

Executive summary of the evaluation

Strengthening of local capacities for the implementation of the Development Program with Territorial Approach - PDET, arises in the framework of the implementation of the Final Agreement for the Resolution of the Conflict and the Construction of a Stable and Lasting Peace, intending to support the process of implementation of the Development Program with Territorial Approach - PDET, specifically in the component of capacity building. Its main objective is the improvement and generation of management and implementation capabilities not only of the administrations of the municipalities prioritized by the project but also of the networks of local actors in these municipalities. The United Nations Development Program - UNDP, as implementing partner, allied with the Territorial Renewal Agency - ART, which had already been working on the implementation process, generating an articulation of actors and interests that resulted in the design and subsequent execution of this project.

The Centro Nacional de Consultoría conducted a final evaluation of the products and results of the project considering specific criteria of relevance, efficiency, effectiveness, and sustainability. This was based on secondary and primary information collected in interviews with the main actors who have been part of the project in its different stages, as well as the final beneficiaries of the activities that were supported in the framework of its implementation.

Capacity Building PDET, during its implementation, was a platform for alliances, advice, and support for both types of actors in the PDET municipalities: both municipal administrations and networks of local actors. In general, the actors involved in its design and implementation highlight it as a platform for interaction and collaboration of institutional, community, and organizational actors, in search of improving conditions and facilitating the implementation of the Development Plans with a Territorial Approach.

The evaluation

The evaluation was based on the criteria of relevance, efficiency, effectiveness, and sustainability of the project's products and results. For this, a qualitative assessment was made of the contributions made by the different actors involved in its formulation, implementation and, based on its outcome framework, it was identified whether it met the desired objectives and whether it is valued by the actors involved.

To assess the expected outputs, the evaluation considered both the two project components and the guiding questions defined for the criteria of relevance, efficiency, effectiveness, and sustainability.

The methodology was based on the project's value chain, that is, how the different inputs and processes developed have achieved the expected results. A mixed-methods approach

was used to carry out the contribution analysis, from which a review of two types of information was carried out:

- Secondary information: technical documents of the project, quarterly reports, annual reports, strengthening plans, ICO's of the organizations.
- Primary information: Collected through semi-structured remote interviews, applied individually or in groups, as appropriate, to the different actors who participated in the formulation and implementation of the project, both actively (as formulators, partners, or executors) and passively (beneficiaries or recipients of the services offered).

A total of 86 interviews were conducted based on four (4) segments, organized based on the map of actors built by the consultancy, as follows: (i) project formulators; (ii) allies; (iii) local executors; and (iv) beneficiaries.

Strengthening of local capacities for the implementation of the Territorially Focused Development Program - PDET.

This project has its roots in the creation of the Development Programs with a Territorial Approach (PDET), which emerged in the framework of the Final Agreement for the Termination of the Conflict and the Construction of a Stable and Lasting Peace, signed between the National Government and the FARC-EP, as one of the fundamental pillars to materialize the Integral Rural Reform.

Since its design, the project was based on two components of action that would lead to the achievement of the results: On the one hand, direction and implementation capabilities of the local public administrations of the PDET territories, and on the other hand, direction and implementation capabilities of the local public administrations of the PDET territories. Each of these components had specific outputs that configured its outcome framework, and from which the scope of the project's achievement is assessed.

Regarding the management and execution capacities of local public administrations, the following products are available:

1. Complement the diagnosis of the functional, structural, and public management processes of territorial entities.
2. Review and diagnose the current state of the Territorial Planning Instruments, and the inputs for land use and property management.
3. Support and provide recommendations for institutional adjustment to contribute to PDET implementation (Support the setup of PDET Offices).

4. Accompany the development of the management and accountability report, as well as the process of the transition of the outgoing territorial authorities to the incoming ones, in the framework of the implementation of the PDETs.
5. Advise and accompany the process of formulation of the Territorial Development Plans: manage the inclusion of the programs and investment priorities of the PDET in the Municipal and Departmental Development Plans.
6. Manage investment projects to implement PDET initiatives.

With relation to the direction and implementation capabilities of the local public administrations of the PDET territories, the following products were established:

1. Promote productive enterprises of women's organizations in the Montes de María sub-region.
2. Design and implement a strategy to strengthen the capacities of social and community actors through the management and implementation of PDET initiatives with an ethnic, youth, and rural women's approach.
3. Inform and strengthen the delegates of the driving groups that represented their communities in the sub-regional phase of the construction of the PDET.

The following is a summary of the results of the evaluation based on the four criteria.

Relevance analysis

To assess the relevance of the project, this evaluation assessed the project design and its consistency with the planning rules and instruments, objectives, and resources that govern it or guide it.

Regarding the project's design, it was found that it was influenced by UNDP's and ART's previous experience in other related projects. Overall, how the theory of change and the organization of inputs, processes, and products were structured from the design of the component to contribute to the strengthening of local capacities in the implementation of the PDETs is considered adequate. At the same time, the implementation process allowed for changes in the project design that was consistent with the dynamics of the current situation, such as the Covid19 pandemic or the National Strike.

Another element of the relevance of the project is the incorporation of differential scopes. In this regard, it is remarkable that, from the design, specific issues were considered that allowed to ensure the participation, mobilization, and leadership of women, youth, ethnic and racial groups, among others, which points to issues not only of representativeness but also of change.

Finally, in terms of project articulation at the institutional level and with planning frameworks and instruments, the inter-institutional coordination of the project with entities such as the National Planning Department, the Administrative Department of Public Function (DAFP), as well as the alliance with USAID, to contribute to the project's objectives, is valued. On the other hand, it was found that the project responds adequately to the strategies contemplated in the National Development Plan, in terms of peacebuilding, PDET implementation, and citizen participation, specifically of young people and ethnic and racial populations; in the same way, it contributes to the United Nations Cooperation Framework, as well as to the Country Program, in terms of peace policy implementation.

Efficiency analysis

For this section, the degree of compliance with objectives and expected results was considered, as well as the assessment of unexpected results. The factors that have contributed to the accomplishment of the results as well as the elements that have been obstacles to their achievement were highlighted through the products and indicators established for the monitoring and reporting of the project. In this way, the execution against the planned, external factors, weaknesses, and strengths, as well as the implementation of cross-cutting approaches and unexpected results were considered.

Regarding component 1, except for one product, achieved and even surpassed the proposed goals, in terms of the accompaniment by the project advisors in the realization of the diagnoses, in the change of administrations, in the formulation of the Territorial Development Plans, and the Territorial Management Plans, arranging the inclusion of PDET programs and priorities: as well as the management of investment projects for the implementation of these programs. The setup of the PDET offices had difficulties in their implementation, due to external factors such as the willingness of the municipalities.

For component 2, the proposed goals were also exceeded except for one product; in this component, the strategy "I join my PDET" stands out, which was the platform for participation, support, and interaction with local actors, namely social organizations, promoting their partnership and their organizational capacities. Likewise, specific needs of certain territories were covered through support for non-productive initiatives. And the role of the Motor Groups was revitalized to ensure their advocacy role in communication between the population and the administrations.

A series of external factors were identified that facilitated or potentiated the achievement of the products, such as the institutional context of a change of administrations; the lack of technical and historical archives of the Territorial Planning that allowed for advocacy in this sense; the capacity of management and mobilization of resources on the part of the UNDP; and the law 2056, which regulated the General System of Royalties. Some external factors that hindered the achievements were also identified, such as the covid19 pandemic, the political and ideological issues of the municipal administrations, and the National Strike.

About the differential scopes to gender, youth, and environment, we found different activities supported that contributed to differential results, crosscutting actions to the activities, and the degree of attribution to the expected changes in the subject.

Efficiency analysis

Measuring the efficiency of the project requires analyzing the investment of resources in the light of the results obtained in each output, the scope they had, and the perception from the point of view of the direct beneficiaries. Overall, the efficiency of the project can be qualified as successful. At the same time, an image and feeling of satisfaction were perceived in the different actors due to four processes:

- Resource planning
- Follow-up and monitoring of the incorporation and evaluation of institutional strengthening capacities.
- Communication, which provided tools for the beneficiaries to have a harmonious and positive relationship with each other.
- The implementation of economic and human resources, since the human resource was the mechanism that allowed a dialogue between actors.

The budgeting, management, and resource management processes were found to contribute positively to the achievement of results. The preparation of a budget for results, the sufficiency of financial, human, and administrative resources, made it possible to deliver products, carry out the planned activities and achieve the expected results. The governance scheme among the teams, as well as the timely monitoring, stand out.

Sustainability analysis

In terms of sustainability and installed capacities left by the project, it was found that, although there are opinions that limit this contribution given the limits in time and resources that were transferred to the organizations, the mechanisms of knowledge transfer in the case of strengthening social organizations enjoy a favorable perception. The training received, and the direct technical support generated, in the vision of the people involved, installed capacities related to skills that remained in the organizations for budgeting, planning, and project management. One of the mechanisms responsible for these results was the learning-by-doing methodology that was behind the strategy "I join my PDET". Concerning component 1, there is an aspect that will allow the continuity of the acquired capacities, and that all the actors of the administrations recognize, and it is the need to give continuity and expansion to the strengthening processes.

Recommendations

After conducting the corresponding analyses, generating significant findings in each of the components and each criterion, the evaluation team generates a series of recommendations based on the evaluation criteria.

In terms of relevance, it is recommended that the roles of the actors involved be specified from the design itself, as well as to demonstrate the added value of the project for the network of actors involved; and finally, to establish mechanisms to evaluate not only the number of initiatives, projects or participants but also to demonstrate the real change that the implementation generates in the realities of the territories.

Regarding effectiveness it is recommended to consider the number of professionals assigned to support the administrations and strengthen the organizations so that these processes can be more in-depth and specialized after alleviating the burdens; also, it is recommended to consider the time required for the execution of the products, to improve some weaknesses in the capacities such as resource management.

To improve efficiency mainly is recommended to give continuity to the successful processes that were identified in the analysis, as well as to strive for an extension of time, resources, and reduction of procedures for beneficiaries to make the processes more efficient.

Finally, in terms of sustainability, it was recommended to strengthen the mechanisms, provide spaces and create strategies so that there is a higher level of ownership of what is taught by the project, to ensure sustainability over time.

Therefore, the evaluation fulfills its objective of assessing the effects and results of the PDET Capacity Building project, generating analysis on the contributions made, the circumstances and challenges in its implementation, identifying successes and limitations. Likewise, recommendations were generated based on the evaluation to share knowledge with the same actors of the project and with other similar projects in structure and thematic.