



INDEPENDENT COUNTRY PROGRAMME EVALUATION COLOMBIA



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Foreword

I am pleased to present the second UNDP Independent Country Programme Evaluation (ICPE) of the Republic of Colombia. The Independent Evaluation Office of UNDP conducted the ICPE in 2018, and it covers the current country programme for the period 2015-2019.

The ICPE covers a particularly important time for Colombia when the Peace Accord is being implemented. UNDP support has been important in addressing key national development and stabilization priorities in Colombia. UNDP's stabilization-related support in Colombia was well thought-out and evolved over a decade of work at the territorial level. UNDP was tenacious in its support to peace and stabilization efforts of the Government, and this sustained focus enabled UNDP to provide support to the implementation of the Peace Accord. UNDP has shown natural partnership with its programming and operations capacities and territorial presence, complementing government initiatives as well as international efforts.

The territorial presence of UNDP was an important enabler in its support for stabilization and development. With a strong presence in Bogota and at the territorial level, UNDP developed strong partnerships with national institutions, bilateral donors, and other development stakeholders. The evaluation shows that there is scope for better utilization of this comparative advantage than merely as project implementation units.

UNDP support to income and employment generation and stabilization of livelihoods included a range of initiatives that opened opportunities for poor households to engage in productive activities. There were improvements in income in some cases, but the scale and duration of support were not sufficient to create a sustainable change in community livelihoods and productive capacities. Given the opportunities Colombia presents, UNDP is yet to support private sector development. A strategic approach to private sector development

was lacking given UNDP's support to productive capacities, enterprise development, sustainable livelihoods, and employment.

Environmental conservation and protection is a key area of the national development plan and a priority and strategic area of international negotiation and engagement. UNDP support has been pertinent to Colombia's environmental priorities and sustainable development agenda, contributing to improving capacities at the territorial levels. UNDP paid attention to an integrated approach to sustainable development.

During the current programme, UNDP has consolidated its position as a key agency in Colombia supporting stabilization and development efforts in the country. Given the strong partnerships with the Government as well as donors and its territorial presence, UNDP is well positioned to play a more comprehensive role in supporting the Government in accelerating conditions for stabilization and development at the territorial level. As Colombia is moving forward with the Peace Accord implementation, the evaluation recommends that UNDP needs to be more proactive in identifying key areas for its engagement. UNDP's ability to inform national policies and link community-level initiatives with national programmes lies in demonstrating well-tested programme models. There is also a need for strategic support to strategize support to private sector development and impact investment in Colombia.

I hope that this evaluation will help UNDP in the development of the forthcoming country programme and further leverage its strong and strategic partnership with the Government of Colombia.



Indran A. Naidoo
Director, Independent Evaluation Office

Contents

Acronyms and Abbreviations	vii
Evaluation Brief: ICPE Colombia	1
CHAPTER 1. BACKGROUND AND INTRODUCTION	3
1.1 Objectives of the evaluation	4
1.2 Country context	4
1.3 UNDP in Colombia	7
1.4 Evaluation methodology	8
CHAPTER 2. FINDINGS	9
2.1 Positioning and other factors in UNDP's development contribution	10
2.2 Inclusive and sustainable growth	13
2.3 Inclusive governance	24
2.4 Inclusive and sustainable transition to peace	30
CHAPTER 3. CONCLUSIONS, RECOMMENDATIONS, AND MANAGEMENT RESPONSE	37
3.1 Conclusions	38
3.2 Recommendations and Management Response	42
ANNEXES	51
TABLES	
Table 1. Country programme outcomes and budget and expenditures (2015-2019)	8
Table 2. Inclusive and sustainable growth outcome expenditure	14
Table 3. Inclusive governance for urban and rural development outcome expenditure	25
Table 4. Inclusive and sustainable transition to peace budget and expenditure	30
BOXES	
Box 1. UNDP territorial presence in Colombia - project offices	12
Box 2. Setting up Sistema Integral de Verdad, Justicia, Reparación y No repetición (SVJRNRR)	33

Acronyms and Abbreviations

CSO	Civil society organization
FARC	<i>Fuerzas Armadas Revolucionarias de Colombia</i> /Revolutionary Armed Forces of Colombia
ICPE	Independent Country Programme Evaluation
IDP	Internally displaced person
IEO	Independent Evaluation Office
JEP	Special Jurisdiction for Peace
OECD	Organisation for Economic Co-operation and Development
PND	<i>Plan Nacional de Desarrollo</i> /National Development Plan
SDG	Sustainable Development Goal
SGR	<i>Sistema General de Regalías</i> /General System of Royalties
SVJRN	<i>Sistema Integral de Verdad, Justicia, Reparación y No repetición</i> /Comprehensive System of Truth, Justice, Reparation, and Non-Repetition
UN	United Nations
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UN-REDD	United Nations Programme on Reducing Emissions from Deforestation and Forest Degradation
UN MPTF	United Nations Multi-Partner Trust Fund
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women

Evaluation Brief: ICPE Colombia

Colombia is on the threshold of significant changes that have the potential to further consolidate development in the country and its position in the region. There have been achievements in the peace talks between the Government of Colombia and the Revolutionary Armed Forces of Colombia (*Fuerzas Armadas Revolucionarias de Colombia-FARC*), towards a negotiated end to the armed conflict. The top economic performer in Latin America in the last decade, Colombia sustained its economic growth through sound macroeconomic management. As a recently joined member of the Organisation for Economic Co-operation and Development (OECD), the fiscal and development reforms in the country are geared towards accelerating this process.

As the top economic performer in Latin America in the last decade, with a GDP growth rate of 4.3 percent in 2000-2014 and 2.4 percent in 2015-2018 and resulting favourable labour market outcomes, Colombia has made impressive strides in poverty reduction with improvements in shared prosperity. From 2002 through 2014, total poverty fell from 49.7 percent to 28.5 percent, lifting 6.7 million people out of poverty. However, Colombia still faces vast challenges in income inequality and financial inclusion, especially among the Afro-Colombian and indigenous populations as well as gender disparities. The *Plan Nacional de Desarrollo* (PND) or National Development Plan for 2014-2018 addresses areas that enable development and economic transformation and emphasizes OECD membership priorities. Three policy areas, i.e., peace, social equality, and human capital, together with a set of strategies have been adopted to implement the PND. The PND aims to increase production in sectors at the base of the income pyramid, by encouraging entrepreneurship in micro and small enterprises.

The *Plan Marco de Implementación del Acuerdo Final* (PMI) or Implementation Framework Plan has ushered in peacebuilding processes to disarm and demobilize the FARC and address the needs of over 88,000 victims of conflict and over 7.6 million internally displaced persons. Moving forward, ensuring citizen security and addressing persisting drivers of crisis – including grievances over land tenure, dispossession, displacement particularly in rural areas, and vulnerability to poverty – remain key priorities to contain recurrent violence. Despite longstanding decentralization processes, lo-

cal-level institutional capacity and accountability remain challenges. Effective subnational governance is not only crucial to providing better services and planning but also to fostering stronger, more resilient and inclusive economies.

UNDP Programme

Building on over four decades of development engagement in Colombia, the UNDP programme for 2015-2019 is located within the broad framework of the National Development Plan (2014-2018) and aims to respond to key priorities of the Government. The premise of the UNDP programme in Colombia was the anticipated implementation of the UN Agenda 2030 for Sustainable Development, the transition to peace, and membership of the OECD. The country programme is envisaged to respond to policy and programme implementation gaps for inclusive and sustainable growth, inclusive governance for urban and rural development, and inclusive and sustainable governance and transition to peace.

The UNDP country programme outlined three development outcomes with complementary objectives:

- Growth is inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded;
- Strengthened institutions to progressively deliver universal access to basic services;
- Strengthened national and territorial capacities for the transition to peace (includes early recovery and rapid return to sustainable development).

Evaluation Methodology

The evaluation methodology is structured around the following main questions:

- What did the UNDP country programme intend to achieve during the period under review?
- To what extent has the programme achieved (or is likely to achieve) its intended objectives?
- What factors contributed to or hindered UNDP's performance and, eventually, to the sustainability of results?

Findings and Conclusions

- UNDP was successful in providing more balanced support to stabilization and development priorities, enabling a vital platform at the community level for the engagement of various development actors, which included the Government as well as international agencies.
- UNDP contributed to the implementation of key Peace Accord transition priorities. Notably, UNDP has played a bridging role between the Government and affected communities in areas with FARC presence. These efforts contributed to reincorporation and community dialogue processes critical for stabilization and peace.
- Income-generation and livelihoods activities had outcomes at the community level, yet scalability remains an issue. UNDP is yet to demonstrate comprehensive programme options for reducing rural poverty. The small scale and scope of the interventions in the absence of institutionalization of the initiatives undermined more holistic responses.
- Environmental conservation and protection is a key priority for national development and international engagement. UNDP support has been pertinent to Colombia's environmental priorities and sustainable development agenda, contributing to improving capacities at the territorial levels.
- UNDP's support to addressing governance issues is broad. While there were successes in the area of promoting citizens' voice and participation in areas with armed conflict, a strategic framework to guide core governance support essential for accelerating stabilization and development was lacking.
- An integrated approach to sustainable development is evolving. The nexus approach initiated by UNDP is yet to gather momentum.
- UNDP has shown commitment to strengthen gender equality and empowerment of women in programme strategies and planning through specific initiatives and addressed across different projects.
- Weak knowledge management has led to the poor consolidation of programming lessons, reducing the possibility of policy-focused reflections. Consolidation of lessons from the community level and policy research did not receive adequate attention, reducing the possibility of informing national programmes and policy.
- The territorial presence of UNDP was a key factor in UNDP's contribution to the development and stabilization process in Colombia. There is scope for better utilization of this comparative advantage than merely as project implementation units.

Recommendations

- **RECOMMENDATION 1.** UNDP is well positioned to promote a development-centred stabilization and sustainable peace approach. UNDP needs to be more proactive in identifying key areas for its engagement in Peace Accord implementation. UNDP's ability to inform national policies and link community-level initiatives with national programmes lies in demonstrating well-tested programme models.
- **RECOMMENDATION 2.** UNDP should consider facilitating a comprehensive contextualized territorial development signature solution that can engage various actors towards a common agreed plan. In line with national development strategies, the solution should aim to accelerate employment and livelihoods, promote a sustainable environment, and strengthen inclusive governance.
- **RECOMMENDATION 3.** UNDP should strategize support to private sector development and impact investment in Colombia.
- **RECOMMENDATION 4.** Programme synergies and mutual reinforcement need to be pursued for enhancing development outcomes. UNDP should have a deliberate approach to overcome programme silos within/between sustainable development programme areas.
- **RECOMMENDATION 5.** UNDP should take measures to strengthen and formalize programmatic partnerships with the United Nations agencies as well as other international agencies.
- **RECOMMENDATION 6.** UNDP should consider specific measures to strengthen knowledge management to inform policy processes.
- **RECOMMENDATION 7.** To avoid reputational risk, conscious efforts are needed to clarify UNDP's development and fiduciary service provider role. UNDP should position itself in a way that it can adequately balance providing development services as well as engage on more substantive issues.



CHAPTER 1

BACKGROUND AND INTRODUCTION

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1.1 Objectives of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducted an Independent Country Programme Evaluation (ICPE) in Colombia in 2018. The ICPE covered the period from 2015 to mid-2018 of the 2015-2019 programme cycle. The purpose of the ICPE is to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national effort for achieving development results. The key objectives of the ICPE were as follows:

- Support the development of the next UNDP country programme document
- Strengthen accountability of UNDP to national stakeholders
- Strengthen accountability of UNDP to the Executive Board

The ICPE assessed UNDP's three programme areas outlined in the UNDP country programme 2015-2019, viz., a) Strengthen state capacities to decrease population and territorial gaps and progress towards equality and social mobility with a differentiated and gender-sensitive approach; b) Strengthen local and national mechanisms for citizen participation, local government capacities and exercising effective enjoyment of rights; and c) Strengthen national and territorial capacities for the transition to peace.

1.2 Country context

Colombia is on the threshold of significant changes that have the potential to further consolidate development in the country and its position in the region. There have been achievements in the peace talks between the Government of Colombia and the Revolutionary Armed Forces of Colombia (*Fuerzas Armadas Revolucionarias de Colom-*

bia-FARC), towards a negotiated end to the armed conflict. The top economic performer in Latin America in the last decade, Colombia sustained its economic growth through sound macroeconomic management. As a recently joined member of the Organisation for Economic Co-operation and Development (OECD), the fiscal and development reforms in the country are geared towards accelerating this process.

The *Plan Nacional de Desarrollo* (PND or National Development Plan) for 2014-2018¹ addresses areas that enable development and economic transformation and emphasizes OECD membership priorities. Three policy areas, i.e., peace, social equality, and human capital, together with a set of strategies have been adopted to implement the PND. The PND aims to increase production in sectors at the base of the income pyramid, by encouraging entrepreneurship in micro and small enterprises. The OECD membership priorities, for example, peacebuilding acceleration, public finance management, territorial development, local governance (functional separation, improving revenues), environmental sustainability, and social innovation are outlined in the PND. The Sustainable Development Goals (SDGs) provided a political framework for furthering reforms and enabled Colombia to identify links to accelerate the development process, implementation of the peace agreement, accession to the OECD, and climate commitments under the Paris Climate Agreement.

Sound macroeconomic management in Colombia contributed to sustaining relatively high growth rates since 2000. GDP growth averaged 4.3 percent during 2000-2014 and 2.4 percent for the period 2015-2018 with projections of gradual increase.² An increase in labour participation and its formalization also supported the growth acceleration, as did strong global demand conditions.³ The economic growth and resulting favourable labour market outcomes (more jobs and higher wages

¹ Government of Colombia, 'Plan Nacional de Desarrollo 2014-2018, Todos por un Nuevo País', Departamento Nacional de Planeación. See, <<https://colaboracion.dnp.gov.co/CDT/PND/PND%202014-2018%20Tomo%201%20internet.pdf>>

² See, <<https://data.worldbank.org/indicator/NY.GDPMKTP.CD?locations=CO>>; Lanau, Sergi, José Daniel Rodríguez-Delgado, and Jorge Roldós, 'Potential Growth in Colombia', IMF Working Paper, International Monetary Fund, WP/17/238, 2017. Available at: <<https://www.imf.org/en/Publications/WP/Issues/2017/11/13/Potential-Growth-in-Colombia-45350>>

³ Lanau, Sergi, 2017. Ibid

per job) have contributed significantly to Colombia's impressive strides in poverty reduction with improvements in shared prosperity.⁴ From 2002 through 2014, there was a decrease in the extreme poverty rate from 17.7 percent to 8.1 percent, while total poverty fell from 49.7 percent to 28.5 percent, lifting 6.7 million people out of poverty.⁵ Although the economy has been resilient to external shocks, growth will remain low over the medium term due to oil price uncertainty and increased capital market volatility.

The Colombian Presidential Agency of International Cooperation (APC-Colombia) has set priorities and ensured alignment of Colombia's development cooperation with its National Development Plan and foreign policy. Between 2015 and 2018, international cooperation covered three areas: peacebuilding, sustainable rural development, and environmental conservation and sustainable development.⁶

Colombia still presents vast challenges in income inequality and financial inclusion, despite the economic performance, social policy efforts and indications of a relative decrease in inequality.⁷ There are high levels of inequality presenting major social, economic and political concerns with implications for social cohesion. Inadequate education and skills development, lack of necessary skills to succeed in the labour market, unequal social security coverage and access to public services are other important dimensions of inequality in Colombia.⁸ Afro-Colombian households, which represent

around 10.5 percent of the population, have a per capita income lower than that of non-Afro-Colombian households. Despite a significant increase in the female employment rate, comparable to OECD countries, there remain gender disparities in employment in the informal sector. Gender gaps also exist in the quality of jobs such as average earnings, earnings inequality, labour market security and quality of the working environment.⁹

In August 2018, following elections, there was a change in government in Colombia. The new government has outlined legality, entrepreneurship, and equity as main pillars, with infrastructure, environmental sustainability, and innovation as transversal axes. There is a commitment to fiscal discipline. The direction of the peace process is evolving.

The signing of the *Plan Marco de Implementación del Acuerdo Final* (PMI) or Implementation Framework Plan of the Final Accord¹⁰ and the peacebuilding processes it ushered in is a historical moment for Colombia. To bring peace and normalcy in areas that witnessed armed conflict, it is also important that this process opens the door to address development disparities and social and environmental conflicts that block sustainable human development. The Government and international development agencies are cognizant of the responsibility the peace accord places in addressing the drivers of armed conflict, and the challenges that remain. Grievances over land tenure remain unresolved.¹¹ In addition, two-thirds of those dispossessed of their land are concerned about the possibility of

⁴ The income distribution improved during 2016. The Gini coefficient went from 0.522 in 2015 to 0.517 in 2016. See World Bank Data, Colombia, available at: <<https://data.worldbank.org/country/colombia>>; Oficina de Información Diplomática, Ficha País, Colombia, <http://www.exteriores.gob.es/Documents/FichasPais/COLOMBIA_FICHA%20PAIS.pdf>

⁵ National Administrative Department of Statistics (DANE), <https://www.dane.gov.co/files/investigaciones/condiciones_vida/pobreza/bol_pobreza_16.pdf>; <<https://www.dane.gov.co/index.php/en/statistics-by-topic/poverty-and-life-conditions>>

⁶ Hoja de Ruta de la Cooperación Internacional 2015-2018, available at: <<http://www.cancilleria.gov.co/sites/default/files/hojaderutadelacooperacioninternacional.pdf>>.

⁷ Government of Colombia, <<https://www.dnp.gov.co/Paginas/La-desigualdad-s%C3%AD-ha-disminuido-en-Colombia-DNP.aspx>>.

⁸ OECD, 'OECD Economic Survey, Colombia', OECD Publishing, Paris, 2017, available at: <<https://www.oecd.org/eco/surveys/Colombia-2017-OECD-economic-survey-overview.pdf>>.

⁹ Frey, V., A. Jaoui and T. Manfredi, 'Gender inequality in Colombia vis-à-vis OECD countries', Economics Department Technical Background Paper, 2017; OECD, 'OECD Reviews of Labour Market and Social Policies: Colombia 2016', OECD Publishing, Paris, 2016, available at: <<http://dx.doi.org/10.1787/9789264244825-en>>

¹⁰ The Implementation Framework Plan of the Final Accord (Plan Marco de Implementación del Acuerdo Final - PMI) is the main overarching strategic document in Colombia to guide public policy for the fulfilment of the peace accords and their monitoring over the coming 15 years. It was signed by the Colombian Government and the FARC on 24 November 2016 and endorsed by Congress on 2 December 2016. It is also the main reference for the inclusion of peace components in the National Development Plans in the said period.

¹¹ Peña-Huertas R del P, Ruiz LE, Parada MM, Zuleta S, Álvarez R., 'Legal dispossession and civil war in Colombia', J Agrar Change. 2017;17:759–769, available at: <https://doi.org/10.1111/joac.12233> PEÑA-HUERTASET AL.769.

re-victimization by armed actors should they seek restitution.¹² Besides disarmament and demobilization of FARC, Colombia is one of the countries with the highest internally displaced persons (IDPs) and it is critical to address the key drivers of peace. Re-cooperation and resettlement of the IDPs, agrarian development and land tenure, job creation and improving basic services in conflict-affected regions, improving access to the justice system and reduce impunity are some of the priorities of the Government. As of January 2019, according to official data, Colombia has 8,801,000 victims of internal conflict, 8,432,348 of whom are victims of armed conflict, out of which 1,695,369 are even more vulnerable as they are also affected by incidences such as homicide, kidnapping, sexual crimes, antipersonnel mines, and enforced disappearance.¹³

Displacements are more concentrated in rural areas, also comprising a significant proportion of indigenous people and Afro-Colombians.¹⁴ There is an increasing trend of rural to urban displacement and intra-urban displacement. The IDPs situation disrupted formal economic activity impacting livelihood opportunities and increasing vulnerability to poverty. Grievances over land tenure and dispossession remain unresolved.¹⁵ Moving forward with the peace agreement, citizen security and addressing these persisting drivers of crisis remain key priorities to contain recurrent violence. While violence and homicide rates were the lowest in

70 years, there remains significant concern over the increasing tendency of threats and killings of human right defenders and community leaders. Violence against human right defenders¹⁶ has increased with 290 deaths since December 2016; the situation worsened in 2018 with 123 killings in the first half of the year.¹⁷ The protection of the human rights defenders is critical not only in their own individual right but also for collective well-being and social cohesion.

Despite longstanding decentralization processes, institutional capacities at the local level remain a challenge; lack of strong relations between central and regional government intensifies this challenge further. While there have been improvements, continuing discrepancies remain in the provision of services. Disparities among various subnational territories contributed to poverty and inequality. Underdevelopment, differential access to infrastructure, weak social services, and years of violence and armed conflict further increased territorial disparities.¹⁸ Effective subnational governance is not only crucial to providing better services and planning, but also to fostering stronger, more resilient and inclusive economies. Extractive resources that could become an important source of income for rural populations are yet to be fully harnessed. Environmental and disaster risk management governance need emphasis on the consolidation of government policies and capacities at the local level. Sustainability of peace processes required

¹² Catherine C. LeGrand, Luis van Isschot and Pilar Riaño-Alcalá, 'Land, justice, and memory: challenges for peace in Colombia', *Canadian Journal of Latin American and Caribbean Studies/Revue canadienne des études latino-américaines et caraïbes*, 2017, 42:3, 259-276, DOI: 10.1080/08263663.2017.1378381; Meertens, D., 'Discursive frictions: the transitional justice paradigm, land restitution and gender in Colombia', *Papel Político*, 2015, 20(2), 353-381. <<http://dx.doi.org/10.11144/Javeriana.papo20-2.dftj> file:///C:/Users/my-pc/Downloads/15292-Art%C3%ADculo-61022-1-10-20160801.pdf>

¹³ Of this, 88,560 are direct victims of forced disappearance, homicide, deceased and not active for attention, see <<https://www.unidad-victimias.gov.co/en/node/37394>> (accessed 20 January 2019).

¹⁴ National Planning Department, Gobierno de Colombia, 'Informe Presupuestal de la Política Pública Dirigida a la Población Víctima del Desplazamiento Forzado 2015-2016'; available at: <<https://colaboracion.dnp.gov.co/CDT/Politica%20de%20Vctimas/Informe%20Orden5a%20Auto%20219%20-%202015-2016.pdf>>; United Nations Development Programme, 'Country programme document for Colombia (2015-2019)', 2015, available at: <http://www.latinamerica.undp.org/content/dam/rblac/docs/Country%20Programme%20Documents/COL_CPD%202015%202019_ENG.pdf>.

¹⁵ LeGrand, Catherine C., Luis van Isschot and Pilar Riaño-Alcalá, 'Land, justice, and memory: challenges for peace in Colombia', *Canadian Journal of Latin American and Caribbean Studies/Revue canadienne des études latino-américaines et caraïbes*, 2017, 42:3, 259-276, DOI: 10.1080/08263663.2017.1378381.

¹⁶ Human rights defenders are local persons who defend legal economic activities unrelated to drugs, land rights or natural resources in contexts of strong economic interests related to mining, other natural resources, drug trafficking or coca plantations.

¹⁷ Annual report 2017, 'Stone in the Shoe', Information system on aggressions to human rights defenders in Colombia, Somos Defensores organization; Indepaz monitoring data until 5 July 2018, available at: <<http://www.indepaz.org.co>> (accessed 8 July 2018).

¹⁸ Arias, María Alejandra, Adriana Camacho, Ana María Ibáñez, Daniel Mejía y Catherine Rodríguez, 'Costos económicos y sociales del conflicto en Colombia', Universidad de Los Andes, Facultad de Economía, 2014.

addressing aspiration of the affected communities with distinct policies based on local dynamics and their relationship to the central Government.

Colombia's large biodiversity, spread out across the country's geography, presents environmental management challenges. With the significant potential for natural resource development, environmental sustainability is critical for Colombia's long-term natural resource sustainability. Extractive industries, while central to economic growth, create environmental impacts, disregard risks associated with climate change and generate social tensions unless optimally managed. Colombia faces high natural disasters and climate change risk.

Measures have been taken for the consolidation of fiscal responsibilities at the local level as well as political decentralization and the promotion of policies and territorial plans. The intertwined nature of decentralization and peace consolidation, citizens' voice and participation in the governance process and local development assume significance. Due to the protracted conflict and institutional weaknesses at the local level, the decentralization process did not develop its full potential. Capacities of the local government to manage resources and ensure accountable governance remain a challenge.

1.3 UNDP in Colombia

UNDP, together with other United Nations organizations, supported national efforts to promote the peacebuilding and the post-2015 development agenda.¹⁹ Building on over four decades of development engagement in Colombia, the UNDP programme for 2015- 2019²⁰ is located within the broad framework of the National Development Plan (2014-18)²¹ and aims to respond to key priorities of the Government. The premise of the UNDP programme in Colombia was the anticipated implementation of Agenda 2030, the transition to peace, and the OECD membership of the country. The country programme is envisaged to respond to policy and programme implementation gaps

for inclusive and sustainable growth, inclusive governance for urban and rural development, and inclusive and sustainable governance and transition to peace.

The UNDP country programme outlined three development outcomes with complementary objectives. The outcomes are: a) Growth is inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded; b) Strengthened institutions to progressively deliver universal access to basic services; c) Strengthen national and territorial capacities for the transition to peace (includes early recovery and rapid return to sustainable development). The outcome areas outlined below entailed a programme expenditure of US\$292 million (see Table 1). Annex 2 (available online) presents further details on programme budget and expenditure.

- a. *Inclusive and sustainable growth* (outcome 19) area aims to strengthen state capacities to decrease poverty, improve environmental resources management, and increase the resilience of communities and ecosystems. The subthemes are, A) *Inclusive growth, productive capacities and employment*, which outlined designing and piloting inclusive economic development strategies, which include innovative entrepreneurial models and labour inclusion strategies, oriented towards the most excluded populations; and B) *Sustainable environment*, which comprised biodiversity, climate change and energy initiatives. There was an emphasis on strategic ecosystems and environmental services.
- b. *Inclusive governance* includes initiatives that focus on strengthening local and national mechanisms for citizen participation, local government capacities, and the effective exercising of rights (outcome 20). In addition to gender-sensitive policy instruments and methodologies, UNDP aimed to provide viable programme models to address securi-

¹⁹ 'International Cooperation for Development in Colombia', Presidential Agency for International Cooperation, Colombia.

²⁰ United Nations Development Programme, 'Country programme document for Colombia (2015-2019)', 2015, available at: <http://www.latinamerica.undp.org/content/dam/rblac/docs/Country%20Programme%20Documents/COL_CPD%202015%202019_ENG.pdf>.

²¹ National Development Plan, *ibid*.

ty challenges and develop comprehensive rights-based preventive processes for citizen security, coexistence and increased access to justice in rural and semi-urban areas.

- c. *Inclusive and sustainable peace*-related programmes comprised an effort to strengthen national and territorial capacities for the transition to peace (outcome 21). UNDP outlined support to augment efforts to build social

cohesion in the peacebuilding processes. To reduce IDPs in rural areas seeking reparation and new opportunities in urban areas emphasis is placed on strengthening local government capacities to implement existing and new victim reparation schemes. At the subnational level, there have been initiatives to promote citizens' voice and participation in the peace process.

TABLE 1. Country programme outcomes and budget and expenditures (2015-2019)

Country Programme Outcome	Budget to 1 February 2018 (US\$)	Expenditures to 1 February 2018 (US\$)
Growth is inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded	\$109,370,421.58	\$80,885,305.65
Strengthened institutions to progressively deliver universal access to basic services	\$87,734,972.25	\$74,504,795.22
Strengthen national and territorial capacities for the transition to peace (includes early recovery and rapid return to sustainable development)	\$95,268,365.42	\$72,036,674.96
Total	\$292,373,759.25	\$227,426,775.83

Source: UNDP Corporate Financing System (Atlas/Power BI) and UNDP Colombia finance updates

1.4 Evaluation methodology

The ICPE assessed three and a half years of the ongoing country programme 2015-2019, all UNDP programmes and 'non-project' activities such as advocacy and convening role of UNDP that have relevance for informing public policies or convening various development actors to enhance development contribution. Given the programme focus of UNDP at the local level, the evaluation covered these initiatives. Efforts were made to capture the role and contribution of the United Nations Volunteers programme (UNV) by undertaking joint work with UNDP.

The evaluation methodology is structured around the following main questions: (i) what did the UNDP country programme intend to achieve during the period under review? (ii) to what extent has the programme achieved (or is likely to achieve) its intended objectives? and (iii) what factors contributed to or hindered UNDP's performance and eventually, to the sustainability of results? The theory of change and the methodology used to evaluate UNDP contribution is presented in Annex 1 (available online).



CHAPTER 2

FINDINGS

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This chapter presents the evaluation findings on UNDP's role and contribution to development outcomes in Colombia. The analysis of the three outcomes is presented in four sections. Section 2.1 provides an analysis of UNDP's positioning and other factors in its contribution to development results in Colombia. Section 2.2 presents the findings of outcome 1 on 'inclusive and sustainable growth' in two parts: A) inclusive growth, productive capacities and employment; and B) sustainable environment. Section 2.3 presents the findings on outcome 'inclusive governance for urban and rural development', and Section 2.4, on the outcome 'inclusive and sustainable governance and transition to peace'. Analysis of gender equality and women's empowerment and partnerships is covered across sections.

Given the scale of UNDP initiatives, it is not realistic to attribute UNDP project outcomes to national-level achievements. The evaluation, therefore, with exceptions, does not validate the quantitative indicators of UNDP's contribution as outlined in its results framework.

2.1 Positioning and other factors in UNDP's development contribution

This section assesses some of the factors in UNDP's role and contribution to development and peace outcomes in Colombia, viz., programme prioritization and approach, partnerships, territorial presence, and knowledge management.

Finding 1. UNDP's country programme 2015-2019 addressed peace and development priorities in Colombia. UNDP's response showed a recognition that development disparities need to be addressed in non-conflict regions alongside support to peace-related efforts in areas affected by armed conflict.

UNDP programmes are aligned with the National Development Plan 2014-2018 (*Plan Nacional de Desarrollo de Colombia*), sectoral plans and strategies. With a strong presence in Bogota and at the territorial level, UNDP developed strong partnerships with national institutions, bilateral donors, and other development stakeholders. As one

of the leading international development organizations in the country, UNDP has been able to mobilize resources from the Government as well as bilateral donors. Having received substantial government funding, UNDP worked with several government ministries and institutions. During the country programme period, UNDP was successful in mobilizing government funding consistently across programme areas, particularly for supporting the implementation of the Peace Accord, which positioned UNDP as a key agency in the implementation of government initiatives.

UNDP took measures to strengthen its programme and management processes not only to support evolving development priorities but also to strengthen UNDP's role and strategic positioning in Colombia. The country office strengthening measures ensured 'fit for purpose' response in terms of operational capacity and optimization of business processes. This is a significant step in ensuring programme efficiency and enabling UNDP to realize its potential to become a key agency in support of Peace Accord implementation. The restructuring of the programme portfolios, streamlining staff configuration, and expanding territorial presence has contributed to better positioning of UNDP, demonstrating a stronger and well-organized UNDP.

A common element of UNDP's programme approach has been the multifocal approach in the community-level interventions across programme areas. The multifocal approach included different dimensions of development support within a project, for example, dialogue, employment, and local planning, or sustainable livelihoods, biodiversity and strengthening municipal processes. The multifocal approaches, while important, in the present form are too broad. There is scope for fine-tuning multifocal approaches to identify key elements of integrator dimensions that will be catalytic for sustainable development, a step also important for clearer programme focus. Establishing synergies between different programme areas, within and between outcomes, however, has been limited. The nexus approach initiated by UNDP is a step in the right direction but needs further momentum.

Finding 2. UNDP was well-prepared, strategically positioning itself, to support Colombia at a crucial time when the Peace Accord was signed and initiated, providing timely assistance. Partnerships UNDP established, with the national and local governments as well as the communities, were an enabling factor in UNDP's positioning. A notable contribution of UNDP, beyond its programme support, is the catalytic and convening role in strengthening community-level enabling environment for reincorporation, dialogue and mediation, and putting citizens security on the peace agenda.

UNDP is one of the few large development agencies in Colombia with a wide programme scope that enabled the organization to provide development and peace-related support. Given the importance of accelerating the peace process ahead of the signing of the Peace Accord, UNDP laid emphasis on implementing government peace programmes. UNDP demonstrated timeliness and responsiveness to the demand for local-level implementation support.

UNDP's perceived impartiality in a context of mistrust of the authorities was a factor in its choice as the implementing agency for peace-related support for the Government as well as international donors. UNDP played an important conduit role in the implementation of the recuperation and development programmes, reaching previously inaccessible territories. There is more scope for building on this partnership, beyond implementation support, to engage in structural transformation at the territorial level. Dependence on government funding also meant that UNDP largely responds to government demands.

Non-programmatic interventions of UNDP have been important in Colombia's efforts to implement the Peace Accord. The local-level convening role, management and implementation of the United Nations Multi-Partner Trust Fund (UN MPTF) made a positive difference to the implementation of the Peace Accord-related interventions. Key develop-

ment actors – the Government, community, civil society organizations (CSOs), and donors – considered the convening role of UNDP as critical for the implementation of the Peace Accord-related initiatives. At the community level, various actors, such as victims and human rights activists, valued the interface role UNDP played as much as its programme support. Engagement with the Government at the national level, wide acceptability among different stakeholders, and UNDP's strong community-level presence were key factors that allowed the organization to play a proactive bridging role between the affected community and the Government when Colombia needed such facilitation the most.

Finding 3. UNDP's territorial offices and community-level presence further increased its programme relevance. A significant strength of the UNDP programme is its presence in 11 territories, which allowed UNDP to reach areas where there is limited government presence. Reaching out to remote conflict-affected areas made UNDP support more significant.

The territorial presence of UNDP with 11 local offices with programme staff is an essential aspect of the strategic positioning of UNDP, increasing its credibility and comparative advantage. With 14 local offices (8 territorial offices, 3 local (sub) offices, and 3 project offices),²² UNDP has ongoing programmatic activities in 25 out of the country's 32 departments (see Box 1 for the territorial presence). The significance of this advantage in the context of Colombia is enormous given the complex dynamics of the conflict, remoteness, huge development disparities, and limited state presence in some territories. The root causes of the conflict are primarily at the local level.

²² Antioquia, Choco, Nariño covering Cauca and Putumayo, where there are local offices; Meta, Caqueta, Norte de Santander also covering Arauca, with local office until 2018, Guajira; and Cordoba. In addition, UNDP has three project offices in El Paso, Cesar; Gómez Plata, Antioquia; San Pedro de los Milagros, Antioquia.

BOX 1. UNDP territorial presence in Colombia - project offices

- 1. Guajira-Cesar-Maddalena**
 - 2. Norte Santander-Arauca-Santander**
 - 3. Córdoba -Sucre-Montes de María**
 - 4. Antioquia**
 - 5. Meta-Guaviare**
 - 6. Caquetá -Huila**
 - 7. Nariño -Cauca**
-

UNDP's territorial presence was an enabler of state presence in conflict-affected areas which is fundamental to the implementation of the Peace Accord. The local offices provided UNDP with a rapid mechanism to respond to community-level needs, both in development and post-Peace Accord situations. Access to communities is critical to implement Peace Accord initiatives. UNDP demonstrated the capacity to reach remote communities and have an impact in the most strategic areas for peace, by operationalizing government and donor resources in a speedy and timely manner. Given the long history of development disparities and political discontent, there was a rejection of mainstream development engagement in some of the remote and conflict-affected areas. Local accessibility, logistically and security-wise, with proper understanding of community-level peculiarities became critical. UNDP not only could gain access to these areas but also could establish trust with the local communities to engage them in the development process and initiate measures to develop trust with the government processes. Perspectives of a range of stakeholders, from diverse ideologies, across territories (Norte de Santander to Nariño, Meta, Caquetá, Guaviare to the Montes de María) reinforce this added value of UNDP.

The other factor that made the territorial presence of UNDP more prominent is the centralized nature of the government structure, with capacity challenges at the local level, which aggravated the drivers of conflict. UNDP responded to these structural gaps in a timely manner, and the territorial presence facilitated this response.

UNDP acted as a catalyst for other agencies seeking territorial presence as well, enabling UN agencies and other international development agencies to establish a local presence. A factor which enabled UNDP such a role was specific nexus programming measures, jointly with the United Nations Office for the Coordination of Humanitarian Affairs, to transit from local-level humanitarian structures to initiatives combining stabilization and sustainable development with humanitarian aspects.²³ Impact of this on local coordination was evident, particularly among local stakeholders who traditionally are poorly linked or in antagonist relations, for example, between the mayors, CSOs, the private sector, and displaced populations. Co-sharing territorial offices with UN agencies increased cooperation within the UN system, with joint initiatives or programme synergies. Collaborations with other agencies were also greater at the territorial level, with agencies working together to address local-level challenges.

With the momentum of implementation of the Peace Accord slowing, UNDP needs to strategize on its territorial presence. UNDP is yet to use the territorial presence to engage systematically in strengthening local capacities and related policy issues. Despite various local-level interventions, strengthening institutionality at the municipal and territorial level was not prioritized. Although this will not be an easy area for programme support and policy engagement, efforts by UNDP were not sufficient on this issue. UNDP's role was also important during the establishment of the UN Political Mission for the verification of the Peace Accord implementation at the local level. In addition to logistics and operational support, UNDP enabled the mission's engagement with the local actors.

Despite the critical role they played, there remains a mismatch between the importance of the territorial offices, the critical role they can play, and their actual resources. The territorial offices lacked a well thought-through programme framework and a resource mobilization strategy. Although programme strategies envisaged a greater role for

²³ IASC peer-to-peer support Case Study for Colombia.

these offices, resource constraints undermined the potential of the territorial offices. The coordination between UN agencies and staff ingenuity lessened part of this mismatch between the role these offices can play and the resources to a certain extent. UNDP is yet to determine the core purpose of the territorial offices, in addition to their role as project implementers. UNDP is yet to build on the strength of UNDP's territorial presence to get the government buy-in the prioritization of policies to strengthen local capacities.

Factors that reduced the potential of the territorial offices, in both stabilization as well as development support, are a lack of customization of the programmes, inability to mobilize resources, and inadequate transfer of knowledge at the technical level between different territorial offices. Insufficient engagement of the territorial offices in programme design reduced capitalizing the field-based knowledge.

Finding 4. Knowledge management is not sufficiently institutionalized or anchored in specific thematic analysis and policy-focused reflections to inform public policies.

Knowledge facilitation across programmes was isolated and ad hoc when the country demanded a continuous and more comprehensive effort. As the analysis in the following sections shows, there were specific efforts to support research and analysis in all programme streams. UNDP did not

consolidate such efforts for stronger knowledge management and a more consistent policy reflection. An area that was not adequately prioritized is National Human Development Reports as a policy tool for the promotion of SDG programming principles and development and governance in strengthening peace processes. The SDGs in the context of Colombia need a more nuanced engagement to address inequality and regional disparities in multidimensional poverty. UNDP did not identify areas where there can be strong knowledge management and advocacy. Also, knowledge management lacked investment in terms of financial and human resources.

Insufficient transfer of knowledge at the technical level between different territorial offices remains an issue. Different territorial offices devoted time and efforts to develop development solutions, some of which were successful. Lack of mechanisms to share lessons is resulting in duplication of programme tools when a tool that worked is already available in a different territorial office.

2.2 Inclusive and sustainable growth

The inclusive sustainable growth outcome includes two key programme areas: a) inclusive growth, productive capacities, and employment, and b) sustainable environment. Table 2 presents the programme budget for the two areas. The analysis in the following sections present these two areas separately.

TABLE 2. Inclusive and sustainable growth outcome expenditure

Inclusive and sustainable growth outcome (2015-2019)					
Country Programme Outcome	Budget to 1 February 2018 (US\$)			Expenditures to 1 February 2018 (US\$)	
Growth is inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded	\$109,370,421.58			\$80,885,305.65	

Thematic Area	Expenditure (US\$ in 0000s)				Execution rate
	2015	2016	2017	Total	
Inclusive growth, productive capacities and employment	1,988.02	1,287.87	1,396.10	4,671.99	68.37%
Sustainable environment	943.72	1,241.47	1,173.57	3,358.76	82.97%

A. Inclusive growth, productive capacities, and employment

Compared to other programmes, inclusive growth, productive capacities, and employment is a small area of support. However, this is an area where government contribution has been over 50 percent of the total expenditure, with a strong commitment to improving employment and livelihood opportunities in stabilization and development contexts. UNDP supported a range of activities, which include research and diagnostics, and efforts to strengthen productive capacities for employment and livelihoods.

Finding 5. UNDP’s inclusive growth programmes at the community level were pertinent in a context where there was a high level of rural poverty and challenges remain in creating employment and growth. UNDP’s programmes were appropriate in the regions affected by armed conflict as well as the poorer regions.

Although Colombia is a high-middle-income country (MIC) with strong national institutions, around 26.9 percent of the population live in poverty. In rural areas, poverty is about 36 percent, while in

urban areas it is 24.2 percent.²⁴ There are significant income disparities and growing inequality. Given this context, UNDP’s support for enhancing inclusive growth and productive capacities for employment and livelihoods are important. UNDP programmes were implemented in areas with displaced and reincorporated communities, as well as those that are less developed but not affected by conflict; and initiatives reached out to the poorest and in remote areas. There were efforts to engage sparse territorial authorities, and to collaborate with other development agencies with similar initiatives. A key aspect of UNDP engagement is using local knowledge in developing solutions to avoid disrupting ecosystems or practices not beneficial to the local context and to reduce costs.

UNDP has played a key interface role for the Government and international support to enable economic revitalization in conflict-affected areas, including those with armed actors. Most of the poverty reduction initiatives started prior to the signing of the Peace Accord, contributing to strengthening stabilization efforts and preparing communities for engaging in peace and stabilization processes, and creating space for government engagement. Programme partners of UNDP in-

²⁴ DANE (National Administrative Department of Statistics), available at: <https://www.dane.gov.co/files/investigaciones/condiciones_vida/pobreza/pres_pobreza_2017.pdf>.

cluding the central Government, territorial authorities and donors, reiterated their satisfaction with the high quality of UNDP programmes.

Finding 6. UNDP supported national and district level diagnostics and assessments to inform poverty-reduction efforts and more equitable sectoral policies. For greater policy relevance, such efforts needed further consolidation.

Knowledge production through research and diagnostics was a strong stream of UNDP support. Most of the knowledge production initiatives were with respective government institutions increasing the likelihood of their use in policymaking and designing government programmes.²⁵ Regional observatories of the labour market, the Social Innovation Laboratory (*Laboratorio de Innovación Social*), and analysis of labour market trends that were undertaken by UNDP are essential for stronger government strategies and responses to address employment challenges.

At the local level, to provide tools to monitor local labour trends linking the education and employment sectors, the RED ORMET initiative (*Red de Observatorios Regionales de Mercado de Trabajo* or Regional Observatories of the Labour Market) helped establish 33 centres in 27 departments. Together with the Ministry of Labour, Presidential Agency for International Cooperation, Department of Social Prosperity, and regional entities, UNDP developed productive territorial profiles and guidelines for job retraining. The territorial profiles establish lines of action for the short, medium and long terms to strengthen alternative economic opportunities based on the local-level information. Useful tools have been produced, such as market diagnosis, studies on occupational and productive profiles with a gender approach and competitiveness plans, with a potential to inform labour market processes. A similar initiative is the Social Innovation Laboratory for developing tools and strategies that would contribute to poverty reduction strategies. This in-

cluded systematization of practices that worked, a compilation of lessons from poverty-reduction efforts, applying insights from technical studies, and identifying innovative solutions. While the potential of regional observatories of the labour market is widely acknowledged, there is limited concrete information on the impact of this analysis on local labour markets. With regard to the Social Innovation Laboratory, the extent to which these tools were used and the knowledge shared between the Secretariat of Social Integration, where this initiative was located, and other government entities could not be determined.

UNDP supported the *Agencia Nacional de Hidrocarburos* (ANH or National Hydrocarbons Agency) and private-sector companies in the extractive industries sector, such as Repsol, to develop a methodology to engage communities and support development initiatives that would contribute to sustainable livelihood and Millennium Development Goals/SDGs. Such efforts included a diagnosis that informs the Government and the community income-generation initiatives and social and economic strategies at the local level. Despite the small scale, initiatives at the territorial level to engage the private sector to increase women's participation in the workforce were important. Information centres supported by UNDP generated data on areas that demanded labour and those where people lacked work, were self-employed and were involved in entrepreneurship, for use by agencies supporting employment and job creation. This information has also enabled addressing issues of mismatch between demand and supply and developing the type of vocational qualifications the potential employees and the private sector would need.

The outcomes of policy analysis of similar initiatives in the previous country programmes indicate the potential of such initiatives. For example, an analysis of key labour market variables and trends at the local and regional level (which covered five regions) had policy relevance for inclusive employment at the

²⁵ District-level sectoral studies and analyses were demand driven, in collaboration with respective ministries, increasing the likelihood of their use in policymaking. In the education sector, support to the Secretariat of Education of the Capital District to carry out district level diagnostics and assessments enabled the identification of bottlenecks, improving the quality of education processes and governance; and research and analysis to strengthen public education in Bogota.

territorial level. *Red Cemprende*²⁶ (*Centros de Empleo y Emprendimiento/Centres for Employment and Entrepreneurship*) improved opportunities for labour inclusion through the provision of a set of services to promote employment, self-employment, entrepreneurship and business development.²⁷ The initiative was handed to the Employment Public Special Service Administrative Unit (UAESPE or *Unidad Administrativa Especial del Servicio Público de Empleo*) which operates and supervises its operation, representing a successful handover by UNDP. Lessons from such initiatives are critical for streamlining research and analysis support for greater policy influence.

Finding 7. Initiatives aimed at productive capacities and employment at the local level have the potential for diversifying income-generation options and agricultural practices. Value chain initiatives for agriculture products are critical; such efforts are in the early stages and need technical inputs and policy linkages. Sufficient anchoring in government policies and programmes is critical for entrepreneurship development efforts and for wider replication of the successful initiatives.

Rural economic development projects focused on community and household farming and agro-production and took a comprehensive approach to develop income- and employment-generation options in both development and stabilization areas. These initiatives covered productivity chains (including access to markets), farming practices, community income-generation and environmental and sustainable practices. UNDP promoted community-centred sustainable livelihood and natural resource management to transform rural families into economically productive agents. Building associations (or cooperatives) and small businesses and suppliers were supported. These initiatives assume importance given the lack of formal systems and services for rural development and weak linkages between social protection measures and the agro-sector.

Initiatives such as support to producers of coffee, blackberry, cocoa, palm oil, banana, cachama, ti-lapia and bocachico to enhance their productive, commercial and associative capacities were critical for sustainable livelihoods. The processes and tools used were well considered to identify problems and appropriate solutions. Over 20 improvement plans covering over 1,000 families, and rehabilitation of 300 productive units were supported.

There are examples where communities and family units have been mobilized successfully. In the initiative on support to small cocoa farmers, there was progress in enhancing the scale of production by forming or strengthening existing associations of cocoa producers, as well as consolidation of productive capacities. The household microenterprises and associations received funding from other sources as well but were more forthcoming to use UNDP's approach of combining diversification of agro-products, the commodification of the products, and conservation. A notable feature was that traditional knowledge was tapped to include conservation of biodiversity and water in cocoa production. Some of the associations had a good base to start with and support from UNDP added to improving the quality of the cocoa and its marketing. There were efforts to use community initiatives as the foci for exchange and replication of livelihood practices among communities. Despite successes in initiating sustainable livelihood and employment change processes at the community level, there were challenges in establishing strong market linkages and exploring value chain options (for example, finer quality products and improving shelf life, exploring different markets). Over-reliance on export and lack of measures to tap the domestic market increased market risk.

Diversification through small agro-enterprises for income generation, for example, tomato farming and value chain, has the potential for alternative livelihood. However, as the initiatives in Antioquia

²⁶ In partnership with the private sector Interconexión Eléctrica S.A., (ISA), Ministry of Labour, DPS, Agencia Nacional para la Superación de la Pobreza Extrema (ANSPE), and KOICA.

²⁷ To date there are over 100,000 beneficiaries of which 60 percent are women, 30 percent are victims of the armed conflict and 30 percent living in extreme poverty, thus confirming that the initiatives have been targeting the most vulnerable sectors. More than 21,000 business plans have been formulated (with 43 percent of them implemented), and over 5,500 enterprises have benefited (about 1,400 which have been formalized). Approximately 13,000 jobs have been created through self-employment.

shows, establishing links between rural producers and new buyers can take time, new products need to be demand-driven, entrepreneurship skills need to be developed and sustained, and capital investment raised. Meeting all these requirements was often challenging. UNDP initiatives enabled awareness to upstream farmers that cattle raising had a long and wide impact on downstream habitats and managed to usher in the change processes on accepting alternative economic activities and livelihoods. The projects were successful in enthusing participating communities to be open to exploring other income-generation activities to improve the quality of the local water sources and to reduce the ecological and environmental impact activities such as cattle raising can have on the wider environment including global warming. While the project generated momentum in the recipient communities, the lack of an enabling environment for long-term competitiveness, market linkages and insufficient financing, have reduced the income-generation capacities of these enterprises. Labour-intensive production with relatively small economies of scale, such as tomato production, need well-established market linkages.

Although there is evidence of improvement in the capacities of the producers of cocoa or tomatoes, the alignment between production, technical issues, commodification and market aspects are evolving, and need greater attention. Value addition for agricultural products needs commodification, market linkages, technical depth, and well thought through consideration of market dynamics and risks. Sustained support is needed for enabling improved access to credit, as well as greater capacity to supply markets on a consistent basis, analyse and design business strategies, and adopt new technologies. UNDP project resources could not accomplish this on a long-term basis. Given UNDP's experience in value chain support in Colombia and other countries in the region, there was scope for concrete programme models, addressing key dimensions of productive capacities. Despite value in UNDP's inclusive growth initiatives, not all projects have been designed for maximum learning and suffer from lack of scale.

Some of the limitations of efforts to boost productive capacities highlight the importance of establishing linkages with government programmes, pursuing enabling policy reforms that support livelihood diversification by farmers. For rural income mobility, a key constraint that is yet to be addressed is linking community-level efforts to improve rural productive capacities to national policies. Since the territorial institutions are weak, the buy-in of the national Government is critical. There is a need for more concerted action for the participation of smallholder farmers in better standards value chains to which small-scale interventions of UNDP cannot give sufficient attention. There are also issues beyond UNDP's programme scope, for example, greater agricultural investments to build dynamic, diversified agro-based enterprises.

A critical element of the value chain support is engaging the private sector. The private sector can be a powerful ally in promoting the sustainable development and economic competitiveness of smallholders. There are a few examples of mobilizing private sector contribution, for example in Meta. UNDP, however, is yet to have a more structured approach to mobilize private sector or national public-sector companies, which is critical for value chain development in agro-sector programmes. A related issue is limited attention to addressing basic issues related to enabling services for promoting the local private sector in rural areas. There are limited efforts in fostering the role of Colombian national institutions in performing a regulatory function, which, when combined with the farmers' associations UNDP and other agencies supported, can provide more viable models for boosting productive capacities.

UNDP rightly identified the need to address issues in the transition to sustainable business practices, increase sales of supplier companies, and reduce operating costs of supplier chains. The Supplier Development Programme or *Programa de Desarrollo de Proveedores* (PDP) can be transferred to government entities, private companies, unions or CSOs in Colombia or outside the country interested in its application focused on its stakeholders. Advice to the

base of the pyramid enterprises and large companies that work with micro, small and medium-sized enterprises and suppliers is promising. This, however, requires a more concrete engagement of the Government to create incentives for the base of the pyramid enterprises and the enabling market environment for the large companies.

Finding 8. UNDP support to economic revitalization and strengthening livelihood capacities contributed to integrating communities affected by armed conflict into mainstream employment efforts.

A weak presence by the authorities in rural areas, particularly those areas most affected by the armed conflict, has left many communities lacking basic infrastructure and services. There was also a tendency on the part of the communities to not engage with government institutions and even be sceptical about formal institutions, making it even more difficult for the official authorities to establish community links or to establish the official rule of law. Non-engagement of the communities was a challenge since many displaced people need support to establish sustainable livelihoods which can provide their basic living requirements. In some areas, the opportunity cost of those depending on illicit crops which feed the drugs trade, giving it up for alternate income generation options, is high and contribute to this social problem. Given this context, UNDP's economic revitalization and livelihood support in the conflict-affected areas assumes significance.

UNDP supported economic revitalization efforts in the communities affected by the armed conflict, internally displaced, comprising both former FARC and non-FARC. UNDP, alongside the UN Refugee Agency, the private sector, local authorities and the *Servicio Nacional de Aprendizaje* or Learning National Service (SENA), has provided short-term employment. Such efforts brought speedy relief to the affected communities, through cash for work through the construction of local infrastructure projects. The building of the infrastructure also brought a sense of normalcy, enabled income generation, and promoted social cohesion.

The communities visited during the evaluation valued the short-term employment and medium-term livelihood support, and more importantly a sense of normalcy the initiatives provided. There were positive aggregate results in terms of people benefited. About 3,000 families who have been victims of the armed conflict participated in income-generation initiatives to regain economic stability and more than 10,000 temporary jobs were created, over 40 percent of which are held by women, including those heading households.

Sustainable livelihood initiatives to bring economic stability in communities dependent on natural resources have the potential for longer term livelihood. Similar to the programme initiatives to strengthen productive capacities in regions not affected by armed conflict, UNDP provided grants to local producer associations comprising victims of armed conflict and FARC to strengthen the organizational, productive and entrepreneurial capacities in the implementation of the environmentally and financially sustainable productive ventures. The multifocal approach combined livelihood support, with the use and management of natural resources, clean production processes, and conservation and recovery of ecosystems in the territories. One such initiative is in the process of being replicated as part of the national policy of rural development, to increase employability and individual reparation for the victims of the armed conflict.

Despite some successes, short-term income-generation efforts were more easy to implement in areas affected by armed conflict. Medium to long-term income-generation and livelihood support on a range of agriculture and non-agricultural rural activities needs a well thought through strategy. Sustainability of such rural entrepreneurship initiatives is even more important for stabilization and cohesion in conflict-affected communities. At the time of the evaluation, the institutionalization of the efforts is slowly evolving, requiring continued support. The problems in strengthening productive capacities and market linkages are manifold compared to non-conflict regions, requiring even greater attention of the Government. In terms of programming

strategies, this also meant establishing appropriate partnerships. A larger issue, beyond the scope of UNDP initiatives, is the efforts needed to strengthen local institutions to take on the responsibility of implementation of rural development policies for victims of the armed conflict.

Finding 9. Structural challenges are yet to be addressed. Micro-level interventions are constrained by lack of macro-level linkages, and projects lack scale and threshold level.

UNDP-promoted participatory and sustainable development approaches at the local level are yet to be institutionalized. Although UNDP's support at the local level is very well regarded, the success of the various modalities of providing income-generation support in rural contexts depends on their uptake at the central level and an enabling policy environment. UNDP works in places where there is little or scarce government presence but without a strategy to strengthen institutionality. In remote areas, promoting sustainability and engaging local institutions is even more complex, at the same time critical. Given the severity of the challenges, there is a need for greater policy efforts for economic revitalization and medium-to-long-term livelihood, in the absence of which efforts such as that of UNDP cannot have more sustainable outcomes.

Finding 10. SDGs mainstreaming efforts are in progress but more at a technocratic stage. The localization of SDGs is an evolving area in Colombia. UNDP is yet to streamline its support to the SDGs.

There are ongoing efforts by the Government of Colombia to integrate the SDGs in national policies and mechanisms to report on the progress, concretized by the issuance of document Conpes 3918 (*Consejo Nacional de Política Económica y Social*), a reference framework for compliance with the 2030 Agenda and promoting sustainable development. Efforts are underway to develop a National Statistical Plan to improve or define methodologies for the SDG indicators lacking data (for 16 indicators according to the Government's own assessment). The *Departamento Nacional de Pla-*

neación (DNP) or National Planning Department is leading a multistakeholder platform that brings together civil society's contributions towards SDG achievement across the region. Given the strong statistical and institutional capacities at the central level, UNDP's approach and choices need to be well considered.

Since the adoption of the SDGs, UNDP has supported the Government of Colombia in its efforts to mainstream the SDGs and strengthen measurement of indicators. UNDP worked with the *Departamento Administrativo Nacional de Estadística* (DANE) or National Administrative Department of Statistics to ensure data availability for local SDG monitoring. Jointly with UN agencies, UNDP supported the preparation of the Voluntary National Report 2018, particularly collecting the perspectives of national agencies and development stakeholders. Some of the initiatives UNDP is part of have relevance in Colombia. An example is UNDP's collaboration with philanthropic foundations to create a platform for streamlining SDG-related engagement of civil society actors (including the philanthropic sector) and creating productive coalitions in areas with vulnerable populations. This platform is in the early stages to assess progress.

While there were initiatives to assist local governments in identifying and including the SDGs in their development plans, these remain ad hoc; mainstreaming the SDGs in local plans is yet to gather momentum. Although its programme documents broadly indicate a greater role at the local level, UNDP is yet to outline the role it will play at the local level, beyond facilitator of qualitative data on progress. Given the rich biodiversity of the country, the Government of Colombia recognizes the critical importance of sustainable livelihood models for conservation as well as inclusive growth. UNDP is yet to build on its community livelihood models for engaging in a comprehensive way in SDG mainstreaming support at the local level. Although there are several UNDP initiatives with the potential to contribute to SDG mainstreaming, UNDP lacked an overarching framework.

Finding 11. UNDP promoted practical approaches to enhance an enabling environment in the private sector for a more gender-equitable labour force.

The Gender Equality Seal, *Equipares* or *Sello de Equidad Laboral*, has generated much-needed momentum to address disparities in labour policies and practices and to encourage private-sector companies to adopt policies that are more gender-inclusive and responsive to the needs of women. The engagement of the Ministry of Labour's UAESPE provided institutional backing and credibility with a greater possibility of expanding such efforts. Since its commencement in 2015, 53 companies have joined the *Equipares* programme and initiated measures to reduce gender gaps in the labour force. There are efforts, such as Employment Pacts for Gender Equality, agreed with the *Cajas de Compensacion* (Family Compensation Funds), with significant potential in reducing gender stereotyping occupations and labour force barriers for women.

B. Sustainable environment

UNDP supported environment and energy initiatives pertaining to strategic ecosystems and environmental services, climate change, and energy efficiency. The Global Environment Facility is the major source of funding for this portfolio; despite the significance of environmental conservation for Colombia, the government cost-sharing of UNDP programmes is the lowest compared to other programme areas (see Annex 2 online).

Finding 12. There are ongoing efforts by the Government of Colombia to address environmental protection issues and improve protected area coverage. Institutional capacity development and policies supported by UNDP contributed to government efforts in protecting ecosystems and mitigation. UNDP's policy support had more salience for the changes and adjustments made to regional and local instruments.

UNDP supported the formulation of a national policy on biodiversity and ecosystem services (National Policy for the Integral Management of Biodiversity and its Ecosystem Services (PNGIBSE))

and the National Biodiversity Plan (NBSAP); and the ratification and implementation of the Nagoya Protocol. Climate change mitigation and energy efficiency initiatives had a national focus and contributed to policy processes in the design of the low-carbon strategy, facilitating efforts towards an enabling environment for efficient energy commercialization, strategies to address the depleting ozone layer; and processes for the fulfilment of international conventions on mitigation. An area where there has been consistent support is international climate reporting such as the First Biennial Update Report for the fulfilment of Colombia's obligations under the United Nations Framework Convention on Climate Change.

In partnership with the national institutions, UNDP supported publication of the Colombia 2050 Calculator, which is critical to strengthening government capacity to build evidence under different climate scenarios, and for evaluating the potential of mitigation, its cost and actions needed. The calculator informed policies, facilitated long-term planning (in the Intended Nationally Determined Contribution processes) and outlining post-2020 climate actions. It covers the most important economic sectors in Colombia (energy, mining, transportation, housing, agriculture, waste and industry) and includes four levels for each of the mitigation measures modelled in the sectors, with which projections of energy use and greenhouse gas emissions are made, making it a very important planning and decision-making tool for the country. In addition to enhancing transparency and improving communication, the Colombia Calculator also included an analysis of land use data with plans to develop regionalized Calculators. The Calculator was customized for Bogota and Cundinamarca.

Implementation of the mandatory energy efficiency standards and labels to reduce CO₂ emissions was critical for Colombia. UNDP's support to this assumes significance given its relevance for Colombia's national development priorities, fundamental to ensure full and timely energy supply, competitiveness and consumer protection, and promotion of the use of non-conventional energy in a sustainable way.

Colombia has put in place a series of policies and institutional mechanisms to preserve biodiversity and address climate change mitigation issues. There are also ongoing initiatives to promote non-conventional, renewable clean energy sources. The adoption of the SDGs furthered the focus on sustainable development, and the government programmes reflect the trend of addressing core sustainable development issues, particularly multifocal approaches to conservation and productive capacities and food security in rural areas. While there is limited scope for greater national policy support during the current UNDP programme, there are further opportunities to inform more holistic approaches to address peace and environmental management linkages and environment and sustainable livelihood nexus approaches at the regional and local level. There remain challenges in the coordination of environmental and agriculture entities. Mainstreaming conservation issues in the poverty-reduction efforts of the Government is evolving.

Finding 13. Support to the reduction of greenhouse gases (GHG) produced by the industry received emphasis in UNDP's support. While these initiatives are important, the outcomes depend on the commitment of national industries and productive sectors in meeting Colombia's international commitments.

With strong institutional and regulatory frameworks, there have been significant mitigation actions by the Government of Colombia including efforts to achieve carbon neutrality, sectoral Nationally Appropriate Mitigation Actions and priority sector action plans for the reduction of the GHG emissions and Intended Nationally Determined Contribution. Although not a big player, UNDP-supported instruments contribute to the implementation of Colombia's national policies and meeting international commitments; at different levels of implementation, these complement ongoing mitigation efforts by the Government. Support to mitigation action plans in sectors identified by the national strategies (namely industry, mining, energy, transport, waste, and agriculture sectors) assumes significance given the inherent complexities in the implementation of the action

plans. Measurement, reporting, and verification system for appropriate national mitigation actions in the public and private sectors, implementation of the national programme on carbon management, and design of a national low emission development strategy contribute to bridging domestic and international policies. Initiatives to engage the private sector in the implementation of low-carbon development strategy contributed to ongoing government efforts to address and offset environmental footprint and reduction of GHGs.

The capacities of local institutions and civil society to address the role of forests in mitigation were strengthened. UNDP joint initiatives contributed to strengthening the Government's technical capacity to monitor, analyse and report the dynamics of deforestation and degradation, as well as develop policies, improve measures and actions to address challenges jointly with communities that depend on forests. For indigenous, Afro-Colombian and peasant groups and organizations, UNDP support provided a space for dialogue and coordination with the national Government. In addition, forums for dialogue were promoted among various civil society actors, institutions, and donors at the regional and national levels, such as the National REDD + Round Table or the National Forestry Roundtable, for better coordination in addressing deforestation and degradation of the ecosystems. The initiative underscores the importance of collective work among a range of actors involved in the achievement of a common goal.

Finding 14. UNDP support to biodiversity and ecosystems management had tangible outcomes at the community level. UNDP support to ecosystem conservation in FARC-occupied regions has been critical for protected areas management. These ecosystems-centred territorial models have the potential for upscaling.

The promotion of multifocal strategic ecosystems pilots at the territorial level, initiatives on marine protected areas, dry forest biodiversity conservation, and the management of natural forests were intertwined with sustainable livelihood components. UNDP initiatives contributed to the local

capacity for management of agro-ecosystems using traditional knowledge. In terms of household economic outcomes of such initiatives, the income of families that used traditional knowledge in marketing agrobiodiversity products increased by over 50 percent (in Tarapaca, Nuquí, and Nariño).²⁸ The households also demonstrated improved food sovereignty and better nourishment. The Colombian Government has recognized the importance of traditional knowledge in the protection of agrobiodiversity. Such efforts facilitate the promotion of the provision in the National Policy on Biodiversity which supports the rights of indigenous communities in the production and commercialization of agro-biodiversity products, respecting their culture and traditions.

The process of knowledge management that has been initiated in the framework of the projects allows for the dissemination of lessons for the exchange of information between actors within and outside the project. This has made it possible for public and private institutions to promote the productive activities using traditional practices that play an important role in the conservation of the ecosystems, as well as the development of products and their marketing.

Initiatives supporting the sustainable use of coastal and marine biodiversity in the Caribbean and Pacific regions allowed homologation of monitoring criteria for protected areas. This complemented national efforts to reserve and declare protected areas and contributed to conservation objectives and monitoring of the protected areas. In addition to the declaration of nine protected areas, UNDP support enhanced productive capacities and fisheries value chain in five communities; degradation and deforestation of mangroves were avoided through community engagement. Notable is the management, planning, administration and operational mechanisms for the National Subsystem of Marine Protected Areas (SAMP) and subsequently its institutionalization; and ensuring the regulato-

ry framework of the National System of Protected Areas includes the Subsystem. Additionally, the SAMP is coordinating with action plans of the Regional System of Protected Areas of the Caribbean and the Pacific, for the management and financial sustainability of the Marine Protected Areas. Measures are underway to include 28 Marine Protected Areas in the Subsystem.

The increase of the coverage of protected areas was also enabled by supporting the preservation of estates in private premises (550,000 ha in Orinoco region and the northeastern Andes ecosystems) and promoting national policies on protection and conservation of biodiversity at the regional level. Considering that these were designed jointly with the Government, outcomes are comparatively better than other projects, contributing to regional and local territorial planning processes, as well as promoting linkage of regional and local actors in order to maximize outcomes of conservation efforts and better articulation of administration and management of protected areas.

There were positive examples of how the organization of the communities can help them use the biodiversity of their territories for sustainable livelihoods with important lessons for replication elsewhere in the country. For example, UNDP initiatives strengthened local capacities for production of natural colourants used in the food and pharmaceutical industry and the ability of the communities to increase the demand and negotiate with companies interested in buying the product. There are very few initiatives in the country that have supported the distribution of benefits in promoting the marketing of natural dyes.²⁹ A spin-off of the initiative was that the communities were able to use the same skills in the marketing of other products.

The community-level initiatives demonstrate the potential of territorial approaches for protection, sustainable ecosystem, and climate change adaptation, for more sustainable ecosystem change

²⁸ Edwin Yalit Mendoza Parada, 'Incorporation of traditional knowledge associated to agrobiodiversity in Colombian agro-ecosystems', Government of Colombia and UNDP Colombia, 2015.

²⁹ Maria del Pilar Pardo Fajardo, 'The Development and Production of Natural Dyes in the Chocó Region of Colombia for the Food, Cosmetics and Personal Care Industries under of the Nagoya Protocol', UNDP, Colombia, 2016.

processes. Projects on Choco biogeographic, the dry ecosystems and dry forests, marine areas, contributed to community-level change processes and strengthening of local capacities in conservation and alternative livelihoods. Strategies for climate change adaptation were promoted through landscape planning for conservation, using participatory planning strategies and sustainable land management tools.

The evaluation points to several factors that contributed to the sustainability of the models introduced by UNDP initiatives. Close engagement of the communities in biodiversity and ecosystems initiatives meant that there was a strong likelihood of the practices being continued after the project period. The initiatives demonstrate that the traditional productive systems of livelihood and subsistence are highly compatible with the conservation and protection of biological diversity in forested areas or marine areas and that its existence and sustainable management directly contribute to the conservation of ecosystems of global importance. The productive activities generated a strong awareness of the importance of biodiversity and ecosystems protection and using traditional knowledge for this. In a majority of initiatives, there is strong evidence of the high probability of upscaling at the community level, increasing the areas or households and communities involved, to increase the scale of products for better marketing and income generation.

Colombia made significant achievements in expanding the protected areas, but some areas are yet to receive due attention. Poverty reduction strategies of the Government are yet to sufficiently integrate environmental concerns. Lack of government presence in territories controlled by FARC remains a challenge in expanding protected areas and ecosystem management. While UNDP cannot take credit for the achievements of the Government or can be responsible for lack of progress, there is scope for a more concerted effort to leverage on the community-level activities to inform government programmes at the subregional level. Although UNDP initiatives are aligned with national strategies, the poor institutionalization of

territorial activities is undermining the potential of these initiatives for wider application. Given the high-level capacities of the Colombian Government at the central level, with abilities to design similar initiatives, scalability or institutionalization is not always a linear progression, unless UNDP models are unique. UNDP initiatives are small in scale, shorter in duration, and scattered to have an impact on national policy processes. Longer term support in select regions will have a greater impact on planning processes and institutional capacity development at the regional level.

Finding 15. While UNDP projects used a multifocal approach and have complementary objectives, there were moderate synergies between ecosystems, biodiversity and conservation initiatives. UNDP is yet to use its programme presence in stabilization and inclusive growth areas to play a greater role in the integrated ecosystems management support in areas affected by armed conflict.

UNDP supported the implementation of inclusive growth and reincorporation programmes, and to its credit has taken a multifocal approach, addressing environmental issues as part of livelihood support. UNDP did not adequately emphasize linkages between peace and environment management, possibly reducing the niche of UNDP role and support. Similarly, while inclusive growth and employment support used a sustainable livelihood approach, it did not have programmatic synergies at the outcome level or between the projects with environmental initiatives with similar components.

A comparative advantage of UNDP's biodiversity and ecosystems management support is the opportunity to promote synergies or integrated approaches with stabilization and inclusive growth initiatives, and programme presence in areas affected by armed conflict increasing the possibility of engaging communities in natural resource management and environmental protection. Implementation of environmental policies assumes renewed significance post-Peace Accord. Access to natural resources is a key issue in communities affected by armed conflict and a driver of conflict.

The Government is committed to reducing deforestation and illegal mining and addressing issues related to access to natural resources. UNDP is yet to leverage the comparative advantage of its engagement in the implementation of the Peace Accord at the community level. UNDP incorporated a conservation and biodiversity approach in its support to strengthen productive capacities and the same can be said about environmental programmes which had a strong sustainable livelihood focus. There was, however, scope for better synergies between the inclusive growth and environmental portfolios in design and implementation. A negative trade-off of a siloed approach to programming is that programmes had limited impact on the policy processes.

The proportion of government spending and funding has significantly increased for ecosystem management and climate change mitigation. While UNDP initiatives have government ownership, there is very limited government cost-sharing for UNDP-implemented biodiversity and ecosystems management initiatives. UNDP needs to explore synergies with similar programmes by other agencies, for example, the German GIZ and the Swiss Agency for Development and Cooperation, and develop strong partnerships with United Nations agencies that have developed methodologies and protocols for agrobiodiversity projects and sustainable production systems with demonstrated sound techniques to guarantee better results. Strategic alliances can enhance outcomes, especially in areas with armed conflict.

Finding 16. There is scope for more strategic engagement in the extractive industries sector.

The extractive industry is a high generator of conflicts at the territorial level due to the absence of methodologies and related schemes and dialogue with local communities and institutions. Although the Government has undertaken progressive reforms for more transparent management of resources, there is further need to build protocols

and methodologies that help reduce conflicts and build joint proposals in the territories. UNDP has extensive experience in conflict management which can be used in trust-building processes. As discussed in the following section, UNDP support to overseeing *Sistema General de Regalías* (SGR or General System of Royalties) provides an entry point to explore more substantive role at the territorial level.

A key challenge for Colombia in sustainable ecosystem management is addressing the issue of mining titles in the extraction of minerals and hydrocarbons. Although strongly backed by research and analysis (conducted under the Colombia National Environmental System (SINA)), environmental governance remains a challenge, with the weak consolidation of authority, overlapping responsibility among the subunits within the environment ministry, and frequent changes at the senior level. The Ministry of the Environment and Sustainable Development (MADS) is responsible for negotiating and signing genetic resource access agreements. However, the paperwork for flora and fauna management, use, and transportation – needed for developing and producing derivatives – involves regional environmental authorities or the National Environmental License Authority (ANLA). There is considerable scope for strengthening environmental licences by ANLA. In practice, a substantial effort of SINA is in enforcing the regulatory framework, the effectiveness of which is laden with institutional burdens at the national and regional environmental levels. These issues, while important, remained outside the scope of UNDP programmes.

2.3 Inclusive governance

The inclusive governance portfolio comprised national-level policy support, local development projects, advocacy projects, and fiduciary support. A large component of the governance portfolio, 48 percent of the total expenditure, was fiduciary support. Table 3 presents the programme budget.

TABLE 3. Inclusive governance for urban and rural development outcome expenditure

Inclusive governance outcomes, budget, and expenditures (2015-2019)					
Country Programme Outcome	Budget to 1 February 2018 (US\$)			Expenditures to 1 February 2018 (US\$)	
Strengthened institutions to progressively deliver universal access to basic services	\$87,734,972.25			\$75,100,000.77	
Thematic Area	Expenditure (US\$ in 0000s)				
	2015	2016	2017	Total	Execution rate
Inclusive Governance for Urban and Rural Development	2,409.50	2,370.40	2,730.87	7,510.77	84.82%

Finding 17. Focus on community democratic processes, particularly in areas affected by armed conflict, assumes significance given the importance of engaging citizens in local stabilization processes and income generation. Strengthening municipal and local-level capacities while useful were small in scope.

Partnership with UNDP served well for the Government to fill development gaps at the local level and create an enabling environment for peace and stabilization processes. UNDP was the Government's partner of choice in the implementation of the Rapid Response Strategy through programmes such as *Manos a la Paz* and *Manos a la Obra*. These programmes especially increased the trust of the affected population in the peace process and also contributed to strengthening municipalities in the regions affected by the armed conflict. For example, 250 municipalities received direct technical assistance for strengthening local capacities. UNDP's rural reach and ability to respond quickly was found useful by the Government in the context of Peace Accord implementation and UNDP as an implementing agency for social and development programmes was considered advantageous. Although UNDP demonstrated strong partnerships across government institutions, at the centre and subnational levels, engagement on core governance issues needed for sustainable peace and development was limited.

In line with UNDP's programme approach in Colombia, projects used a multifocal approach, addressing stabilization, governance aspects and local development simultaneously. UNDP's local development approach was underpinned by an emphasis on local democracy for assuring victims' rights, gender equality, rural inclusion, and environmental sustainability. The territorial offices enabled implementation of a multifocal approach, being resourceful in the face of administrative and financial constraints and responding to situations in the field in a timely manner. From the programme recipients' perspective, corruption, gender disparities in access to development resources, security challenges and lack of justice mechanisms were factors incentivizing citizens to act and demand change. The initiatives were well targeted with an emphasis on citizens' participation to increase accountability and transparency in stabilization processes and local governance.

National-level institutional support was a small area of UNDP's governance support, which is understandable given the high capacities of government institutions at the central level. UNDP, however, did not identify areas where it can leverage its ongoing partnership with the national institutions for engaging in more concrete governance issues. There were, however, areas where UNDP engagement and contribution were critical. During the peak of the peace negotiations, assistance to di-

verse areas such as the decommissioning of weapons, amnesties, judicial pardons, the development of the *Jurisdicción Especial para la Paz* (Special Jurisdiction for Peace), mechanisms for the management of private and public records, demonstrate UNDP's ability to provide rapid timely support. At the central level, there was support to the modernization of the Office of Technical Budgetary Assistance, the creation of a Digital Public Innovation Centre, which seeks to adopt the use of technologies to promote the achievement of sustainable development objectives in the country, and electoral support which was initiated during the last country programme. Support to the constitution of the Budgetary Technical Assistance Office aimed to facilitate parliamentary work in drafting bills and budgetary deliberations and analysing the impact of laws on the SDGs.

UNDP jointly with UN Women and other agencies has supported a bill for women's quotas in Congress. Together with UNFPA, UNDP is implementing the 'Congress 2030' initiative, which focuses on strengthening the capacities of Parliament members and their advisory staff in the integration of the 2030 Agenda. Among other strategic initiatives at the central level, UNDP in partnership with the Carter Center convened a multiparty panel to draft a National Bill, the Statute for Political Opposition, one of the first laws approved by the Congress that was part of the implementation of the Final Agreement for the Termination of the Conflict with FARC.

UNDP provided fiduciary support to *Sistema General de Regalias* (SGR or General System of Royalties) and human resource procurement services to regularize up to 5,000 land titles for the land regularization programme of the Cundinamarca regional government. UNDP support was valued for transparent oversight of the SGR. The SGR determines the distribution, management, execution, control, of efficient use and allocation of revenue from the extraction of non-renewable natural resources specifying the conditions of participation of its beneficiaries. One of the views about this support was whether a high-capacity Colombian Government needed UNDP's engagement. The Government, however, considers it more efficient to procure UNDP services in this area and

wanted to continue doing so, acknowledging the contribution of UNDP for enabling transparency and accountability to the multibillion-dollar SGR system. While this partnership indicates UNDP's ability and effectiveness, UNDP is yet to go beyond the fiduciary role to use this engagement as an entry point for further engagement on other dimensions of SGR governance support. Although the SGR framework and reforms are progressive and can reduce disparities across regions, it is critical to increasing the pace of regional convergence. While the evaluation recognizes that the space for more comprehensive engagement on some of the SGR governance issues can be limited, efforts to seek a more substantive support role was not evident, particularly facilitating processes to bridge critical gaps in strengthening the efficiency of the regional SGR management bodies or the role of local institutions in the operationalization of SGR incentives.

Finding 18. An inclusive approach to local development made UNDP's support more distinct. Besides targeted programmes, specific efforts were made to support women and youth in programme processes. A valued contribution of such initiatives is the mobilization of the women and communities as political actors, empowering them to assert their rights and demand actions.

Women's empowerment, including indigenous women in the north, Afro-Colombian women, was prioritized in UNDP's support to enable their political participation and engagement in local decision-making. Newly elected women councillors in municipalities were supported in improving their capacities to use their mandate as elected representatives. The learning curve for the first-time elected representatives was steep, but the enhanced capacities enabled them to assert their rights, avoid making mistakes or being misled about their rights and obligations. In some municipalities, women who received support have been engaged in the implementation of Peace Accord-related initiatives, and improved capacities of the representatives became even more critical. Notwithstanding its limited reach, the programmes targeting youth such as *Creciendo Juntos* (Growing Together) and *Escuela de Lider-*

azgo (Leadership School, in Nariño) have inspired youth to increase their political and civic activities as young people remain underrepresented in local and national politics.

Initiatives to improve the electability of women candidates, including support to potential and actual candidates to boost their campaigns and be informed about relevant topics, increased the interest among women in electoral politics. Assessments of women's political participation improved awareness about gender disparities in political party participation. An assessment of 13 political parties and movements after the elections of 2014 and 2015 showed hurdles that persist for women's participation within the political parties and functional processes.³⁰ Such assessments have policy relevance. Advocacy work of UNDP with other agencies has contributed to discussions on gender parity in the political parties lists.

Afro-Colombian women, some of the most vulnerable citizens in areas affected by armed conflict, were reluctant to join the political processes. Incentivization of these groups, although in small numbers, contributed to their participation in the stabilization process and engagement with local and regional authorities. Following the adoption of the Peace Accord, a series of electoral rules workshops were conducted to enhance the victims' political representation, in which over 1,100 community leaders from 111 municipalities in areas affected by conflict participated. In a related initiative, UNDP in partnership with UN Women contributed to the improvement of capacities of women government functionaries in 32 municipalities in Pasto to better manage reconstruction and territorial peace and stabilization initiatives.

Funding and other facilitation support to umbrella CSOs such as *Ruta Pacífica de Mujeres* improved services to displaced women and victims of gender-based violence. While *Ruta Pacífica de Mujeres* is well regarded in Colombia³¹ and with established partnerships and sources of funding, col-

laboration with UNDP has not only enabled them to stay active in 142 municipalities, covering 289 women organizations, but opened up access to platforms, including at high-level peace forums in Havana, Cuba, and enabled them to engage with women in FARC.

Field visits for this evaluation point that the youth consider the opportunities to engage in mainstream political processes empowering. Although the outcomes of these initiatives are difficult to measure, there are indications of improvement in awareness of different social issues, including political rights, human rights, and minority rights. Young women, some of them victims of gender-based violence, have been able to reorient towards a positive action for themselves as well as other young women.

Finding 19. UNDP support filled important gaps at the municipal level, particularly strengthening local access to justice and security.

Strengthening local justice systems is one of the areas of UNDP's contribution in 13 municipalities with the presence of FARC (in Antioquia, Guaviare, Meta and Norte de Santander). Justice systems are fundamental to improving the trust of the citizens in government processes and peace outreach. UNDP contributed to the formulation and strengthening of formal justice systems in the 13 municipalities. Justice processes, formal as well as informal, for handling disputes related to land use and rights was operationalized. This included strengthening the capacities of the justice actors and community leaders, design and the operationalization of the monitoring system to measure the use and outcomes of the legal justice system.

While these interventions are effective, local justice systems are not at a stage where they can function without financial and technical support. Sufficient measures are needed to ensure these mechanisms will continue to function after the project period. This includes the continuation of the judicial staff or

³⁰ Ranking of Equality of Women and Men in Political Parties and Movements in 2016 as part of the Gender Desk of International Cooperation and in coordination with the National Electoral Council.

³¹ Recipient of the Colombian National Peace Prize.

mobile courts in the municipalities UNDP supported. A larger issue in municipalities with the presence of FARC is the lack of access to the country's formal legal systems and redressal mechanisms. UNDP has been providing assistance in 13 municipalities, USAID in 42, and the European Union in 34. Coordination among these agencies for enabling a more sustainable option was not evident at the time of the evaluation. Managing citizens' expectations in these municipalities is critical, as any relapses in the functioning of the justice mechanisms can have adverse effects on the peace processes and citizens' trust in the Government.

Crime and violence had a negative impact on strengthening community relations in many places in Colombia. A community effort to self-analyse the main security-related problems and their causes was carried out in 13 municipalities in Meta and the city of Cali to develop an Integral Plan of Coexistence and Citizen Security (*Planes Integrales de Convivencia y Seguridad Ciudadana* or PISCC). The plan, developed in 13 municipalities, aimed at finding out how citizens – women, in particular – felt about security in their environment. The participatory approach allowed local authorities to establish security roadmaps which enhanced accountability. Women were encouraged to participate in dealing with gender-based violence. For improved access to justice, 62 mediators and 52 police inspectors were trained on gender-based issues, increasing access of women to report gender-related crimes. In Cauca, an area affected by the armed conflict, UNDP supported the regional authorities to define a Territorial Management for Peace, Reconciliation and Coexistence Model, to put into action the Territorial Peace Policy, an important part of the Departmental Development Plan 2016-2019. To carry this out, 23 Peace Municipal Councils were organized, and technical assistance was provided to develop a departmental policy for victims. These initiatives are in the early stages to assess for outcomes.

The Human Rights Ombudsman has a nationwide presence in Colombia with a network of 38 offices, but has shortcomings, including limited resources, personnel and capacity to deal with a wide array of

topics. UNDP initiatives contributed to the necessary processes and capacities, for example, technical assistance in designing proposals for sustainable peace and stabilization projects, addressing human rights, and capacity development for local governments. In partnership with UN Women, UNDP has contributed to strengthening local response mechanisms that provide attention to the safety of women and young girls in rural temporary normalization zones. Also, in partnership with the Presidential Council for Human Rights, a Human Rights Based Approach was incorporated into the development plans of 18 departments throughout Colombia. This approach is the result of UNDP's collaboration with the Office of the United Nations High Commissioner for Human Rights and the Alliance for Social Organizations, in organizing and holding round tables on territorial planning.

Finding 20. UNDP had some level of success in engaging public and private sector companies in local development and inclusive growth efforts. A more structured approach to private and blended financing is yet to be pursued.

Partnerships with *Oleoducto Central Sociedad Anónima*, *Prodeco Ecopetrol*, and *Repsol*, among others, have allowed UNDP to empower and provide economic opportunities to communities in the areas these companies operated extractive industries. While the potential of such partnerships is yet to be fully leveraged, some of the initiatives contributed to engaging the companies in local development efforts. With the *Prodeco Ecopetrol's* financial support, communities were resettled, whose villages were at risk due to the environmental hazards linked to living near natural resource extraction points. A multifocal approach was used for alternative income-generation activities and poverty alleviation. The limited success of similar resettlement projects by other actors points to both the complexity of the issues involved and UNDP's strengths and added value in dealing with such issues.

Focusing on safety and governance, the collaboration with *Ecopetrol* is based on spreading the safety in the transport of hydrocarbons and involv-

ing local authorities where these pipe distribution systems pass through. The *Planes de Ordenamiento Territorial* (POT) or Territorial Management Plans take into consideration these factors and include them in their priorities. The emphasis was on prevention which can make a substantial difference should an incident occur. The Brazilian oil company *Petrobras* has been involved in financing some of the infrastructure projects which used local labour and kick-start local communities with the financial benefits that are generated. Beneficiaries express their satisfaction as it provides a source of income and infrastructure that will help them access more easily local markets. Most importantly, the projects allowed them to focus on community building and creating formal and informal organizations to increase their market leverage, to oversee internal agreements, thus improving social cohesion and moving away from resorting to violence to settle disagreements.

The role of women and women's organizations was enhanced by strengthening their capacities in alternative income generation, and engaging in political advocacy where relevant, in conflict resolution in communities with known violence problems. Over 40 women's organizations (over 2,500 women) reached places like Boyacá, Santander, Córdoba, and Antioquia. While this work has been carried out with extractive companies or related entities (*Fundación Oleoductos de Colombia* and OCENSA), it is aligned under the Territorial Hydrocarbon Strategy (*Estrategia Territorial de Hidrocarburos*, ETH) of the central Government to which UNDP provided technical assistance.

Given the more mature financial sector and capital market in Colombia, UNDP's efforts to build a portfolio in alternative finance remains inadequate. Unlike traditional development finance, especially grant finance, private sector-led impact investment (also termed blended finance, since it involves a combination of debt, equity, collateral guarantees and other forms of financial support) seeks triple bottom line returns and is predicated on commercial viability besides social and environmental outcomes.

Finding 21. Despite territorial offices, UNDP is yet to build a strong governance portfolio to address structural governance challenges at the local level.

It is widely recognized by different sections of development stakeholders in Colombia, including the Government and major donors, that UNDP's comparative advantage is at the local level, in strengthening governance systems and processes for better local development, stabilization, and territorial consolidation. UNDP has supported different types of capacity development programmes and other initiatives at different points of time in about 150 municipalities. While there were efforts to respond to governance challenges, they were insufficient in a context of structural local governance challenges. UNDP did not have a coherent approach to governance support. Although the multifocal project approach used by UNDP included governance support (such as support to strengthening municipal capacities and processes) as part of rural economic development initiatives, the focus was not sufficient. The uniqueness of UNDP's local development approach depends on its ability to anchor in larger central government processes. UNDP is yet to transition its support from an implementor of programmes to engaging in core governance issues and having a steady stream of governance support. There are also projects that are not a fit in the governance portfolio.

Local officials in rural municipalities were of the view that engagement in UNDP programmes enabled them to be aware of what can be accomplished, sometimes with no extra resources. However, capacity development is only part of what is required at the local level, as there are too many expectations of local governments when they have no financial resources, lack personnel, and have limited access to communities. For example, the municipal plans that ensured the participation of all stakeholders at the municipal level had limited relevance in the absence of resources and poor linkages with central plans. Long-term strategic local planning and integration of municipal and regional structures are critical for better service delivery, local planning and development, and, more importantly, for stronger and inclusive

economies. Streamlining land governance and securing land rights is necessary for both rural development and territorial stabilization and consolidation. Such challenges required a more concerted implementation of decentralization policies by the central Government. Although UNDP’s governance programme was responsive to immediate needs at the local level, the overall support was dispersed and lacked a framework to guide initiatives. While there were project-level outputs, some of them crucial for peace and local

development, the initiatives in the governance programme did not add up to address challenges in governance processes.

2.4 Inclusive and sustainable transition to peace

The area of inclusive and sustainable transition to peace comprised support to peace talks, transitional justice, and territorial peace. Table 4 presents the programme budget for this area.

TABLE 4. Inclusive and sustainable transition to peace budget and expenditure

Country Programme Outcome	Budget to 1 February 2018 (US\$)	Expenditures to 1 February 2018 (US\$)
Growth is inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded	\$95,268,365.42	\$72,036,674.96

Thematic Area	Expenditure (US\$ in 0000s)			Total	Execution rate
	2015	2016	2017		
Inclusive and Sustainable Governance and Transition to Peace	1,989.27	2,078.39	3,133.50	7,201.15	75.80%

Finding 22. UNDP support to peace negotiations enabled an effective presence and engagement of citizens and victims in the peace talks, which has high significance for the legitimacy of the Peace Accord and to ensure citizens’ ownership of the peace process.

At the subnational level, the citizens’ voice and participation were facilitated in the peace process. Over 13,000 citizens (48 percent women) and a large network of CSOs participated in the national and regional forums in Colombia, which allowed their views and issues to inform the peace talks. Interviews with negotiators of the peace talks and victims show that their views were not only heard, but their suggestions were sometimes integrated into the proposals of the negotiating parties –

mostly by FARC – influencing the whole process. The negotiating steps often entailed a response of the Government to FARC proposals, thereby including a debate over victims’ proposals. The scale of this participation facilitated by UNDP was significant for a more inclusive Peace Accord with a special emphasis on the victims. This facilitation of a network of over 900 social organizations was made possible by the territorial presence of UNDP.

In addition, 60 victims of the conflict travelled to Havana to participate in five sessions during which they had the opportunity to present their testimonies and proposals. This was important not only for the peace negotiations but also in bringing an important emotional contribution to the nego-

tiating mood.³² For the victims, who consider it a recognition long due, such opportunities were of personal worth for the reconstruction of their lives, and at a wider social level, an investment in the way forward for sustainable peace.

Support to strengthening CSOs was not limited to their effective participation in the Peace Accord, but also in post-accord peace mechanisms and rapid response plans at the critical initial stages of their implementation. UNDP played a catalytic role, providing programme assistance to CSOs and facilitating coordination between government institutions, CSOs, and donors. This resulted in effective mechanisms for structured territorial peace initiatives by the different donors, that aligned with the guidelines established by the Government of Colombia.

UNDP demonstrated flexibility in responding to evolving peace process needs, even those that were not foreseen while designing the country programme, for example, support to the citizen participation in the peace talks or the contribution to enable the rapid establishment of UN Political Missions I and II. UNDP contributed to national and local institutional strengthening to respond to Peace Accord implementation challenges. Working with both communities and the Government enabled national and territorial dialogue, with tangible results such as a more inclusive 2014-2018 National Development Plan, a stabilization focus and institutional commitment to implementing it.

Finding 23. Consistent work on promoting peace in Colombia, organizational experience, credibility, operational capacity, high-level access to all actors, and presence at the local level have positioned UNDP advantageously to add value in a complex process of reincorporation.

The Peace Accord opened a process in which the laying down of arms has been highly successful by international standards. However, there has been limited progress in the symmetrical element

in the Peace Accord – the political, economic and social reincorporation of FARC. While there were significant efforts by the Government, the reincorporation process has been partial, creating a high level of uncertainty among the ex-combatants, an element that makes the stabilization process more fragile.³³ In this context, UNDP made specific efforts to lessen some of the existing fissures, supporting the reincorporation process in partnership with the Government, FARC, CSOs, and international agencies. UNDP's experience in the previous reintegration process under the 14/48 law provided valuable technical experience to the present reincorporation process, although different in its spirit, scope, and social context.

Facilitation of the reincorporation has been comprehensive, including support to transitional justice institutions and a vast array of social reincorporation-focused programmes. Initiatives providing capacity-building and employment had peace dividends in the territories most affected by the conflict and have partially lessened the disappointment with the reincorporation process. The income-generation initiatives were important not only for their economic revitalization benefits but also for their value as trust-building measures towards the government institutions. The rationale and outcomes of these projects cannot be seen in isolation, but as a prerequisite for the credibility of stabilization processes, as UNDP's interface role bridges the missing links and facilitates dialogue among different actors.

Finding 24. UNDP has played a pivotal role in putting in place a well-functioning transitional justice architecture. The unprecedented changes in the national peace context with the adoption of the Peace Accord demanded a high degree of flexibility and responsiveness. Given the sensitivities associated with the Peace Accord implementation, it was crucial not only to do the right thing but also to be able to do it at the right time, in a highly time-sensitive context. UNDP contribution has been significant on both counts.

³² See also NORAD, 'A Trusted Facilitator: An Evaluation of Norwegian Engagement in the Peace Process between the Colombian Government and the FARC, 2010–2016', 2018.

³³ References in key monitoring actors of the Final Accord, such as the Kroc Institute (Report on the status of implementation of the Colombia Final Accord, 27 November 2017).

UNDP has played a lead role in the planning, constituting, and operationalizing of the transitional justice architecture, *Sistema Integral de Verdad, Justicia, Reparación y No repetición* (SVJRNRR) or Comprehensive System of Truth, Justice, Reparation, and Non-Repetition, established by the Peace Accord. This is a significant achievement in the institutional architecture of Colombia. UNDP's timely and quality support was key to setting up of transitional justice institutions, making it possible to fulfil point 5 of the Peace Accord. Transitional justice processes have had important consequences for peace and stabilization as they initiate a due process of redressal, recognize the suffering of the victims and respect their self-esteem; take satisfactory measures in the case of a number of victims of armed conflict, and bring an almost impossible closure in the context of uncertainty surrounding the cases of missing persons.

The establishment of each of the transitional justice institutions after 52 years of armed conflict is itself a major achievement (see Box 2 for details). An immediate outcome of this is the key message being sent to the country that change is actually happening, an essential element in the transition to peace. This is even more significant after a long period of stagnation of peace processes and a broad scepticism around the success of the Peace Accord. In this regard, the transitional justice institutions have been the most visible face of the transition to peace in Colombia.

Within the transitional justice programme, UNDP further emphasized reparation to the victims giv-

en its fundamental importance for peace and stabilization and broader effect of achieving tangible results. These have already benefited over 15,000 persons, with measures such as 33 productive projects, 31 infrastructure projects, collective psychosocial measures to women victims of gender violence, communication measures as reparation, training on sexual and reproductive health to 13 victim groups, or sensitization processes on new masculinities to 15 youth clubs. UNDP also contributed to the social and political visibility of the issues of victims.

It is too early for the evaluation to make observations about the outcomes of transitional justice institutions, as many political and social factors are involved in the manifestation of the outcomes. For its part, UNDP enabled the accomplishment of a difficult phase, the establishment of the institutions themselves in a timely and effective manner, ensuring reputable and skilful leadership and teams. The processes followed to establish each of these institutions were closely scrutinized in the midst of ideological polarization around the peace and stabilization process. The transitional justice processes advanced without legal impediment, despite a few attempts at destabilization, which is in itself an indicator of transparency and the meticulous due process followed. This is important not only for the continuation of these institutions, that would otherwise be under attack, but to set an example in the institutional framework in Colombia. In Colombia and in other Latin American countries, this process of setting up of the transitional justice system has generated interest as a good practice model for other institutions and the administration.

BOX 2. Setting up Sistema Integral de Verdad, Justicia, Reparación y No repetición (SVJRNR)

Support to transitional justice architecture *Sistema Integral de Verdad, Justicia, Reparación y No repetición* (SVJRNR) included constituting the Selection Committee (CdE), the Special Jurisdiction for Peace (JEP), the Special Unit for the Search of Persons deemed as missing in the context of and due to the armed conflict (UBPD) and the Truth Commission (TC).

Contributions to each step of the establishment and functioning of the CdE was a critical step in the transitional justice architecture, from the rules and procedures jointly drafted with the magistrates to the intensive accompaniment in the selection process of the 82 senior positions to manage each of the SVJRNR institutions. UNDP ensured wide dissemination of the selection process notification, the outcome of which was reflected in the high volume of applications received (2,700 applications were received from all over the country for the 82 available positions).

Operational support was provided to JEP (*Jurisdicción Especial para la Paz*) to enable it to exercise special judicial functions.³⁴ Similarly, JEP operational processes were supported – from the design of the crimes mapping system and document management to the drafting of the rules of procedure for the institution. Enabling the presentation process – including 90 visits to prisons – of 6,412 submission acts, of which 3,467 by FARC members and 1,698 by Army members, a prerequisite for the effective jurisdiction of the JEP. Also critical was the support to transfer to judicial authorities of requests for benefits, enabling the granting of 147 indults, 598 amnesties and 1,267 probation releases for FARC members, and 698 probation releases to Army members. There were responses to 7,500 legal requests for information (petition rights, habeas corpus, etc) with the deployment of lawyers. Some of these numbers are significant for the peace process to stay on track.

Key to the transitional justice is an effective mechanism for the search of the persons deemed missing in the context of armed conflict; UNDP has supported the formulation of UBPD (*Unidad especial para la búsqueda de personas dadas por Desaparecidos en el contexto y en razón del conflicto armado*) with the responsibility of this task. UNDP has been instrumental in the start-up phase of the TC, contracting key functionaries of high repute (11 Commissioners and General Secretary) and made available temporary premises to allow the commencement of the work, a crucial contribution given the limited time-frame of the mandate of the TC.

Support to CSOs representing the victims of forced disappearance (of 2,731 persons who benefited, 67 percent were women, as most disappeared persons were men) was critical in identifying and documenting cases. The organizations supported by UNDP identified and documented 381 cases – including forced recruitment and missing combatants – and this process is now concluded. UNDP developed and demonstrated tools for identifying and documenting missing cases.

UNDP prioritized support to the victims of the Bojayá massacre during the whole process of exhumation, identification, dignified handover and inhumation of the victims of the massacre. Eighty-three cases of missing persons were documented; 350 victims benefited from truth socialization actions about their missing family members, 154 victims (85 women/69 men) received psychosocial accompaniment and 159 victims were trained in legal-medical aspects.

A gender-sensitive approach was adopted in the transitional justice initiatives. While there are areas requiring improvements, there were significant advancements to ensure gender parity at representative level in the transitional justice system. Fifty-four percent of the selected persons in the whole SVJRNR, 53 percent of the magistrates selected in the JEP, 45 percent (5 out of 11) commissioners in the TC, and 50 percent of the foreign experts selected were women. Also, the Director of the UBPD and three candidates submitted to the Public Prosecution Office for the director of the Unit for the Investigation and Dismantling of Criminal Organizations were women. In the area of collective reparations for victims, a gender approach was mainstreamed in the work with 27 organizations.

³⁴ This included: (1) provision of the physical space and equipment for the JEP executive secretariat (90 persons) with the contracting of the initial basic team (45 persons) including the Executive Secretary, (2) provision of all the organizational systems of the JEP, from the design of the crimes mapping system or document management, to the drafting of the rules of procedure for the institution, (3) accompaniment of the presentation process – including 90 visits to prisons – of 6,412 submission acts to the JEP, of which 3,467 by FARC members and 1,698 by Army members, a prerequisite for the effective jurisdiction of the JEP, (4) transfer to judicial authorities of requests for benefits, enabling the granting of 147 indults, 598 amnesties and 1,267 probation releases for FARC members, and 698 probation releases to Army members, and (5) response to 7,500 legal requests for information (petition rights, habeas corpus, etc.) with the deployment of 10 lawyers.

Finding 25. An important area of UNDP's role and contribution is in the provision of much-needed credibility and trust in different platforms of dialogue. More sustained support is needed for dialogue in areas affected by armed conflict.

The dialogue mechanisms promoted by UNDP have adopted multiple forms. There are highly ambitious strategic macro processes such as the *Diálogos útiles para la construcción de Paz* (Useful dialogues for peacebuilding), with large events, involving over 600 persons in each event, including members of the social movement, government authorities, academia, victims and key FARC delegates. These encounters are generally perceived by all actors as extremely useful for an inclusive construction of a new vision at the territory. Other mechanisms, such as *Red de sueños Catatumbo* used a complementary approach, giving more emphasis to technical workshops at the community level on peacebuilding. This included providing a well-developed peacebuilding toolbox, pedagogical tools and specific facilitation techniques to increase awareness, positive orientation and specific paths for the construction of territorial peace. Lessons were drawn from peace processes in other countries, for example, El Salvador, Nicaragua, and Guatemala. In Meta and other territories, UNDP made possible frequent interaction between actors who would not meet if not for the presence and facilitation of the organization. Given the scale of mistrust, more sustained dialogue efforts are needed to strengthen social cohesion for peace.

Promoting dialogue as an effective tool for empowering citizens and transforming conflicts peacefully in the extractive industries sector has been one of the areas of UNDP support. More specifically, there was an emphasis on promoting conflict resolution approaches drawing on the organization's corporate tools and regional experience in the area. UNDP provided to ANH frameworks methodologies and protocols for the prevention, solution, and transformation of the conflict associated with the hydrocarbon sector, closing social gaps in the territory, the management of structural causes of conflict, as well as the construction of multi-actor spaces for democratic dialogue. Capacity-building initiatives con-

tributed to the systematization of inter-institutional coordination for the management of social conflict and strengthening capacities for the promotion of dialogue and attention to de facto situations.

Finding 26. Contributions to the peace education and communication strategy of the Office of the High Commissioner for Peace had mixed outcomes considering that the communication process was initiated late.

The first phase of the communication strategy focused on making accessible the official content of the Peace Accord among the population and on counteracting existing distorted information and scepticism. The second phase focused on the understanding of the implementation path of the Peace Accord and the ensuing institutional architecture. The communication strategy enabled reaching 912,461 citizens, either directly (on site face-to-face) or indirectly (through media or digital channels), specifically targeting 119,000 vulnerable citizens groups (youth, entrepreneurs, public officials, religious leaders, persons with disabilities, women, victims, indigenous groups, Afro-Colombians and Colombians abroad). The outcome of these efforts was not as expected. A global assessment shows that the campaigns did not obtain the desired results due to a number of factors, most important being the late initiation of the campaigns, barely one month before the referendum, and the lack of a more comprehensive effort on the part of the Government. There was an underestimation of the effort needed by the Government, including the engagement of the international agencies, which was done only at the last moment. The communication efforts of the Government, civil society, and international agencies tried to address these gaps but proved insufficient as results of the plebiscite showed, with an unexpected majority voting against the Peace Accord.

Finding 27. UNDP's support to the implementation of the UN MPTF enabled speedy implementation of peace initiatives. There are positive lessons from Colombia's example for MPTF management in other countries.

In addition to the Implementation Framework Plan of the Final Accord, the Colombian Government has also established a framework for the coordination of the post-accord financing called 'Colombia in Peace' which aims to facilitate the articulation and institutional coordination on the peace-and-stabilization-related investments and initiatives in the country, both national and international. The four multi-donor trust funds administered by different international organizations with different thematic focus and time-frames are aligned with this fund. One of the four is the UN MPTF, which has channelled a significant proportion of the total United Nations contribution in the country since February 2016.

The UN MPTF provided joint and effective support to the implementation of the Peace Accord. Jointly managed by the Government, international donors and the United Nations, the programmes reached out to over 1.3 million people in 345 municipalities of Colombia. UNDP has been a key agency in the operationalization of the UN MPTF. Apart from the contribution to the reincorporation process, UNDP facilitated implementation of the UN MPTF, for example, transitional justice, providing technical assistance for the creation and strengthening of local justice systems in 13 prioritized municipalities, implementation of the Rapid Response Strategy at the territorial level, and prevention of sexual violence. Women's organizations and Ombudsman were strengthened to address gender-based violence and further peace education.

The UN MPTF is considered by different stakeholders as a success in meeting the objective of accelerating the implementation of peace and stabilization activities; and much ahead of the other two Trust Funds operating in the country (EU Trust Fund and World Bank Trust Fund). The UN MPTF is also good practice in terms of governance and delivery of the fund and ensuring the buy-in of the Government.³⁵ There was scope for greater collaboration among United Nations agencies in the accessing of the funds and participation of civil society organizations in the UN MPTF implementa-

tion. Nevertheless, the lessons from Colombia's experience will be useful for MPTF implementation in other countries as well as for other trust funds in Colombia.

Finding 28. There are areas where ad hoc responses were insufficient to address large-scale challenges.

Peace initiatives is an area where UNDP received funding almost equally from international donors and the Government, giving the flexibility to develop a structured approach. However, the peace-related areas UNDP engaged are complex and need long-term support. For example, support to reduce internally displaced people in rural areas seeking reparation and new opportunities in urban areas required comprehensive strategies ensuring the engagement of the Government, and systematically strengthening local government capacities to implement existing and new victim reparation schemes. This issue is yet to be sufficiently addressed by the Government as well as international cooperation. While UNDP was successful in enabling the voice of the victims and affected communities in the preparations for the Peace Accord, there is still a need for advocacy mechanisms to improve victims' rights. There is scope for a more coordinated UN response at the community level, although this has begun in some places. While UNDP projects ensured women's participation, the larger need for gender-related analysis to inform peace and stabilization programmes and strategies remain unmet.

Although not a main focus of inclusive peace programmes, UNDP support included efforts to reduce territorial gaps and inequalities, increase citizens' participation and voice and enhance territorial capacities for stabilization. Each of these areas, however, needs a comprehensive policy response. UNDP programmes were not in a position to address core issues related to territorial capacities or formal systems for citizens' participation. Formal mechanisms to promote citizens' voice and participation in the stabilization process were not sufficient given the reconciliation needs

³⁵ See also the IEO's Multi-Partner Trust Fund evaluation.

in Colombia. More sustained institutional design for stabilization and peace and community-based conflict resolution mechanisms is critical for this, in addition to dedicated efforts to strengthen territorial capacities. While there are ongoing efforts, they are slow or too small for accelerating peace. Strengthening citizens' participation processes and capacities of local institutions is critical for stabilization and development.

While UNDP's support to human rights defenders and victims is considered important, the scale is too small given the magnitude of victims requiring support in the transition to peace.³⁶ One out of three human rights defenders assassinated globally is in Colombia³⁷, an indication of the gravity of the situation. The situation of human rights defenders has been deteriorating since the Final Agreement for the Termination of the Conflict. Since December 2016, over 290 human rights defenders have been killed in Colombia, and there has been a 32 percent increase from 2016 to 2017 with 106 defenders assassinated in 2017.³⁸

This tendency further worsened in 2018 with 123 social leaders violently killed in the first half of the year³⁹, showing an exponential increase since the Peace Accord. These human rights defenders are local persons who defend legal economic activities unrelated to drugs, land rights or natural resources in contexts of strong economic interests related to mining, other natural resources, drug trafficking or cocoa plantations. Many of them are small farmers in poor economic conditions, often Afro-Colombians or indigenous group leaders, with little visibility in the mainstream media.⁴⁰ The fact that these human rights defenders are active defenders of the Peace Accord puts them under considerable risk requiring special protection not just in their own individual right, but also as defenders of the collective well-being.

³⁶ Over seven million victims between 1985 and 2014, 80 percent of whom were internally displaced persons and with high risks of re-victimization. See, National Centre for Historic Memory, 2014, available at: <www.centrodememoriahistorica.gov.co>.

³⁷ Annual report on human rights defenders at risk in 2017, Front Line Defenders.

³⁸ Annual report 2017, 'Stone in the Shoe', Information system on aggressions to human rights defenders in Colombia, Somos Defensores organization.

³⁹ Indepaz monitoring data until 5 July 2018, available at: <<http://www.indepaz.org.co>> (accessed 8 July 2018).

⁴⁰ Annual report 2017 'Stone in the Shoe', Information system on aggressions to human rights defenders in Colombia, Somos Defensores organization.



CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE

DEVELOPMENT effectiveness COORDINATION efficiency PARTNERSHIP sustainability NATIONAL OWNERSHIP
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This evaluation assessed UNDP's contribution in the four programme areas for the period 2015 to mid-2018. Building on the key findings set out in the previous chapter, the conclusions presented here focus on strategic issues and broader programme-level contributions pertaining to inclusive growth, productive capacities, and employment; sustainable environment; inclusive governance; and inclusive and sustainable peace.

This evaluation was conducted at a time when Colombia formally joined the OECD and implementation of the Peace Accord was underway. Also, at the corporate level, UNDP is devising measures and programme and management change processes in the implementation of the Strategic Plan 2018-2021. The recommendations take into consideration the country context and the organizational change processes.

3.1 Conclusions

- **Conclusion 1. UNDP was successful in providing more balanced support to stabilization and development priorities in the country, both areas central to development outcomes in Colombia. UNDP was successful in enabling a vital platform at the community level for the engagement of various development actors, which included government as well as international agencies.**

UNDP contribution has been important in addressing key national development and peace priorities in Colombia. UNDP has shown natural partnership with its programming and operations capacities and territorial presence, complementing government initiatives as well as international efforts. Supporting government programmes at the national and local level, and the ability to work with national institutions as well as the community put UNDP at an advantageous position. As one of the key development agencies in Colombia, both in terms of the range of initiatives and territorial reach, UNDP's role is perceived positively in the programme areas it has prioritized. UNDP's territorial presence was an important enabler in its support for stabilization and development.

During the course of the country programme, UNDP consolidated the organizational structure and operations of the country programme. The country office strategy assures that the strategic programme support is complemented by strong operational services to government and UN agencies and the UN Political Mission.

The government cost-sharing of UNDP's programmes is high in Colombia, a trend common in UNDP support in the Latin America region. While UNDP responded to government requests, the programme implementation services in some instances were at the cost of more substantive programming. While operational services are not a major component of UNDP's engagement, such a perception of UNDP's role can unduly impact its contribution.

Collaborations among UN agencies are stronger at the territorial level than at the national level. There is considerable scope for strengthening partnerships with other UN agencies at the national level, beyond funding compulsions, particularly in support of inclusive growth and productive capacities, and the environment. The full potential of joint programmes of the UN system has not been fully explored.

- **Conclusion 2. UNDP has contributed to key priorities of the transition to peace and stabilization as defined by the Peace Accord. A notable contribution of UNDP is the implementation of programmes for the Government and the international community in areas with FARC presence. The bridging role UNDP played between the Government and affected communities contributed to reincorporation and community dialogue processes critical for peace in Colombia. UNDP has carved out a niche for itself in the process leading to the Peace Accord and in its implementation.**

UNDP's stabilization-related support in Colombia was well thought out and evolved over a decade of work at the territorial level. UNDP was tenacious in its support even at a time (until five years back) when there was limited space for international

agencies to engage in peace-related work, in the midst of an officially unacknowledged conflict when many other agencies were reluctant to engage. This sustained focus enabled UNDP to provide support to the implementation of the Peace Accord.

UNDP facilitated state presence in most severely affected areas where communities needed a gradual transition to mainstream development. The interface role UNDP played for the Government, in the implementation of the recovery programmes and facilitating reincorporation and dialogue processes has provided a much-needed demonstration of the Peace Accord implementation on the ground. International donors supporting peace processes and recovery found UNDP's implementation modality more suitable to reach displaced communities affected by armed conflict. Securing the trust of the communities in conflict-affected areas was significant because of the trust deficit of the communities in formal institutional processes. The territorial presence of UNDP enabled in many ways state presence in spaces still transitioning from armed conflict, and where other actors are more reluctant to engage. Reaching out to marginal sections in affected areas for recuperation and economic revitalization was important.⁴¹

Notable is the contribution of UNDP in setting up the transitional justice system in a speedy and efficient manner. A well-functioning transitional justice system, with proper judicial capacities, is fundamental to the peace process. In many ways, the very setting up of the transitional justice architecture has been a symbol of tangible policy change towards peace.⁴²

Funding from multiple sources, the Government and the international community, gave UNDP flexibility to address different areas of peace. However, support to complex peace issues cannot be envisaged as an isolated ad hoc effort but should be long-term development support that includes different stages of the stabilization process. Stabilization and long-term peace in Colombia require

effective implementation of the Peace Accord and a reduction of inequalities and exclusions in conflict-affected areas. Internally displaced people in rural areas seeking reparation and new opportunities require comprehensive income-generation strategies. Ensuring the engagement of the Government and systematically strengthening local government capacities to implement existing and new victim reparation schemes are critical in transitioning to peace. While UNDP made contributions in the areas it supported, there was greater scope in bringing a development focus to stabilization-related initiatives to accelerate stabilization and growth in conflict-affected regions.

- **Conclusion 3. Income-generation and livelihoods activities had outcomes at the community level. Although UNDP demonstrated expertise and competence, the scalability of community income-generation initiatives remains an issue. UNDP is yet to demonstrate comprehensive programme options for reducing rural poverty. The small scale and scope of the interventions in the absence of institutionalization of the initiatives undermined more holistic responses.**

UNDP support to income and employment generation and stabilization of livelihoods included a range of initiatives that opened opportunities for poor households to engage in productive activities. There were improvements in income in some cases, but the scale and duration of support were not sufficient to create a sustainable change in community livelihoods and productive capacities. The sustainability of the outcomes of programmes depends largely on the uptake by the Government to address structural challenges, and this is critical both in conflict-affected as well as other poorer areas. In the case of conflict-affected areas, linkages of the economic revitalization efforts to long-term employment and livelihood remain weak. Improving the value of agro-products in the case of small farm holders lacking technical and financial capacity takes time and needs enabling systems. Also, strengthening productive

⁴¹ See Findings 23 to 29

⁴² See Finding 25

capacities requires addressing different dimensions of the value chain from production to marketing, which could not be fulfilled by UNDP on its own. Although there was a strong partnership with the Government and UNDP projects were anchored in concerned ministries and national institutions, there remain challenges in addressing different areas of the value chain essential for sustainable income generation.⁴³

- **Conclusion 4. Environmental conservation and protection is a key area of the national development plan and a priority and strategic area of international negotiation and engagement. UNDP support has been pertinent to Colombia's environmental priorities and sustainable development agenda, contributing to improving capacities at the territorial levels.**

UNDP contributed to promoting biodiversity, reducing land degradation, and strengthening climate change adaptation at the community level. With an overall biodiversity strategy in place, UNDP initiatives were context-specific and used local knowledge in conservation, entwining it with productive capacities strengthening. UNDP supported mitigation instruments complement government efforts to reduce the carbon footprint.⁴⁴

An overarching environment strategy that would enable a coherent approach to its support and partnerships would have enhanced UNDP's contribution. Strategic engagement of UNDP in the extractive industries sector, from both environment and peace dimensions, is evolving. Strong programmatic partnerships, which were lacking, would have further enhanced UNDP's contribution in the area of sustainable environment.

- **Conclusion 5. UNDP's support to addressing governance issues is broad. While there were successes in the area of promoting citizens' voice and participation in areas with armed conflict, a**

strategic framework to guide core governance support essential for accelerating peace and development was lacking.

UNDP contribution to citizens' participation mechanisms and voice in areas affected by armed conflict has enhanced community-level integration processes. Efforts to engage the communities in territorial planning efforts, strengthening engagement between the communities and local authorities are significant, contributing to improvements in trust in the formal governance processes.⁴⁵

UNDP largely engaged in low-hanging governance activities.⁴⁶ While governance is a complex area for international support in Colombia, UNDP is yet to define core governance areas where there will be a long-term engagement.

- **Conclusion 6. An integrated approach to sustainable development is evolving. The nexus approach initiated by UNDP is yet to gather momentum.**

UNDP initiatives in the area of inclusive growth and peace incorporated environmental issues enhancing the contribution to a sustainable environment. There were, however, limited synergies between different programme portfolios for promoting sustainable environment tools at the outcome level. The multifocal approach used in the inclusive growth, employment and improving productive capacities projects did not translate into comprehensive programming models that are tested and can inform rural income-generation strategies. Integrated approaches, while evident in individual projects related to income generation and sustainable livelihoods and incorporating biodiversity, were absent at the thematic or outcome level. Efforts are currently underway by UNDP to establish systems and develop a nexus approach to strengthen synergies between complementary programmes. Such efforts need to harness UNDP's programme processes going beyond project silos.⁴⁷

⁴³ See Findings 6 to 12

⁴⁴ See Findings 13 to 17

⁴⁵ See Findings 18 to 22

⁴⁶ See Finding 22

⁴⁷ See Findings 1, 13, 18 and 22

- **Conclusion 7.** In addition to specific initiatives, women’s empowerment and participation were addressed across different projects. UNDP has shown commitment to strengthen gender equality and empowerment of women in programme strategies and planning.

UNDP took specific measures to mainstream gender equality and women’s empowerment in its programme support with resource investments to enable this. Programmes included women as beneficiaries across initiatives and gender equality approaches and planning were pursued. Consistent efforts are needed to translate the approaches into practice both in peacebuilding and development support.

- **Conclusion 8.** Given the opportunities Colombia presents, UNDP is yet to support private sector development.

A strategic approach to private sector development was lacking given UNDP’s support to productive capacities, enterprise development, sustainable livelihoods, and employment. There were also limited efforts to harness private sector support for stabilization initiatives. Colombia, with mature markets, provides extensive opportunities for mobilizing private sector actors and conglomerates and impact finance providers. With a territorial and national presence, UNDP has the potential to bring to private sector partnerships its comparative advantage in policy development, programme implementation and on-ground convening power to complement private sector strengths. This potential was not capitalized.⁴⁸

- **Conclusion 9.** Weak knowledge management has led to the poor consolidation of programming lessons, reducing the possibility of policy-focused reflections. Consolidation of lessons from the tools used at the community levels and policy research did not receive adequate attention, reducing the possibility of informing

larger national programme processes and evidence-based policy advocacy.

Knowledge management was essential to enable institutionalization, highlight development and peace issues and gaps, and share practices and programme models that have the potential for replication. UNDP did not have a robust knowledge system for transferring programme practices that worked. Although UNDP support had wider salience and could inform government programmes, it failed to do so partly due to a lack of a system that captures lessons. This limitation was more apparent in the peace area where UNDP lessons can be of importance for the Government and other actors.⁴⁹

- **Conclusion 10.** The territorial presence of UNDP was a key factor in the organization’s contribution to development and the peace process in Colombia. There is scope for better utilization of this comparative advantage than merely as project implementation units.

A critical factor in the galvanizing role of UNDP and support to strategic peace needs in a very dynamic peace context was UNDP’s presence at the territorial level. Local offices increased UNDP’s response to development and peace efforts; UNDP should be credited for this deliberate strategy. Local presence, the organization’s convening role, and strategic partnerships at the central level enabled trust at the community level.⁵⁰

Despite the strategic advantages, UNDP is yet to develop a comprehensive territorial programme that engages other actors as well in providing a coherent response to peace and development needs. There is a mismatch between the potential of the territorial offices and the programme strategy (including resources). Inadequate sharing of lessons among different territorial offices contributed to reducing the transfer of knowledge.⁵¹

⁴⁸ See Findings 8 and 9

⁴⁹ See Findings 4, 5 and 7

⁵⁰ See Findings 3, 18 and 20

⁵¹ See Findings 4, 5 and 22

3.2 Recommendations and Management Response

During the current programme, UNDP has consolidated its position as a key agency in Colombia supporting stabilization and development efforts in the country. Given the strong partnerships with the Government as well as donors and its territorial

presence, UNDP is well positioned to play a more comprehensive role in supporting the Government in accelerating conditions for stabilization and development at the territorial level. The following key recommendations emphasize such a role.

Recommendation 1.



UNDP is well positioned to promote a development-centred sustainable stabilization approach. As Colombia is moving forward with the Peace Accord implementation, UNDP needs to be more proactive in identifying key areas for its engagement. UNDP's ability to inform national policies and link community-level initiatives with national programmes lies in demonstrating well-tested programme models.

Peace dividends are closely tied to addressing poverty and development gaps. High levels of rural poverty and inequality and rural-urban disparities need a more strategic approach to engage the central Government to address the structural accelerators of stabilization and development at the territorial level. UNDP should promote solutions that would enable a development approach to peace.

UNDP's support to recuperation and economic revitalization was implemented under the framework of Plan Marco de Implementacion, the national longterm peace accord implementation plan. Most initiatives were, however, appropriate in the context of early stages of implementation of the Peace Accord. UNDP should move to programmes with a longer term focus aimed at bridging the central and territorial development planning, an urgent issue for Colombia. This would require stronger linkages with government programmes at the centre and programmatic engagement with other actors.

In specific stabilization-related support, UNDP should consider engaging in strengthening transitional justice mechanisms, local-level dialogue processes, and advocacy on issues such as the safety of human rights defenders.

Management Response:



UNDP has been able to support the new Government in some of its main priorities (e.g. Creative Economy Initiatives – Economía Naranja, Presidential Delivery Unit, Development Programmes with Territorial Focus/PDETs etc.), because of its well-perceived positioning and the proactive actions taken.

The change in priorities i) of the new Government – that will be stated in its new National Development Plan (under discussion in the Congress), ii) the UNS (through the new UNDAF) and iii) UNDP (new CPD), effectively open the gate to identify new areas of work, based on UNDP's lessons learned and comparative advantages.

Recommendation 1. (cont'd)

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking*	
			Comments	Status
<p>Analysis of UNDP's evaluative evidence to identify lessons learned, comparative advantages and thematic opportunities.</p> <p>Analysis of the new National Development Plan with reference to its alignment to the UNDP Strategic Plan.</p> <p>Leadership role in the UNDAF process formulation to identify potential areas of engagement within the UNS in Colombia.</p> <p>Development of a Partnerships/Resource Mobilization and Communications Strategy, as part of the new CPD.</p>	<p>October 2018-January 2020 (depending on CPD approval)</p>	<p>RR/DRR, Strategic Management Support Unit, Communications Unit</p>		<p>In progress</p>

Recommendation 2.



UNDP should consider facilitating a comprehensive contextualized territorial development signature solution that can engage various actors towards a common agreed plan. In line with national development strategies, the solution should aim to accelerate employment and livelihoods, promote a sustainable environment, and strengthen inclusive governance. Territorial integrator platforms should be used to promote such a signature solution. Support to strengthening capacities of the territorial institutions should be pursued in a coherent way.



Recommendation 2.



To further galvanize its territorial presence, UNDP should consider adapting programming models used by the organization in other countries, such as integrated local development, that was successful in facilitating a multifocal approach to local development. UNDP should enable contextualized territorial integrator platforms that can engage key actors including the Government and the private sector in providing more holistic development responses. A well-deliberated approach to strengthening the governance capacities of territorial institutions should be prioritized, which is critical for stabilization and sustained peace as well as development.

A sizable component of UNDP's support entails different types of development services to the Government. Concerted efforts are needed to use development services to the Government as entry points for a more substantive programmatic engagement.

Management Response:



As stated by the CPD evaluation, national counterparts and different allies have highly valued UNDP's territorial presence.

In line with national, territorial (new local authorities in 2020) and organizational priorities, the country office will revamp its territorial presence strategy (including its programmatic, financial and operational scope).

In doing so, it will identify the best models/mechanism(s) (e.g. a signature solution, country support platform, etc.) to promote and implement UNDP's initiatives at territorial level in a coherent way, with the final aim of strengthening capacities of local institutions. One example that is being worked on in this regard is related to UNDP's contribution to the Development Programmes with Territorial Focus (PDETs).

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking*	
			Comments	Status
<p>Develop a new Country Office Territorial Strategy directed to foster UNDP's positioning, improve results and strengthen local institutions.</p> <p>Develop a strategy to support the Government's implementation of the Development Programmes with Territorial Focus (PDETs)</p>	May-December 2019	RR/DRR, Territorial Coordinator, Programme/Operational Areas, Strategic Management Support Unit		Not initiated

Recommendation 3.



UNDP should strategize support to private-sector development and impact investment in Colombia.

The enabling market environment in Colombia should be used to harness private sector and impact investment. UNDP should use its territorial presence to facilitate private sector partnerships in stabilization and development efforts. UNDP should further its initiatives to harness private sector support for stabilization initiatives. UNDP should explore a mix of tools, both financial and non-financial, to engage the private sector. More flexible tools that are fit for purpose and can maximize the impacts of partnership at the territorial level should be developed. Instead of leaving it open-ended, UNDP should be more targeted in private sector development support, focusing on specific gaps in inclusive growth and employment at the territorial level.

UNDP should partner with financial intermediaries (for example, banks, pension funds) that are expanding their businesses in areas of UNDP support. UNDP should strategize to use its United Nations integrator role at the country level to facilitate impact investment.

Management Response:



Despite different difficulties faced when engaging with the private sector, the country office has been very active in promoting its involvement in many of its key initiatives (e.g. Gender Equality Seal, employment and livelihoods, SDGs).

Nowadays, the relevance of this sector for providing knowledge, innovative approaches and funds to development initiatives, the provision by the organization of new tools (included in the new PPM) and schemes (blended finances etc.) create an enabling environment to identify new private sector allies and the best way to approach/engage them to UNDP's efforts to contribute to national priorities.

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking*	
			Comments	Status
<p>Development of a Partnerships/Resource Mobilization and Communications Strategy, as part of the new CPD, placing emphasis on understanding and identify innovative ways when approaching private sector actors.</p> <p>As a result of the above Strategy, inclusion of a chapter for approaching and fostering engagement with the private sector.</p>	<p>May 2019 -January 2020</p>	<p>RR/DRR, Programme/ Operational Areas, Strategic Management Support Unit, Communications Unit</p>		<p>Not initiated</p>

Recommendation 4.



Programme synergies and mutual reinforcement need to be pursued for enhancing development outcomes. UNDP should have a deliberate approach to overcome programme silos within/between sustainable development programme areas.

UNDP's sustainable and inclusive development programme area, which brings together different elements of employment, environment and livelihoods, is a well thought through strategy. It needs to be fully translated into practice. The multifocal approach used across UNDP's portfolio at the project level should be applied at the outcome level. The integrated programming approach or the nexus approach UNDP has initiated should use practical tools to identify and build on areas of synergies among different programme themes.

Management Response:



Although different key projects have been designed and implemented under collaboration of more than one area (i.e. UNDP Support to Peace Accords implementation such as in the Reintegration of FARC's ex-Combatants, support to Medellín's Public Enterprises/EPM development investments in its areas of influence, Development Programmes with Territorial Focus/PDETs etc.) further efforts need to be done on this regard taking advantage of the new tools provided by the PPM (e.g. Support Platforms, Portfolio of Projects) and the formulation of the new strategic framework for the organization in Colombia (UNDAF/CPD).

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking*	
			Comments	Status
<p>Design the next CPD under a UNDP perspective based on an integral approach to development challenges (that should be reflected in its theory of change) avoiding sectoral or areas approaches.</p> <p>PPM Action Plan, already formulated for the office, enhanced for fostering collaboration between programme areas at the time of designing and implementing key initiatives.</p> <p>Put in place measures that give incentives to approach collectively sustainable development challenges and value its advance on PMDs.</p>	May-December 2019	RR/DRR, Programme/ Operational Areas, Strategic Management Support Unit		Not initiated

Recommendation 5.



UNDP should take measures to strengthen and formalize programmatic partnerships with the United Nations agencies as well as other international agencies.

Support to productive capacities and value-chain initiatives need strong programmatic partnerships to enable a full range of responses. There is scope for strengthening programmatic partnerships with United Nations agencies in areas such as value chain support and the environment. Unless all areas of the value chain (production to marketing) are covered, the outcomes for sustainable income generation and livelihoods will be limited. Similarly, the sustainable environment area should strengthen partnerships for better outcomes, both within and outside the United Nations team. Specific steps should be taken to formalize partnerships with a clear purpose and targets with agencies that substantively and practically enhance UNDP's development contribution. Partnerships are also critical for supporting robust integrator country platforms.

Management Response:



Effectively, there is an opportunity to explore and strength partnerships with the UNS in Colombia – specially through Joint Programmes, in line with the integrator role that is expected for UNDP and the coordinator one for RCO – as part of the delinking process, and the development of the new strategic framework (UNDAF/CPD). However, it is important to note that UNDP has had during current CPD collaborations with different UN agencies under the framework of its projects, Joint Programmes, the MPTF and with other international organizations (such as IADB, NIMD etc.). For 2018 UNDP led 6 UNDAF indicators out of 17 and 11 of its projects had interagency actions (out of 77 projects).

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking*	
			Comments	Status
<p>Leadership role in the UNDAF process formulation to identify potential areas of engagement within the UNS.</p> <p>Development of a Partnerships/ Resource Mobilization and Communications Strategy, as part of the new CPD, which is in line with the UNDAF, including actions to approach and formalize partnerships with UN agencies and other international organizations.</p>	November 2018 -January 2020	Strategic Management Support Unit, Communications Unit		Not initiated

Recommendation 6.



UNDP should consider specific measures to strengthen knowledge management to inform policy processes. In the context of Colombia, where a substantive role in some development areas cannot always be assumed, knowledge products become critical policy tools.

To both promote lessons from its community-level interventions as well as advocate for SDG programming principles, UNDP should put in place a knowledge management system, with adequate investment to produce timely policy briefs. UNDP should support periodically National Human Development Reports as a policy and knowledge tool on key topics of stabilization and development.

Management Response:



Although fostering knowledge management efforts have been devised since the last country office strengthening process (2015), an integral strategy has not been agreed and therefore implemented. However, the country office has produced different knowledge products because of the success of several key initiatives (e.g. 'Saber Hacer Colombia' with APC, Suppliers Development Programme, Territorial Peace Management Model in Valle del Cauca). The organizational context, which is prioritizing innovative approaches and supporting new initiatives such as the Acceleration Labs and a new generation of HDRs, opens the opportunity to strengthen the country office's capacities and position it on knowledge management issues to have a substantive role on priority development areas with key allies.

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking*	
			Comments	Status
Strengthening knowledge management capacities in key areas through the implementation of the Acceleration Lab and the development of a new HDR. Development and implementation of an integral Country Office Knowledge Management Strategy.	October 2018 - December 2020	RR/DRR, Programme Areas, Strategic Management Support Unit		In progress

Recommendation 7.



To avoid reputational risk, conscious efforts are needed to clarify UNDP's development and fiduciary service provider role. Managing perceptions and promoting UNDP as a development agency are critical for the organization's future contribution in Colombia.

UNDP should position itself in a way that it can adequately balance providing development services as well as engage on more substantive issues. Balancing a bigger portfolio with substantive programming support is critical and efforts should be made towards achieving this. For more efficient management, the country office has taken measures to separate its fiduciary support services from programming support. Similar efforts are needed to categorize other services UNDP provides, to ensure sufficient attention is paid to more transformative programmatic initiatives. UNDP should consider being more selective about the services it provides.

Management Response:



The current PPM (through for example the Memorandum for the Provision of Services) assumes that the added value of the organization, relies also in its operational capacity and efficiency at the time of provide services to key issues and allies (e.g. in Colombia, supporting the i) Integral System of Truth, Justice, Reparation, and Non-Repetition, ii) UN Political Mission set up, iii) MPTF Civil Society Window).

Although they could give the perception that UNDP has only played a fiduciary role, in the end they have contributed enormously to development goals. This does not exclude that there is the opportunity to improve in identifying and explaining the connection that exists between the provision of operational services and reaching development goals. During the last years big projects perceived as fiduciary ones (e.g. Royalties and Peace Fund), have diminished their weight in relation with the total delivery from around less than 50 percent to 30 percent in 2018. Because of organizational and country priorities changes, the Royalties project is in the process of being closed, and the Peace Fund has substantially decreased its budget.

Key Action(s)	Time-frame	Responsible Unit(s)	Tracking*	
			Comments	Status
During design and PAC process approval, projects with high levels of operational activities must identify and propose communication actions for explaining their contribution to development results within the CPD framework.	January-December 2019	RR/DRR, Programme/Operational Areas, Strategic Management Support Unit		In progress

* The implementation status is tracked in the UNDP Evaluation Resource Centre

Annexes



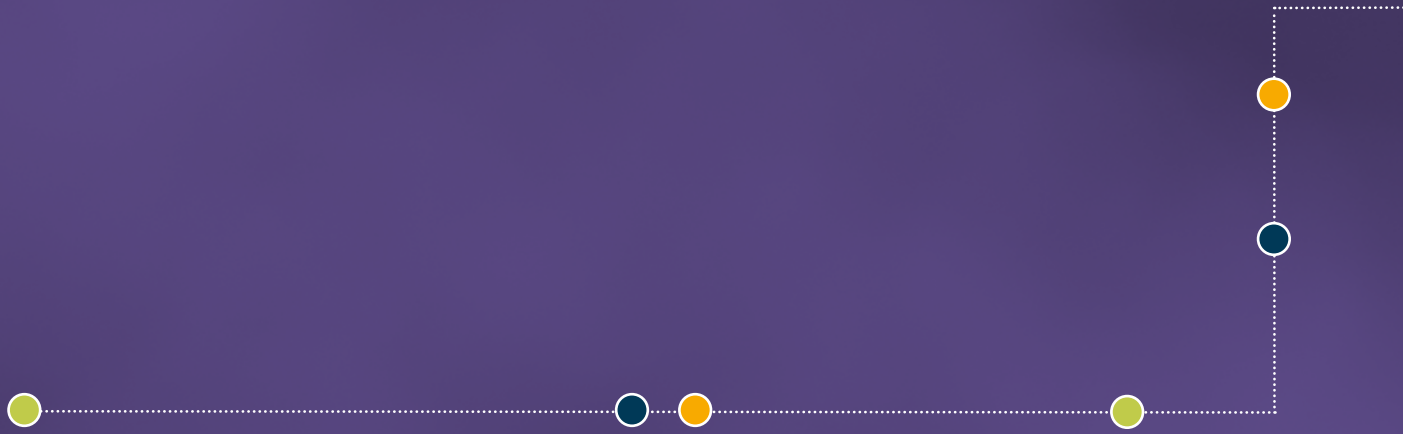
Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: <https://erc.undp.org/evaluation/evaluations/detail/9396>

Annex 1. Terms of Reference

Annex 2. UNDP's Financial Portfolio

Annex 3. Persons Consulted

Annex 4. Documents Consulted



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