverty (based on the comparison between the level of household incomes and the monetary cost of acquiring the food basket) and through the Multidimensional Poverty Index (MPI) –, inequality (measured by the Gini coefficient), and the coverage of public services.

Employment

The development of the job market in the Department has shown a significant evolution: unemployment declined from 22.3% in 2010 to single-digit levels from 2015 onwards (Figure 8). From 2015 to 2019, the unemployment rate fell further by 2.9 percentage points, which is equivalent to 25,000 fewer people without job. Although between 2018 and 2019 3,000 people were added to this condition, increasing the unemployment rate to 6.3%, this was still below the national average of 9.7% (DANE-GEIH, 2020). At the same time, the reduction unemployment has had only limited effects on the poverty situation in the Department (see below). This can partly be explained with the fact that informality, underemployment and inadequate (low wage) employment are pervasive. In addition, obstacles affecting women in the labour market in Nariño are of concern. In 2017, the gender gap in the global participation rate was 19.8%, women’s non-participation rate being 39.9%.

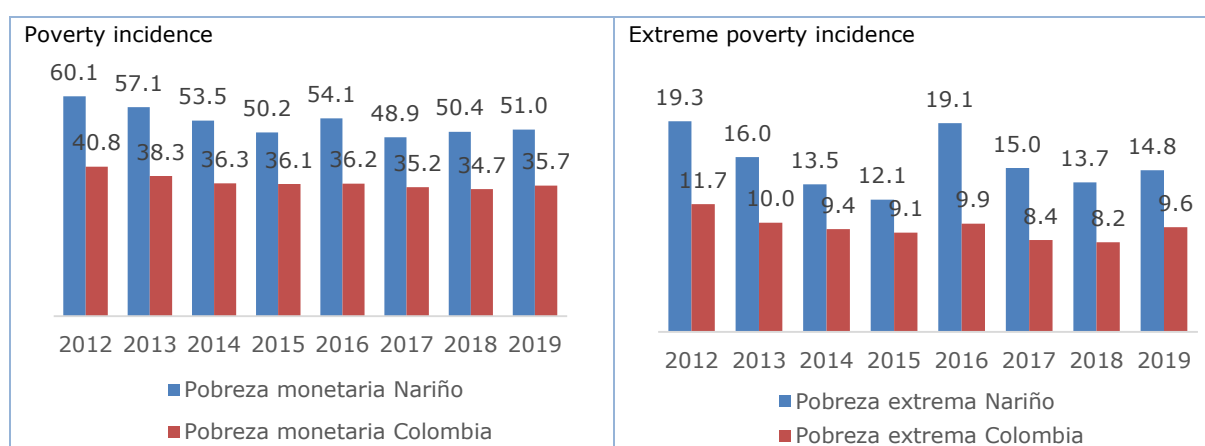
Figure 8: Unemployment in Nariño 2005-2019 (%)



Poverty

From 2012 to 2019, 79,000 people managed to get out of monetary poverty in Nariño; the poverty incidence decreased from 60.1% to 51.0% (Figure 9). Even so, in 2019 Nariño was among the nine departments with the highest poverty incidences, the national average being 35.7%. Extreme poverty in the Department (14.8%) was also above the national average (9.6%). In addition, contrary to the national trend which saw poverty reducing from 2012 to 2018 (and then increasing), progress in Nariño happened mostly during the period 2012 to 2015; since then, both poverty and extreme poverty show an increasing rate.

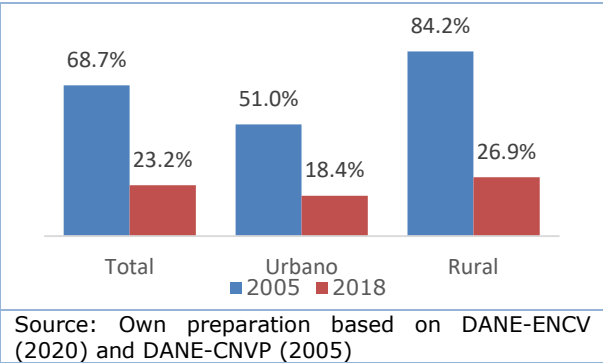
Figure 9: Evolution of monetary poverty in Nariño and Colombia, 2012-2019 (% of population)



Source: Own preparation based on DANE, 2020: Indicadores de Pobreza Monetaria.

In terms of multidimensional poverty, which also incorporates health, education and the coverage of other basic needs, according to data from the 2005 Census, Nariño's population in this condition represented 68.7% (1,023,681 inhabitants); in rural areas 84.2% were poor (Figure 10). By 2018, this declined to 23.2% (26.9% in rural areas and 18.4% in urban areas) – a remarkable achievement. Nevertheless, the Department's performance is still below the Colombian average.

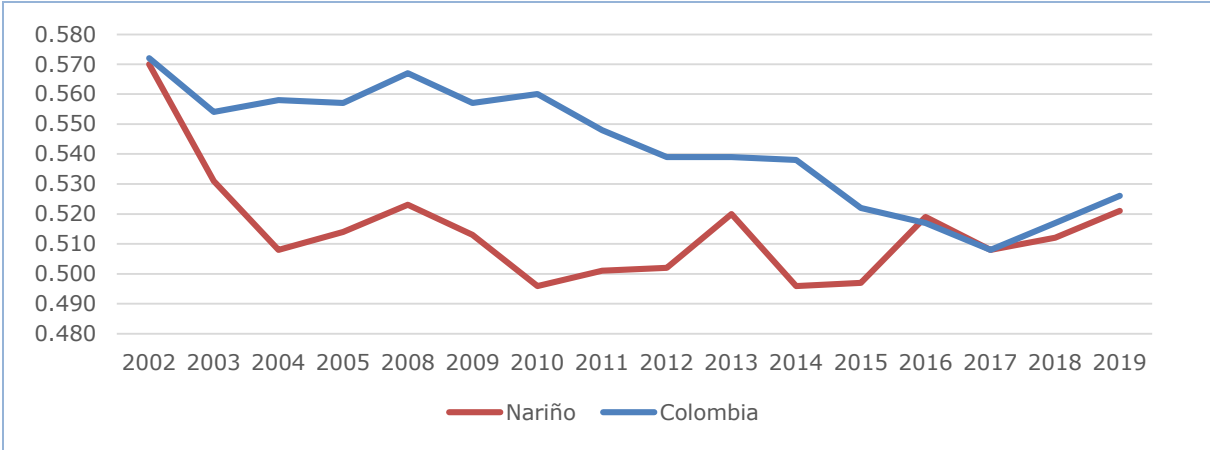
Figure 10: Multidimensional poverty in Nariño, 2018 vs. 2005 (% of population)



Inequality

The Department also shows an uneven performance regarding inequality. Although this substantially decreased in the early 2000s, and was below the national average until 2015, since then it has increased again until 2019, now being roughly at the national average again (Figure 11).

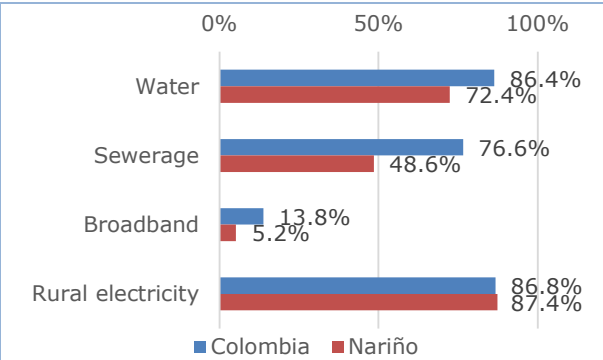
Figure 11: Evolution of the Gini Index in Nariño and Colombia, 2002-2019



Coverage of public services

With regard to the provision of basic public services, the Department has challenges in terms of electricity, water and sewerage, which are below the national average. Figure 12 compares the coverage of some public services in Nariño with the Colombian averages. It shows that, with the exception of rural electricity, the Department lags behind the rest of the country – in access to water, sewerages, and internet. Regarding the latter, broadband penetration in 2019 was 5.2%, a very low figure that has a negative impact on the development of commercial, financial and education activities.

Figure 12: Access to basic services in Nariño and Colombia (% of population)



Source: Own preparation based on DANE (2018; water and sewerage), MinTIC (2019; internet), and UPME (2018; electricity)

2.4 Human rights situation and developments

In Nariño, the armed conflict and the planting of illicit crops are key issues affecting the human rights situations, causing displacements of the peasant and indigenous populations to the urban centres of the Department. Additionally, the limitation of means and decent employment has affected the population's living standards and contributed to persistent poverty.

By 2019, Nariño ceased to be the department most affected by coca crops, going from 41,903 to 36,964 hectares planted, which represents a decrease of 12%. Indeed, Nariño, Norte de Santander, Putumayo and Cauca account for 78% of all coca in the country (UNODC, 2020). To this is added the recognition of 541,182 victims of violence in the department, of which about 90% are related to forced displacement as of January 2021 (Unidad de Víctimas, 2021). The current situation has not revealed much progress despite the peace policy, since in 2020, actions of armed violence increased, mainly **affecting Afro-descendant and indigenous communities**. Thus, at least 31,834 people belonging to the Awá indigenous people are at risk from different threats, and have been affected by 21 events of massive forced displacement (OCHA, 2020).

The foregoing is related to the execution of all the activities of the drug chain within the department, which aggravate the situation of violence, displacement, and the presence of armed groups. Undoubtedly, this context shows why Nariño is perceived as a critical place in reference to violence, criminality, public insecurity and problems of coexistence.

Despite the fact that the rural sector in Nariño has a high rate of community organizations, concerns regarding **freedom of association** persist: "these communities are subject to constant human rights violations, violations of international human rights law and forced displacement generated by different armed actors who exercise military control in the areas of coca planting and processing, and in the areas of exploitation of natural resources: mining, oil exploration and agro-industrial plantations of oil palm monocultures" (Castillo Burbano & Jurado, 2014). This situation affects the development of organizational processes since the risks to integrity, the high stigmatization of the social and peasant movement and the low institutional guarantees for the protection of life, contribute to high migration and, therefore, to instability.

Due to the increasing number of forced displacements in the Department, institutional advances were made through the creation of 65 Territorial Committees for Transitional Justice as a way of implementing public policy to mitigate this problem in the region. In total, there are 46 spaces for articulation in which issues related to Human Rights are discussed (Gobernación de Nariño, 2016-2019). Additionally, for the year 2017 the Department of Nariño had 21,058 people affiliated with 186 unions. However, according to the union census of the Ministry of Labour 2017, for this year 25 union organizations were registered.

The National Trade Union School (Escuela Nacional Sindical, ENS) estimates that between 2016 and 2018 there were 6 homicides against trade unionists from the Department; one of the highest numbers across Colombia (ENS, 2020). These practices of violence not only harm the fundamental rights of people, but also affect the work of trade union organisations.

The **right to education** is also regulated as a social right in national legislation. However, the 2014 National Agricultural Survey showed that only 64.3% of agricultural producers in the Department of Nariño have basic primary studies, 7.25% attended basic secondary, 7.38% advanced to secondary education, 1.13% have technical studies, 0.30% complete technological studies, 1.13% have university studies, 0.15% have postgraduate studies, and 16.16% do not have any type of studies.

These indicators can be explained by various factors. On the one hand, the high dropout rate in basic secondary education may be related to child labour in rural areas, a phenomenon that is replicated from generation to generation and that contributes to poor preparation for productive development. Thus, "the opportunity cost of attending school increases after the age of 13, when children begin to have the strength to carry out productive and paid work as day labourers or in their own plots during harvests, or in activities such as transportation or loading"(Martinez et al., 2016).

Government plans have focused on programs for the substitution and eradication of illicit crops through incentives to promote new agricultural developments that generate sustainability for peasants and guarantee their rights.

As agriculture is the main economic source of the Department, since 2014 rural planning instruments began to be generated in order to organize communities in their food production spaces and improve their working conditions. Among these instruments are the Policy and Strategy for the Agricultural Development of the Department of Nariño (CONPES Agropecuario 3811 of 2014; DNP, 2014), the Integrated Plan for Agricultural and Rural Development with a Territorial Focus (Plan Integral de Desarrollo Agropecuario y Rural con Enfoque Territorial, PIDARET) led by the Rural Development Agency (2017), and the Productive and Social Organization Plan of Rural Property led by the Ministry of Agriculture and Rural Development with the support technician from the Rural Agricultural Planning Unit (UPRA). Although the Department of Nariño has not been specifically characterized as one of the large food producers, at the national level it is seeking the substitution of crops (including illicit ones) with a view to improving food security and encouraging the improvement of the quality of food, as well as the working conditions of growers in the area.

The **right to an adequate standard of living** and the **right to adequate food** are also under stress in the Department. The Dhana 2020-2029 Ten-Year Plan (Gobernación de Nariño, 2020) shows a complex territorial context that has limited food security. It should be noted that barriers in terms of availability and accessibility to adequate food mainly affect population groups in conditions of vulnerability. From natural phenomena such as climate change, jungle areas, and geographic dispersion, to social problems such as illegal crops and armed conflict, they hinder the effective enjoyment of the right to food. Thus, for example, the diversity of thermal floors and other geographical characteristics make some areas of the department of Nariño ideal territories for planting illicit crops that alter the biodiversity of ecosystems and increase deforestation of the forest. In addition, it is important to highlight the relationship between people's income levels and their food security, since access to the basket of food goods depends on family and personal economic capacity. Thus, according to the department's poverty indices, in 2018 Food Insecurity affected 61.9% of the population; we also refer to the levels of extreme poverty described above).

2.5 Environmental situation and developments

In Nariño, a medium-low level of natural capital predominates, taking into account that only 5.4% of the Department belongs to "strategic ecosystems", which is defined as the percentage of the territory that is part of the National System of Protected Areas (Sistema Nacional de Áreas Protegidas, SINAP) (DNP, 2017). The highest proportion of strategic ecosystems corresponds to wetlands with 21.5%, followed by páramos with 6.8%. Additionally, the Department has 32 protected areas, among which the following stand out for their extension: Sanquianga, Laguna La Cocha Cerro, Patascoy Páramo de las Ovejas-Tauso and Cabo Manglares Bajo Mira and Frontera (RUNAP, 2020).

Due to the effects of the armed conflict and the production of illicit drugs, the challenges that Nariño faces regarding environmental sustainability are high. For example, 18% of the coca that was found in 2019 in the national territory came from Forest Reserves located

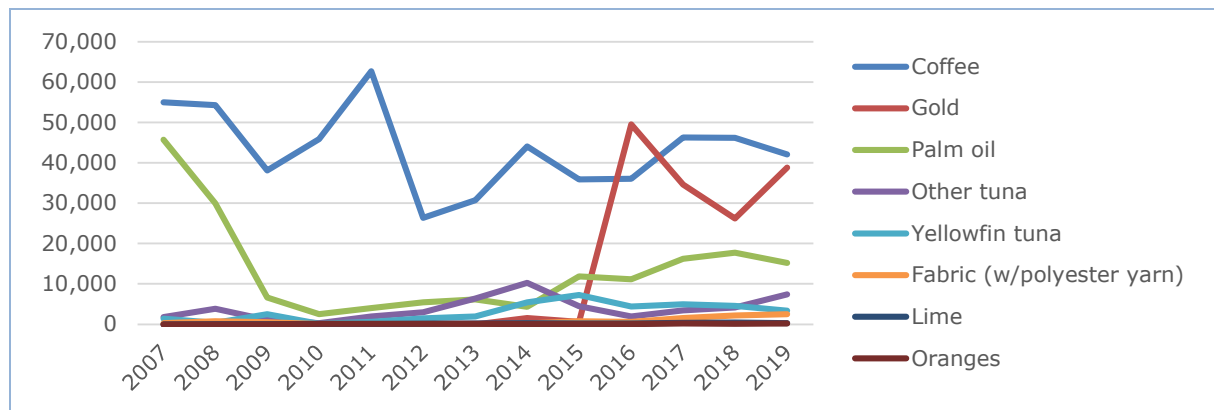
mainly in Norte de Santander, Bolívar and Nariño (UNODC, 2020). This represents a long-term risk that deepens in contexts of socio-economic fragility where the opportunities of the underground economy are greater compared to the formal economy.

3 IMPACT OF THE AGREEMENT IN NARIÑO

3.1 Main exported products

Coffee has consistently been the Department’s most important export product, closely followed by gold, since 2016 (Figure 13). Neither of these two exports could have been affected by the Agreement, however, as this provides no tariff preferences for the two products – their import into the EU is duty-free in any case.

Figure 13: Main export products, Nariño, 2007-2019 (USD '000)

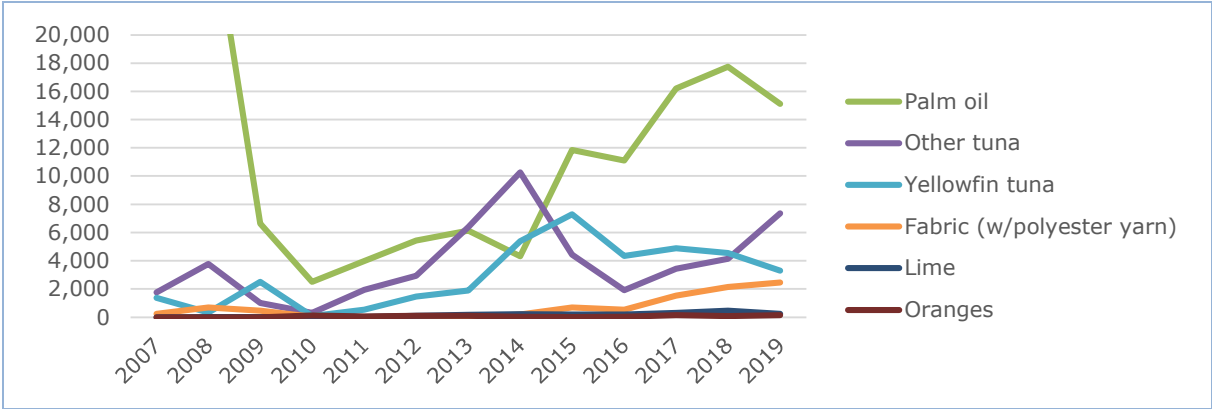


Source: Own preparation based on DANE-DIAN, 2020.

Zooming in to products of the Department where the Agreement provides a tariff preference margin (Figure 14) shows that Nariño’s exports of palm oil, tuna, fabrics, and citrus fruit have increased since the start of application of the Agreement in 2013. This is also in line with the findings of the CGE model (as discussed in the main report), which estimates a positive effect on Colombia’s total exports of vegetable oils and fats (which includes palm oil) by 9.8%, other food (which includes preserved fish) by 8.2%, textiles (which includes fabrics) by 5.1%, and vegetables, fruits and nuts (which includes citrus fruit) by 32.3%. Other Colombian sectors estimated to have benefitted from the Agreement through higher exports are mostly manufactured products, which are not produced in the Department. In any case, the observed export performance supports the economic model estimations. One can therefore conclude that the tariff preferences provided by the Agreement have positively impact on the exports of key products for Nariño, with the exception of coffee and gold, which were not affected by the Agreement in either way.

Box 1 discusses the importance of the Agreement for lime production in the Department.

Figure 14: Main export products with preference margins under the Agreement, Nariño, 2007-2019 (USD '000)



Source: Own preparation based on DANE-DIAN, 2020.

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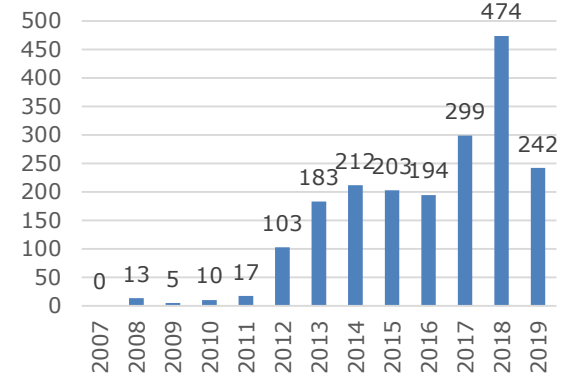
Box 1: The Agreement and Nariño’s exports of Tahiti Lime

The production of fresh citrus fruits, including limes, is very important for the Department, since it is one of the largest export crops and contributes significantly to the generation of employment in the region.

Nariño has about 2% of the national citrus production with a cultivation of 4,890 hectares; the Department has about 3,500 producing families, with a yield of 4.6 tons/ha (Ministerio de Agricultura y Desarrollo Rural, 2020). Citrus production takes place in more than ten municipalities of the Department. The main export product is the Tahiti lime, which is grown throughout the southern region of Colombia.

The Agreement allows Colombia to export Tahiti limes duty-free to the EU, compared to an MFN ad valorem tariff of 12.8%. This tariff preference, along with additional support provided to (especially) small-scale producers (see section 3.3 below) explains the rapid growth of lime exports from Nariño since 2012 (see Figure A).

Figure A: Exports of Tahiti lime from Nariño, 2007 to 2019



Source: Source: Own preparation based on DANE-DIAN, 2020.

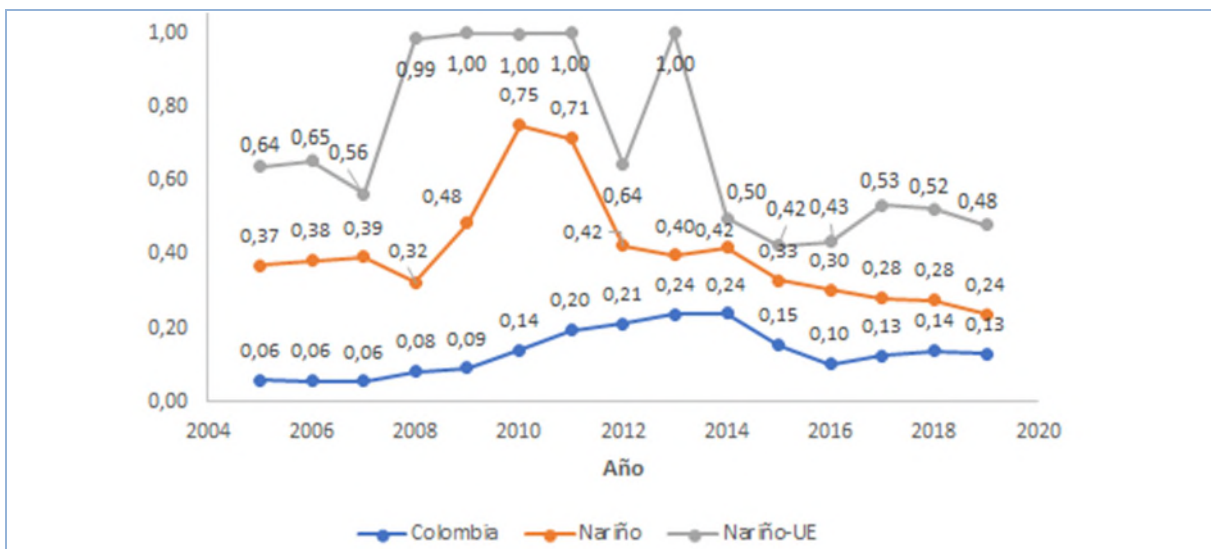
According to the most recent data from the Ministry of Agriculture and Rural Development, the EU is the destination for 37% of Colombian exports of Tahiti lime (Ministerio de Agricultura y Desarrollo Rural, 2020). Considering the importance of lime exports in Nariño, this directly benefits the Department’s economy.

3.2 Export diversification

Figure 15 shows the evolution of export product concentration over time, comparing Colombia’s performance with that of Nariño’s overall exports and Nariño’s exports to the

EU.³ As is to be expected, Nariño’s exports are less diversified than Colombia’s overall exports. This is because the productive base in the Department is narrower than the productive base in Colombia overall, and also because the share of the Department’s economy producing for export is relatively limited, as described in section 2.2 above. Nariño’s exports to the EU are even less diversified: this is because the EU is just one market among several, and not the easiest one to reach; this implies that only a sub-set of Nariño’s total products are exported to the EU. What is more important is the trend over time: here, it is observed that Nariño’s overall export concentration increased until 2010/2011, but since then almost constantly decreased. Likewise, the Department’s exports to the EU have diversified since the start of application of the Agreement in 2013, although palm oil still accounts for the lion’s share (about 85% in 2019 and 2020, in volume terms). Especially exports of Tahiti lime have started in 2019 and have grown fast in 2020 again; other products that started to be exported since the Agreement’s application are palm kernel oil and cocoa.

Figure 15: Evolution of export product concentration index, 2005-2019 (by value)

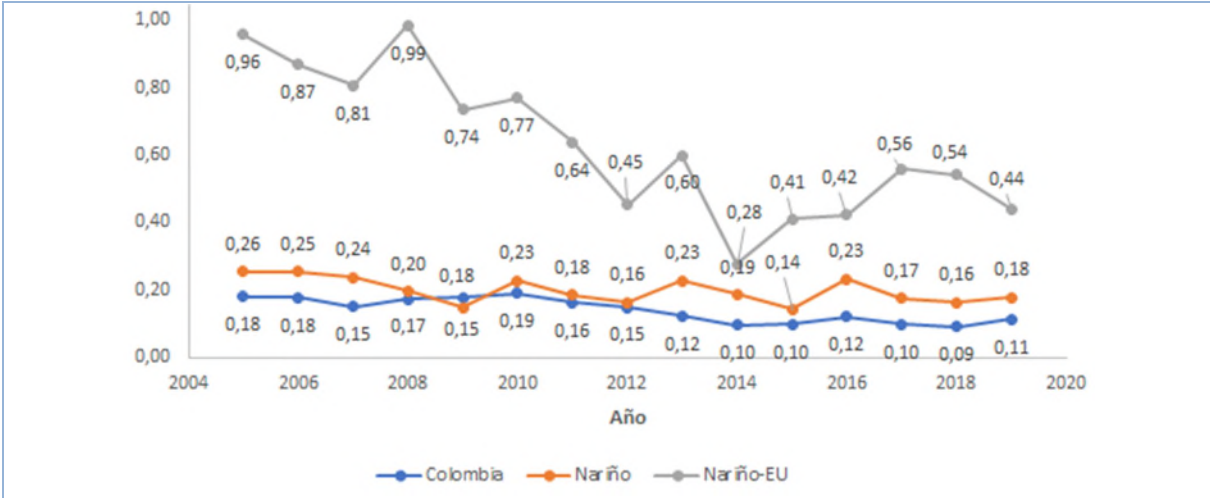


Source: Own preparation based on DANE-DIAN, 2020.

The diversification of Nariño’s export in terms of destinations has been relatively high over the years (Figure 16). Regarding diversification within the EU across the Member States, concentration substantially decreased from 2008 to 2014, but then increased again in the following years – although diversification was still higher than in the years up to 2011.

³ The higher the index value, the more concentrated are exports; a value of 1 indicates that only one product is exported.

Figure 16: Evolution of geographical export market concentration index, 2005-2019 (by value)



Source: Own preparation based on DANE - DIAN, 2020.

At the same time, the United States and Ecuador continue to be the leading export destinations for Nariño. For the USA, this is in line with the direction of Colombia’s overall exports; and the dominant export is coffee. Ecuador is an important market for the Department because of its proximity, with the Department being located directly at the border to Ecuador; accordingly the export product portfolio is varies, but with a high importance of fresh produce including lemons and oranges, as well as tuna. Among the EU Members, the Department’s largest destinations are Spain – where exports increased substantially since 2013 –, followed with some distance by Belgium (which has shown a flat trend), and then the Netherlands, Germany, Finland and France.

3.3 Investments and technical support

Linked to the agricultural export opportunities provided by the Agreement, the arrival of foreign companies interested in agricultural investment in Nariño has been observed. Additionally, it has contributed to an increased interest of companies to generate strategic alliances for the commercialization of goods and services generated by and for the agricultural sector of the Department.

During the years prior to the start of the implementation of the Agreement, the departmental agricultural sector had a panorama of unconsolidated productive systems, but with opportunities and comparative and competitive advantages for the national and foreign markets. These advantages have been exploited with the new opportunities that the Agreement has brought, in such a way that, in recent years, the department of Nariño has seen the growth of investments in, and output of, the agricultural sector. In this sense, activities related to the strengthening of different agricultural value chains, the strengthening of links, the development of technological packages for clean production, and the formation of production networks and clusters have been supported. This also includes sectors that have not benefited from tariff preferences, such as the coffee sector, which is the most important exporting sector of the Department.

In this context, in Tablón de Gómez, a municipality in the Department of Nariño, new productive developments in the coffee sector have been supported, which is contributing to continued and increased coffee exports to the EU. With 21 different productive projects supported by government agencies, this municipality presents an example of the spatial effects and the formation of production networks in the department (Unidad de Restitución de Tierras, 2020). Similarly, in the municipalities of Leiva and El Rosario, small producers of citrus fruits such as the Tahiti lime have begun to export this product, aided by initiatives financed by the European Fund for Peace in Colombia (Fondo Europea para la Paz en

Colombia), and executed by different government agencies or civil society. Often, these production and export processes are strengthened through the establishment of commercial alliances between producer associations and interested exporting companies (Fresh Plaza, 2020). The European Fund also finances a larger, €8.5 million initiative across the whole Department, “Desarrollo Territorial en el Departamento de Nariño en condiciones de Paz” (2018-2023), which aims at generating sustainable economic and productive opportunities for the Department and the Municipios of Pasto, Tumaco and Ipiales. Although it is impossible to determine if this initiative would have occurred also in the absence of the Agreement, it is clear that the export opportunities facilitated by it complement the project’s activities in the Department.

3.4 Social development and human rights

As diagnosed in the 2014 “Policy and strategy for the agricultural development of the department of Nariño” (DNP, 2014), at the time the agricultural sector in Nariño presented competitiveness problems due to high production costs associated with the cost of transport, the overuse of inputs, the cost of labour, and the lack of irrigation and drainage.

As shown above, the Agreement has contributed to growth in exports and production of products such as fruits, as well as an increase in the competitiveness of these goods, including through technical support provided or financed. This has led to new business opportunities for the agricultural sector, promoting the economic inclusion of thousands of peasant families. In this regard, it is important to highlight that these developments have also been supported by the implementation in the Department of measures designed by the Ministry of Commerce, Industry and Tourism regarding opportunities in the fruit and vegetable (as well as coffee) sector (Ministerio de Comercio, Industria y Turismo, 2013).

Increasing the competitiveness and output of the vegetables and fruits sector in the Department has also had positive effects on social development and human rights indicators, as well as the conversion of illicit crops; however, the Department’s challenges in relation to social, labour and human rights are too deep and extensive that they could have been eliminated by the Agreement. Therefore, to improve the living conditions of the population and particularly in the agricultural sector in the Department, domestic policy measures are needed, including the implementation of rural planning instruments to organize communities in their production spaces and food safety. In relation to trade union and association rights, policies must be implemented to minimize risks to integrity and stigmatization to the social and peasant movement, guaranteeing the protection of life and thus avoiding forced displacements.

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