

*Evaluation of the Commission of the European
Union's co-operation with Colombia*

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Evaluation for the European Commission





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Evaluation of the Commission of the European Union's co-operation with Colombia

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This evaluation was carried out by



Development
Researchers'
Network

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ANNEX 15: DATA EVALUATION GRID

EQ1: PEACE, STABILITY AND ECONOMIC DEVELOPMENT

EQ 1	To what extent has EC support contributed, and is at present contributing, to supporting the peace-building efforts and addressing the root causes of conflict in the affected areas of the country?
<p>Evaluation criteria: Relevance, Effectiveness, Impact and Sustainability</p> <p>Key issues: Cross-cutting issues: Vulnerable groups (incl. victims, women, etc.), Human Rights</p>	
<p>RATIONALE:</p> <p><i>According to the EC 2002-06 CSP, support for Colombia's search for peace at local and national level is the main EC objective for that period of time with a view to improving the quality of life of highly vulnerable populations and strengthening social cohesion in the conflict zones as an input to the lasting peace-building effort at national level. (Refer to EQ4 for additional consideration of highly vulnerable populations)</i></p> <p><i>With the Peace Laboratories programmes and their recently formulated successors, as well as with the Local Development Programme, the EC aims at contributing to peace building and conflict transformation by supporting local/regional initiatives, aiming to create conditions that favour peace and local governance in conflict affected regions. These programmes help to improve local endogenous capacities and promote a policy dialogue between the national and local levels, as well as with the Local Development Programme. The EQ then aims at investigating whether the choices made by the EC with these interventions have answered identified needs, have proved effective in terms of expected results, and have contributed to securing stable conditions for a lasting peace.</i></p> <p><i>Among other sources of information, the question will cover some of the interventions that have addressed these sectors throughout the evaluation period: (1) Peace laboratory III (24,2M€), (2) Regional Development, Peace and Stability (I) (26M€); and (3) Local Economic Development and Trade in Colombia (6M€)¹, taking into account that the second intervention in the list started in 2010.</i></p>	
<p>SOURCES OF INFORMATION</p> <p><i>The answer presented below is based on several sources:</i></p> <ul style="list-style-type: none"> ▪ <i>Interviews with EC officials in Bogotá and with national stakeholders in Bogotá and Oriente Antioqueño</i> ▪ <i>Analysis of the Colombian national context in relation to agricultural activities, illicit crops, violence indicators, basic services coverage, departmental and municipal budgets and development plans</i> ▪ <i>Analysis of EC policy and strategy evolution</i> 	

¹ The recent Local Economic Development Programme is considered here as much as it shares with the Peace Laboratorie and other programmes included in EQ1, the territorial approach -as opposed to sectoral approach- to economic development and the significant role of local and regional authorities and NSA in development.

- *Inventory of EC financial commitments*
- *Analysis of EC selected interventions: (1) Peace laboratory III (24,2M€), (2) Regional Development, Peace and Stability (I) (26M€); and (3) Local Economic Development and Trade in Colombia (6M€)², taking into account that the second intervention in the list started in 2010.*
- *Analysis of all CSPs/NIPs for the programming periods 2002-2006 & 2007-2013*
- *Field assessment in Antioquia of relevant policy evolution and incorporation of EC related policy commitments into country programming and interventions.*

OVERVIEW RESPONSE

During the last 10 years the, EC strategy in Colombia has contributed to supporting peace-building efforts and tackling the root causes of conflict in the regions most affected by the latter. The main achievements of the EC's contribution have been in the creation of spaces of dialogue between the different actors present in the territory, in the strengthening of networks and civil society organizations, in promoting the creation of alliances between public and private actors, and in support for productive activities for the socio-economic stabilization of the territories.

The cooperation strategies are coherent with and relevant to the policies defined by the Colombian government in relation to peace-building at local and national levels. In this framework, EC strategies were elaborated with the participation of regional and national public and private institutions, and therefore clearly reflect the priorities established by the national government for peace-building. All local counterparts confirm the relevance of the EC's implemented strategies in their territories. Indeed it is important to mention that in some cases the experience and achievements of the first peace laboratories supported by the EC were taken into account by departmental governments and, at national level, incorporated into the definition of peace-building strategies.

Although this cannot be solely attributed to EC cooperation, a significant reduction in the main indicators of violence, such as the number of violent deaths, forced massacres, displacements and kidnappings can be observed, both at national level and in the regions most affected by the conflict. Also the areas dedicated to illicit crops have been reduced, and there is an increase in legal agricultural activities in the territories prioritized by the EC cooperation.

EC programmes have provided important resources for the most affected populations with the aim of generating sustainable productive alternatives and invigorating the local economies. Within a conflict context, as a first stage the productive activities contributed to the socioeconomic stabilization of the regions, creating a fundamental incentive for rural communities to remain in their territories, as well as enhancing the communities' organizational capacities thanks to directed interventions to improve their technical capacity at entrepreneurial level. In a second phase it is expected that productive activities will contribute to competitiveness and local economic development and to the improvement of the level of income and quality of life of the communities. In this sense and even though there are positive indications of the establishment of some productive initiatives, particularly in the framework of the DELCO program, there is not sufficient evidence to demonstrate that they have attained a consolidation level that ensures viability and economic sustainability.

Although it is clear that achieving economic sustainability is a long-term process which also requires further in-depth analysis, this aspect is one of the main challenges faced by EC programmes financed in the regions more affected by conflict.

Finally it can be affirmed that sustainability conditions have been generated within the framework of the actions financed via the Peace laboratories, Regional Development

² The recent Local Economic Development Programme is considered here insofar as it shares with the Peace Laboratory and other programmes included in EQ1, the territorial approach as opposed to sectoral approach- to economic development and the significant role of local and regional authorities and NSA in development.

and Stability and Local Economic Development programmes, both at national and departmental levels. Recent national policies may also constitute an encouraging basis for sustainability. Although compensation for victims, restitution of land and the eradication of extreme poverty policies have national coverage, they are of high priority in the regions affected by the conflict. In addition the departmental governments, in their development plans for 2008-2010, included activities and budgetary resources aimed at peace-building and stability in their regions.

JC 1.1:

EC support strategy reflects national needs and priorities as established in the 2002 -2006, 2006-2010 and 2010-14 National Development Plans (NDP)

I.1.1.1 Priorities to be tackled in the conflict zones as defined in the successive National Development Plans between 2002 and 2011 and/or other national, regional and local programmes, studies, analyses are reflected and analysed in EC programming documents (CSP/NIP)

El diagnóstico participativo elaborado por el Programa de Desarrollo y Paz del Magdalena Medio en 1998, define líneas prioritarias identificadas por los pobladores con el propósito de generar dinámicas de convivencia ciudadana y de superación de la pobreza, a saber: fortalecimiento de las capacidades de los actores locales, públicos y privados; la incidencia en propuestas de planeación municipal; la participación ciudadana; la concertación en el nivel local, y la selección de iniciativas sociales y productivas que pudieran dar impactos tempranos a nivel municipal y regional. Este ejercicio, construido desde el territorio, fundamenta el desarrollo del primer laboratorio de paz, el cual posteriormente se replicará en otras regiones del país. Las experiencias y logros obtenidos en estos programas, generaron insumos y herramientas válidas, que fueron tenidas en cuenta por el gobierno nacional al priorizar las iniciativas de Paz y Desarrollo regionales, como uno de los ejes estratégicos para conseguir la paz.

TABLE 1: PRIORITIES TACKLED IN NATIONAL DEVELOPMENT PLANS AND STUDIES FOR THE CONFLICT ZONES

Documento	Descripción
Plan Nacional de Desarrollo: Un Estado Comunitario: Desarrollo para todos 2006-2010	Capítulo 2. Política de Defensa y Seguridad Democrática: 2.2.4 Fortalecimiento a los programas de Desarrollo y Paz “ Tal fortalecimiento no sólo implica acciones de asistencia a los Programas, sino también promover la institucionalización de las iniciativas, entendida como el aporte que estas hacen a la construcción de políticas públicas de desarrollo y paz”
Plan Nacional de Desarrollo: Hacia un Estado Comunitario 2002-2006	Capítulo I. Seguridad Democrática; 4. Desarrollo de zonas deprimidas y de conflicto. Programas de desarrollo y Paz “ Una de las acciones para recuperar las condiciones de gobernabilidad y democracia, y promover la equidad social en las zonas deprimidas y de conflicto será la promoción y apoyo a los PDP”
Estrategia de Cooperación Internacional 2003 – 2006	Bloque 5: Los programas regionales para el desarrollo y la paz: Gobernabilidad democrática, fortalecimiento de la institucionalidad pública, y de las organizaciones sociales; Planeación participativa regional; Cultura de vida y conocimiento; Vida, Justicia, manejo de la conflictividad, paz y derechos humanos; Procesos y proyectos productivos; Manejo ambiental sostenible; Educación y salud; Sistemas de aprendizaje.
Consejo de Política Económica y Social -	Autorización a la Nación para contratar una operación de crédito externo hasta por un monto de US\$30 millones, o su equivalente en

CONPES 3278 - 03/2004,	otras monedas, con destino a la financiación del Programa Paz y Desarrollo.
Consejo de Política Económica y Social - CONPES 3395 - 11/2005	Importancia Estratégica de los Laboratorios de Paz en Colombia Desarrollados con la Cooperación Financiera no Reembolsable de la Comunidad Europea.
Consejo de Política Económica y Social - CONPES 3278 - 03/2004, y CONPES 3566 - 02/2009	Concepto favorable a la nación para contratar un empréstito externo con la banca multilateral hasta por us\$ 7.812.500 dólares o su equivalente en otras monedas, destinado a financiar la segunda fase del programa "paz y desarrollo"

Estas prioridades alrededor de la consecución de la paz y estabilidad, priorizadas por el gobierno nacional a partir de las experiencias regionales, son analizadas en los CSP de la UE, y se tienen en cuenta para las estrategias de acción de la cooperación en Colombia, así:

Capítulo 5 de Documento Estratégico País 2002- 2006:

5.1 Principals and Objectives for Cooperation:

"The EC's main objective is to support Colombia's search for Peace. In this area, fighting against the main root-causes of the conflict such as marginality, inequality, social exclusion and extreme poverty are a priority". "The Commission's response to challenges outlined above is:

- The support of on-going Colombian activities in the search for Peace.
- Targeting of the roots and causes of the conflict.
- Providing humanitarian assistance to the victims of the conflict.

Capítulo 5 de Documento Estratégico País 2007-2013; la estrategia de respuesta de la UE:

"El objetivo fundamental de la estrategia de respuesta de la UE consiste en contribuir a la paz y a la estabilidad, sin perder al mismo tiempo de vista el gran potencial de desarrollo económico que podría suponer para toda la región andina una Colombia pacificada". En el corto plazo, una asistencia a víctimas del conflicto, en el mediano plazo; promover la paz a nivel local y nacional, en el largo plazo; promover el desarrollo para todos, teniendo como objetivo combatir la raíz del conflicto armado. Es así, que el presupuesto se concentrará en los siguientes sectores de intervención:

1. Paz y estabilidad, incluido el desarrollo alternativo.
2. Estado de Derecho, justicia y derechos humanos.
3. Competitividad y comercio.

I.1.1.2 Programming documents explicitly show how proposed interventions will address the identified challenges in the peace building area

En los documentos estratégicos de cooperación de la UE de los últimos 10 años (CEP 2002-2006 y CSP 2007-2011) se indica explícitamente como las intervenciones propuestas, se incorporan a los principales retos a nivel nacional y local; siendo la prioridad del gobierno la construcción de paz, a saber:

Country Strategy Paper 2002-2006

"Restoring peace has been identified as the most significant developmental priority for Colombia through a peace plan that intends to address the socio-economic

determinants of violence by promoting development in rural areas that have been devastated by violent activity or with high levels of conflict, and by offering development alternatives for peasant communities involved in illicit crops, enlisting the participation and support of the insurgent groups”.

Partiendo de este reconocimiento, se definen las principales estrategias de la cooperación:

Capitulo 5.1 Principles and Objectives for Co-operation

“The EC’s main objective is to support Colombia’s search for Peace. In this area, fighting against the main root-causes of the conflict such as marginality, inequality, social exclusion and extreme poverty are a priority. The Commission’s response to challenges outlined above is:

- The support of on-going Colombian activities in the search for Peace
- Targeting of the roots and causes of the conflict.
- Providing humanitarian assistance to the victims of the conflict.

Finalmente, en capitulo 6: Technical and financial Cooperation, se establecen detalladamente las principales acciones para responder a las prioridades del gobierno nacional.

6.3.1 Peace Laboratories

When announcing the EC contribution to the Colombian peace process, Commissioner Patten outlined the three objectives of the Peace Laboratories: first, to support, in the field, the implementation of the specific agreements entered into by the conflicting parties; second, to build up zones of peaceful coexistence for the inhabitants by reinforcing local institutions, and supporting civilian actors engaged in promoting peace; and third, to foster economic and social development, including when possible, support to alternative development.

Actions:

- More specifically, the laboratories should have four basic components:
- Culture of peace and integral rights: education/training, creation/support of civil society networks, etc.
- Productive activities: support to sustainable rural development proposals.
- Social and productive infrastructures: basic infrastructures such as sanitation, schools, etc.
- Institutional strengthening: particularly of local institutions with emphasis in planning and programming, health, etc.

Documento Estratégico País 2007-2011.

Para este documento, la estrategia de la cooperación da continuidad a los esfuerzos para contribuir a la consecución de la paz y la estabilidad del país; y en adición, reconociendo el gran potencial que tiene en desarrollo económico para la región. Es así que define tres estrategias en el tiempo:

- Corto Plazo: Asistencia a las víctimas de la violencia
- Mediano Plazo: buscará promover la paz a nivel local y nacional
- Largo Plazo: procurará promover el desarrollo para todos, teniendo como objetivo combatir la raíz del conflicto armado en Colombia

Así mismo, establece los sectores y define explícitamente los objetivos y tipos de acciones que se van a ejecutar en cada sector: “la parte programable de la asistencia a terceros países prevista en el presupuesto comunitario se concentrará en los siguientes sectores de intervención”

Paz y estabilidad, incluido el desarrollo alternativo: Favorecer en varias regiones de Colombia, gracias al apoyo otorgado a las instituciones locales y a la defensa de los derechos humanos y de los derechos fundamentales, un desarrollo humano sostenible, la reducción de todas las actividades ilícitas (en particular, la producción y tráfico de drogas y el tráfico ilícito de pequeñas armas), la creación de espacios de convivencia ciudadana y la construcción del ámbito público, promoviendo los diálogos para la paz y el desarrollo socioeconómico sostenible como medios para solucionar el conflicto.

Estado de Derecho, justicia y derechos humanos: Reforzar el Estado de Derecho por medio de un sistema judicial y policial más eficaz; garantizar los derechos humanos; lograr el buen gobierno y promover el diálogo social.

Competitividad y comercio: Reforzar la capacidad del país para integrarse en una economía globalizada.

Finalmente, para cada sector establece claramente; objetivos estratégicos, tipos de acciones, beneficiarios e indicadores de impacto.

I.1.1.3 Evidence of public sector and NSA (including private sector) involvement both in the identification of priorities and in programme formulation

Durante de identificación de las prioridades y la definición de las líneas estratégicas de intervención de la cooperación de UE en Colombia, se evidencia una participación de la sociedad civil, ONG, universidades e instituciones locales. En este sentido, en el proceso de construcción del documento estratégico país 2007- 2013, se realizaron procesos de validación y consulta con los actores involucrados³. Este proceso se dividió en dos fases:

- Fase: Evaluación de la estrategia 2002-2006, a partir de consultas realizadas de diciembre 2004 a Abril 2005; a los actores involucrados en la Cooperación de UE. Producto de este ejercicio se redacta una nota conceptual de los resultados, lo cual se tendrán en cuenta en la elaboración del documento.
- Fase 2: Entre Marzo y Mayo de 2005, se realizaron 4 seminarios de consulta con actores de la sociedad civil e instituciones estatales. Esta fase se realizó en dos momentos: (i) Nivel local, 3 seminarios (Medellín, Pasto y Cali) en los cuales participaron 226 personas representantes de ONG, universidades, sector privado y autoridades locales. (i) Nivel nacional: 1 seminario realizado el 31 de mayo con la participación de 160 personas representantes de instituciones públicas y privadas de orden nacional.

A similar process of stakeholders' consultation has taken place in 2009-2010 for the Mid Term Review drafting process. *In order to draft the Mid Term Review of the CSP 2007-2013, the Delegation of the European Commission in Colombia conducted a series of consultation with important stakeholders in government, parliament and civil society. The comments and recommendations resulting from the consultation processes were received by the European Commission and, as much as possible, included in the Mid Term Review document and the formulation of the new National Indicative Plan (NIP). MTE 2010, Annex4*

Este ejercicio permitió validar con los participantes las estrategias de la cooperación de UE en Colombia.

³ Anexo 14. DSP 2007-2013. Delegación de la Comisión Europea en Colombia

- En el proyecto Desarrollo Económico Local y Comercio, previo a la definición de líneas y sectores a invertir, se implementó una metodología participativa para el diagnóstico competitivo y de identidad de los territorios, resultado final de este ejercicio fue el documento: “Diseño y Desarrollo de un Plan de Marketing Territorial como estrategia de fortalecimiento del Desarrollo Local”. En este proceso de consulta y diagnóstico se evidencia la participación de la sociedad civil y entidades del gobierno a nivel local y nacional. La metodología fue la siguiente:
 1. Recopilación de Información secundaria:
 2. Entrevistas con actores representativos y expertos territoriales: La información secundaria se contrastó y complementó con actores del territorio con experiencia en temas específicos de importancia para la construcción del diagnóstico. A través de este paso, se obtuvo mayor conocimiento e información sobre los aspectos económicos y de competitividad de la región, así como la opinión de aquellos habitantes sobre los factores que consideran de mayor desarrollo al territorio.
 3. Mesas de trabajo regional en el territorio y Grupo Focal con entidades colaboradoras. Estas Mesas Regionales participaron los principales actores regionales vinculados al desarrollo, tanto de la sociedad civil como entidades gubernamentales. Durante estos espacios se validaron la información del territorio obtenida desde la revisión de información secundaria y entrevista con expertos. Los grupos focales con las entidades colaboradoras permitieron complementar algunos puntos específicos del diagnóstico tanto en el componente competitivo como de identidad.
 4. Encuestas: para la definición de los elementos principales de la identidad local se desarrollaron encuestas cuyo universo era la población mayor de edad residente en cada región con un tamaño de muestra promedio por región de 300 cuestionarios diligenciados y en entrevista personal cara a cara, con un tiempo de duración de entrevista de 20 minutos. La selección de entrevistados fue aleatoria.
 5. Sondeos: La selección del producto representativo por región se complementó además de la revisión de estudios sectoriales con preguntas a profundidad a actores informados del territorio respecto a las vocaciones productivas y competitivas de la región tanto de manera personal como a través de un aplicativo online.

Finalmente, se analizaron los planes regionales de competitividad y la política nacional definida por el Ministerio de Comercio, para cada una de las regiones. Este diagnóstico se elaboró en las 6 regiones donde se implementó el proyecto a saber: (i) Hoya del río Suárez – Santander. (ii) Ciénaga de Zapatoza - Cesar. (iii) Montes de María - Bolívar. (iv) Río Ariari – Meta. (v) Región BRUT - Valle del Cauca, y (vi) Valle de Tenza – Boyacá.
- En el marco del programa Desarrollo Paz y Estabilidad I, se evidencia la participación de los diferentes actores del territorio, públicos y privados, en la definición de los Proyectos Estratégicos Regionales. En documento de Disposiciones Técnicas y Administrativas del convenio se afirma: “En este orden de ideas, la metodología adoptada para esta fase de consolidación consistió en promover un ejercicio de planeación estratégica, arraigado en el territorio a mediano plazo, basado en la experiencia y los activos construidos con la contribución de los LAB de paz en los cuales se identificaron las dinámicas más esenciales para la región que se denominaron Procesos Estratégicos Regionales. Los PETS buscan reflejar y recoger las visiones de las comunidades a mediano plazo. Lo anterior tiene por lo menos las siguientes implicaciones:
 - Su configuración ha sido concertada con los diversos actores del territorio, lo que implica un fuerte trabajo de coordinación y organización para el establecimiento de agendas de reflexión sobre cada uno de los PETS
 - Su elección ha articulado e incluido proyectos ejecutados en el marco del programa Paz y Desarrollo y los LAB de Paz, lo que exige un diálogo regional permanente para el establecimiento de acuerdos y alianzas.”

Es así, como en la región del Oriente Antioqueño desde el año 2007 hasta inicios del 2009, con el equipo temático de la Corporación PRODEPAZ se trabajó la

identificación de unos procesos estratégicos desatados por las experiencias y avances de los proyectos financiados por el Laboratorio de paz, y que bien podían convertirse en estrategias para la consolidación y construcción de región. En diferentes espacios: redes, mesas de trabajo y alianzas de la región, se puso a consideración las líneas temáticas identificadas y se construyó un espacio de concertación en cada tema, el cual produjo un documento inicial sobre la estrategia específica. En el taller realizado en Rionegro del 27 al 31 de marzo Rionegro 2009, participaron representantes de los 5 PETs y mesas temáticas de entidades públicas y privadas del territorio, y 60 asistentes representantes de 86 organizaciones la sociedad civil.

Finalmente se construyó colectivamente una visión de futuro para el Oriente Antioqueño, lográndose una propuesta sistémica que genera sinergias entre las líneas temáticas (Infancia, adolescencia, juventud y familia, Sujetos políticos y DDHH, desarrollo productivo, planeación participativa y comunicación) y las líneas estratégicas (planeación, gestión de recursos, comunicación, formación, participación, movilización e incidencia). .

La visión de largo plazo, recoge los sueños particulares y los intereses de cada uno de los PETs, en una visión regional que integra los sueños colectivos de cada PETs, para llegar al PET regional. (Origen del PER)

El PER, ha sido definido como “el espacio de integración y articulación de procesos sociales y procesos estratégicos territoriales en el Oriente Antioqueño, a través del cual se realiza incidencia política, movilización social en el territorio y se materializan propuestas que contribuyen al desarrollo regional”. (Definición construida por el colectivo de la Comisión Regional del PER en talleres efectuados entre Octubre y Diciembre de 2010).

I.1.1.4 Key stakeholders at local, regional and/or national level confirm the consistency and responsiveness of EC support to national priorities

Durante la fase da campo se realizaron entrevistas a los diferentes involucrados de orden nacional y local en la ejecución de los programas y proyectos en el área de Paz, Estabilidad y Desarrollo Local, con el objeto, entre otros, de conocer su percepción frente a la coherencia y capacidad de respuesta del apoyo de la EU a las prioridades nacionales. Existen varias evidencias que confirman la coherencia del apoyo de la EU. El siguiente cuadro resume los actores entrevistados y sus respuestas:

Actor/Entidad	Nivel	Ref. Entrevista	Extractos de la Entrevista
Equipo Asistencia Técnica Internacional DRPE I, DRPE II y NTP	Nacional y Local	MN200	<ul style="list-style-type: none"> - Los ejercicios de planeación territorial con los que se construyeron los PET, se asegura que estén incluidos en los planes de desarrollo municipales. - Las estrategias de los programas nacen para dar respuesta a la debilidad institucional en el territorio, la cual es diferente para cada región, y están encaminadas a fortalecer la capacidad de los actores locales. - El apoyo de la EU se ha hecho en regiones bajo un contexto de conflicto armado, contrario a la estrategia de cooperación de otros países que solo lo hacen en regiones con cierta estabilidad - La EU ha tenido una contribución importante en la consolidación de los programas de Desarrollo y Paz
Equipo Técnico -	Local	MN201	- La definición de los Proyectos Estratégicos Regionales, se realizó bajo metodologías participativas donde

CORDEPAZ			<p>se recoge los procesos anteriores en el territorio y reúne las visiones de los diferentes actores de la región. En este sentido, el apoyo de la EU es completamente coherente con la realidad del territorio.</p> <p>- En los ejercicios de construcción se tuvieron en cuenta los Planes de desarrollo de los diferentes municipios y las mesas y redes regionales que se han construido en cada uno de los sectores importantes en la región.</p>
Alcalde electo de Marinilla – Oriente Antioqueño	Local	MN204	<p>Las estrategias de apoyo de la UE que se han ejecutado a través de la Corporación CORDEPAZ han sido muy importantes y son coherentes con las apuestas de la alcaldía en los programas de construcción de paz. Yo he definido varias líneas en el plan de desarrollo para dar continuidad a estos programas, en los cuales he participado antes de ser alcalde.</p>
Ministerio de Comercio, Industria y Turismo – Proyecto Desarrollo Económico Local	Nacional	MN209	<p>-El proyecto DEL es coherente con las políticas nacionales para el fomento de la pequeña y mediana empresa. En este sentido, el proyecto DEL está bajo la dirección de la Dirección MyPIMES del Ministerio.</p> <p>-Los sectores y las líneas de inversión en el marco de DEL se definieron a partir de diagnósticos del territorio por medio de mesas regionales donde participaron los diferentes actores vinculados al desarrollo y en los cuales se tenían en cuenta las agendas de competitividad de las regiones y los planes de desarrollo departamentales.</p> <p>- La visión de desarrollo territorial y no departamental es una prioridad para el gobierno nacional y se ve reflejado en el plan de desarrollo y en la ley en construcción de desarrollo rural. Igualmente en los contratos Plan que el gobierno incentiva para la articulación de varios departamentos en un solo proyecto</p>
Red Prodepaz	Local	MN 022	<p>- El apoyo de la EU ha sido fundamental en el modelo de construcción de paz en medio del conflicto desde el territorio, construyendo la paz a partir del diálogo de los actores que hacen parte de un territorio. Esta apuesta ha sido fundamental para el país y se ve reflejada en las diferentes políticas tanto nacionales y locales (planes de desarrollo)</p> <p>- El fortalecimiento de las organizaciones comunitarias y de los diferentes espacios de diálogo y participación como lo son las mesas de interlocución, los núcleos regionales, las redes regionales, los consejos territoriales, entre otros; responden a las necesidades de la debilidad institucional de las regiones y a la necesidad de generar las capacidades de los sujetos para dialogar, participar e incidir en sus territorios</p>

- En la Evaluación de Medio Término del Programa “Tercer Laboratorio de Paz” (LP III) se afirma que “La percepción de la “utilidad” del Programa en los territorios de intervención es elevada por parte de los gobiernos locales y gobernaciones, un reflejo de esta valoración es la inclusión del LP III dentro de los contenidos de los planes de desarrollo departamental, agendas territoriales y el intercambio de opiniones con funcionarios municipales, quienes valoran sobre todo el aspecto participativo de

los proyectos y el respeto a las instituciones públicas. Sin embargo, estas valoraciones se enmarcan (en el componente Geográfico) en dos territorios con diferencias notables en cuanto a sus estructuras administrativas de gestión, desempeño, visiones y prioridades” Esta información se validará en las entrevistas a actores beneficiarios durante la fase de campo.

JC 1.2:

EC support strategy has helped generate a culture of peace and integral rights and create and stabilize areas of peaceful coexistence in the conflict zones.

I.1.2.1 Number of joint (between public institutions & civil society) development projects and peace initiatives launched having benefitted from EC support

A partir de la información disponible, se evidencian alianzas entre instituciones públicas y organizaciones de la sociedad civil, apoyadas por recursos de la UE y que han contribuido en la construcción de paz y desarrollo en sus territorios. A continuación se relacionan:

- La Red prodepaz es la Red nacional de los 19 Programas regionales de Desarrollo y Paz de Colombia. El objetivo general de la Redprodepaz es contribuir a la construcción de una Nación en Paz mediante una apuesta de desarrollo humano, integral, sostenible y solidario al alcance de todos los ciudadanos a partir de procesos locales y regionales de desarrollo. La Redprodepaz es un sistema de coordinación de la sociedad civil, plural y autónoma, que convoca y articula a Programas Regionales de Desarrollo Integral y Paz. Este sistema está constituido por un conjunto de entidades que comparten el interés común de construir una Nación de Paz a través de la participación social y comunitaria en procesos locales y regionales de desarrollo humano, integral, sostenible, equitativo y solidario”.

Por eso la Red Prodepaz es considerada como una red de redes, un proceso en construcción y validación que busca articular un espacio para los Programas de Desarrollo y Paz en regiones que soportan un conflicto intenso y prolongado. Es un espacio de encuentro y de intercambio de aprendizajes y experiencias, de información, ajuste y colaboración, coordinación, establecimiento de relaciones e incremento en la forma como se involucran y en el respaldo que se dan.

Varia instituciones hacen parte de REDPRODEPAZ, tales como *Fundación Social*, *Cinep*, *Interconexión Eléctrica S.A. (ISA)*, *Corporación Nuevo Arco Iris (1996)*, *Programa de Naciones Unidas para el Desarrollo (Pnud)*, entre otros. En cada uno de los Programas de Desarrollo y Paz que hacen parte de la RED son heterogéneos, algunos PDP tienen una fuerte influencia de las universidades, como el Programa de Paz y Competitividad del Eje Cafetero que ha sido impulsado por la Universidad Autónoma de Manizales. Otros han sido “jalonados” por empresarios, como es el caso de Vallenpaz. Otros como CRIC-Asopatía han sido promovidos por la Asociación de Municipios del Patía y el Consejo Regional Indígena del Cauca. Otros, como Prodepaz, han sido impulsados por la Iglesia Católica e Isa. En casi todos los PDP las universidades están presentes: en CONSORNOC, la Universidad de Pamplona; en Sepas, la Universidad de San Gil; en el Magdalena Medio, la Universidad de la Paz; Darién Caribe ha sido impulsado por la Universidad de Antioquia; Tolipaz, por la Fundación Social y la Iglesia del Tolima; Mirada al Sur, por CINEP y la Fundación Social; la fundación para el desarrollo y paz de los Montes de María ha sido impulsada por la Iglesia Católica y la Iglesia Menonita.

La Unión Europea, a través de los laboratorios de paz apoya a los PDP del Magdalena Medio, del Oriente Antioqueño (Prodepaz), al Cauca y Nariño (Cric y Asopatía) y a Norte de Santander (Consornoc); al Meta (Cordepaz) y a los Montes de María (Fundación Red Montemariana de Desarrollo y Paz).

- La Red de Agencias de Desarrollo Local de Colombia, la Red ADELCO es una organización que articula en Colombia las Agencias de Desarrollo Local, las Agencias de Desarrollo Económico Local y demás instrumentos de desarrollo, en busca del fortalecimiento de sus acciones en los territorios donde hacen presencia, para apoyar el

cumplimiento de sus objetivos.

En la actualidad la Red ADELCO hace presencia en 113 Municipios del país y mas de 4 millones de habitantes, promoviendo procesos de desarrollo integral a través de las ADEL y de la mano de la articulación del sector Público, Privado y Social, los cuales han contribuido a la conformación y fortalecimiento de mas de 154 organizaciones sociales y productivas en función del mejoramiento de las condiciones y calidad de vida de sus integrantes.

Las agencias que hacen parte de la RED son: Agencia Para El Desarrollo Económico De La Provincia Del Oriente Antioqueño - Adeproa, Agencia Para El Desarrollo Regional De Antioquia, Agencia Para El Desarrollo Económico De Los Municipios De Montaña Del Nororiente Caucaño, Agencia Promotora Del Desarrollo Local- Aprodela, Agencia De Desarrollo Económico Local De La Provincia Del Alto Ricaurte Y Chiquinquirá Adel Dinosaurios, Agencia Para El Desarrollo Económico Local, Adel Metropolitana, Agencia De Desarrollo Local De Nariño – Adel, Adel Uraba, Adel Gal Valle De Tenza, Adel Velez, Corporación Agencia De Desarrollo Económico Local Del Complejo Cenagoso De La Zapatosa, Río Magdalena Y Depresión Momposina. En cada una de las anteriores agencias de desarrollo local están vinculadas diferentes entidades tanto públicas como privadas.

En las 6 regiones apoyadas por la EU las gobernaciones de los departamentos fueron socios fundamentales en el procesos igualmente participaron universidades, cámaras de comercio, organizaciones de la sociedad civil, entre otras.

La Alianza por la Democracia, el Desarrollo y la >Construcción de Paz, en el departamento del Meta. Esta Alianza se construye en el marco del programa del tercer laboratorio de Paz, como resultado de unir los objetivos y acuerdos de voluntades entre entidades y organizaciones civiles y busca ser una plataforma de articulación para incidir en el proceso electoral y postelectoral, entre cuyas actividades está la de fortalecer los contenidos programáticos de los y las candidatas en acciones que apunten a la construcción de paz y el desarrollo.

La alianza está conformada por 24 organizaciones entre las cuales se incluye varias entidades financiadas con recursos de la UE como Cordepaz, Universidad de los Llanos/Observatorio del Territorio, la MOE, en alianza con entidades como Ecopetrol, Cámara de Comercio de Villavicencio, ISA, Pastoral Social, Llano 7 Días (periódico local), UNFPA y PNUD entre otras.

En el marco de esta alianza se ha desarrollado por lo menos 10 foros y debates en igual número de municipios, en los que han participado más de 2.000 personas

- La Red de Infancia y Adolescencia del Oriente Antioqueño es el fruto del interés compartido de un grupo de organizaciones y personas que han definido su misión institucional y su proyecto de vida a partir de la promoción de los derechos y del desarrollo integral de la niñez. El interés que comparten este grupo de organizaciones y personas, se apoya en los preceptos universales enunciados en documentos como: la Declaración Universal de los Derechos Humanos, proclamada por la asamblea General de las Naciones Unidas en 1948; La Declaración de los Derechos del Niño, publicada por la Asamblea General en su resolución 1386(XIV) del 20 de noviembre de 1959; El Pacto Internacional de los Derechos Civiles y Políticos y el Pacto internacional de derechos económicos, sociales y culturales, que entran en vigencia para Colombia en 1976 luego de la expedición de la Ley 74 de 1968. Y de manera especial, se ampara en la Convención de los Derechos del Niño, ratificada por Colombia mediante la Ley No. 12 de 1991 y en la Constitución Política de Colombia promulgada en ese mismo año, La nueva ley de Infancia y en la gobernación con la prevención de la vinculación de menores al conflicto. Esta RED es una alianza en la que participan: Servicio Nacional de Aprendizaje, SENA, Corporación PRODEPAZ, Asociación Colombiana de Exportadores de Flores

ASOCOLFLORES, Bienestar Familiar, Universidad Católica de Oriente de Antioquia, Red Antioqueña de Niñez, Asociación de Scouts de Colombia, Pastoral de la infancia, Sembradores de Paz, Comisaria de Familia del municipio de Santuario

I.1.2.2 Local development plans in areas benefitting from EC support include reconciliation actions.

Partiendo de las experiencias regionales en la implementación de los programas de Desarrollo y Paz, durante el periodo de gobierno a nivel departamental 2008-2011, se incorporaron específicamente acciones de reconciliación y construcción de Paz en los 6 departamentos objeto del presente análisis. El siguiente cuadro detalla para cada uno de los Planes de Desarrollo departamentales las acciones definidas en este periodo de gobierno.

TABLE 2: PRIORITIES OF THE DEPARTMENTAL DEVELOPMENT PLANS (2008-2011) OF THE CONFLICT ZONES ,

Programa	Descripción Acción
Plan de desarrollo departamental: "Antioquia para todos, manos a la obra 2008 – 2011"	<p>Líneas Estratégica 1. Desarrollo Político, Capítulo 3. PAZ</p> <p>Programa 11: Apoyo al Programa Laboratorio de Paz del Oriente Antioqueño: con el propósito de construir de manera colectiva las condiciones para una paz duradera y convivencia pacífica, basada en una vida con dignidad y oportunidades para todos los habitantes de esta subregión, cuyos propósitos son:</p> <ul style="list-style-type: none"> • Implementación de una cultura de paz basada en el fortalecimiento del dialogo de paz, el respeto de los derechos humanos DDHH, al Derecho Internacional Humanitario DIH y una vida digna. • Gobernabilidad democrática, fortalecimiento institucional y participación ciudadana. • Un desarrollo socioeconómico sostenible que mejore las condiciones socioeconómicas de la población objeto, en armonía con el medio ambiente.
Plan de desarrollo departamental "Salvemos todos a Bolívar" 2008 – 2011	Ejes de desarrollo 3. Bolívar con elevada gobernabilidad. Capítulo 3.4.1.3 Paz y Derechos Humanos: Articulación de acciones con los Programas de Desarrollo y Paz - PDP, del Departamento de Bolívar Interactivo y concurrir con los Programas de Desarrollo y Paz del departamento en acciones para el fortalecimiento de la gobernabilidad participativa, la reconstrucción del tejido social, la vigencia y prevención de los DDHH, DIH y el desarrollo humano integral, a través de las secretarías de despacho respectivas
Plan de desarrollo departamental "Arriba el Cauca" 2008 – 2011	Dimensión de gobernabilidad. <i>Capítulo 8.3 Política pública en derechos humanos y derecho internacional humanitario.</i> Propósito: Contribuir en la búsqueda de soluciones al conflicto armado, promover y apoyar todas las acciones encaminadas a la aplicación del Derecho Internacional Humanitario., e Impulsar el Programa Regional de Desarrollo para la Paz –CRIC- Alopátia y el Programa Paz y Desarrollo y Laboratorios de Paz en nuestro territorio
Plan de desarrollo departamental, Norte de Santander: "Un norte para todos" 2008 – 2011	Eje estratégico para el desarrollo económico: 2. Un norte con más y mejores oportunidades para todos. Capítulo 2.1.6 Fronteras y Cooperación Internacional, Objetivo: Empezar acciones y proyectos de interés binacional que conduzcan a la vigorización de las relaciones políticas, económicas, culturales y de cooperación de la zona fronteriza. Fortalecimiento de los programas II Laboratorio de Paz y Desarrollo
Plan de desarrollo departamental, Sucre: "Liderazgo Social y Confianza"	<i>Estrategia:</i> Construcción de la Equidad social. Capítulo 4. Cooperación Internacional: Alianzas estratégicas con la nación, organismos bilaterales y multilaterales, entes territoriales y sector privado para presentación de proyectos, apoyo al III laboratorio de paz Montes de

2008 – 2011	María y estímulos a las ONGs en búsqueda de nuevos recursos en armonía con el plan de desarrollo departamental. Programa de Desarrollo y Paz de la Región Montes de María: 1. paz, derechos humanos y convivencia 2. Gobernabilidad participativa 3. Desarrollo integral sostenible 4. Grupos étnicos 5 Mujeres y jóvenes 6 Seguridad humana y capital social
Plan de desarrollo departamental, Nariño: “Adelante Nariño” 2008 – 2011	<p>Eje estratégico 5.1 Vida y Paz; Programa: seguridad, convivencia ciudadana, derechos humanos y derecho Internacional humanitario. Objetivo. Coadyuvar en la ejecución de un conjunto de acciones tendientes a: (i) Prevención, reducción, mitigación y reparación de los efectos que producen el conflicto armado y el narcotráfico. (ii) Disminución de los índices de muertes por violencia y otras causas evitables. (iii) Mejoramiento de los niveles de seguridad, convivencia ciudadana y respeto a los Derechos Humanos y al Derecho Internacional Humanitario.</p> <p>Programa: más ingresos con prioridad en la población en situación de pobreza. Estrategia: Gestión conjunta con las autoridades locales y la comunidad en procura de la sostenibilidad de los procesos estratégicos identificados, fortaleciendo el apoyo a los Programas de Paz y Desarrollo y Laboratorios de Paz</p>
Plan de desarrollo departamental, Meta: “Unidos Gana el Meta” 2008 – 2011	<p>Eje estratégico 3.1 Desarrollo social con perspectiva de derechos. Capítulo: 3.8 Paz y Convivencia, subprograma: Laboratorio de paz III</p> <p>Meta: Apoyo financiero y acompañamiento técnico y gerencial del Laboratorio de Paz III.</p>

I.1.2.3 Number of local social networks contributing to peace building efforts and to social fabric mending that have been created to last during the evaluation period

A través de los recursos ejecutados en los programas objeto de la presente evaluación, se evidencia la creación de redes sociales que con sus acciones contribuyen a la construcción de paz y a la recuperación del tejido social en sus territorios. Algunos de estas iniciativas son:

Red de los Montes de María:

La Red Montemariana es la red de base del Programa de Desarrollo y Paz de los Montes de María y como movimiento de la sociedad civil alrededor del PDP, la cual vincula 102 organizaciones de la región apoyadas desde diferentes programas. De acuerdo al documento de Disposiciones Técnicas y Administrativas del tercer laboratorio de Paz, la RED: “con bases sólidas, incluyente e independiente de cacicazgos políticos, pero en sintonía con los procesos de planeación locales y regionales, propicia la búsqueda y aporte de soluciones creativas desde la base, a la problemática social, económica y de violencia que azota la región mediante acuerdos, alianzas, macroproyectos regionales, subregionales y locales estratégicos con instituciones públicas y privadas, basados en la confianza y voluntad de los actores”. Por su parte la evaluación de medio término, recomienda que la consolidación del RED en la región dependa de la capacidad organizativa de las 102 organizaciones apoyadas y el grado de reacción de los respectivos representantes y coordinadores locales que se están formando.

Actualmente, se encuentran en la concepción y puesta en marcha de una Agenda Social participativa, entre Red M.Mariana, FRDPM, Asociaciones de Municipios y ANUC (Asociación de Usuarios Campesinos).

La Red de Mujeres “Narrar para Vivir”:

De esta RED hacen parte 840 mujeres de 15 Municipios de la región de los Montes de María. En la evaluación de medio término se afirma que “La participación activa de las integrantes de esta red ha logrado el fortalecimiento y empoderamiento social y político de las mujeres e impulsado diversas iniciativas dentro de la organización: el acompañamiento psicosocial, creación de grupos de auto-ayuda y proyectos productivos, recuperación de la memoria histórica de las mujeres. La organización considera que

“el hecho de ser mujeres les hace vivir y sentir el conflicto en una forma diferente” y que, a pesar que todos hablan de verdad ellas, las mujeres consideran que: “podrán haber 20.000 verdades pero las mujeres tienen su propia verdad”.

Actualmente, el apoyo a esta RED tiene por objeto su fortalecimiento administrativo y organizacional, como una estrategia para la incidencia y exigibilidad de los procesos de Verdad, Justicia, reparación y no repetición para el horizonte de la reconciliación.

Mesas de Interlocución:

Los espacios humanitarios se basaron en la fuerza organizativa y la experiencia de procesos campesinos que conocían el territorio y a los actores armados. Las Diócesis de Magangué y Barrancabermeja aportaron su liderazgo pastoral y el Programa Desarrollo y Paz del Magdalena Medio PDPMM su liderazgo en gestión y transformación de conflictos. El PDPMM a través de la implementación del Laboratorio de Paz en el Magdalena Medio se propuso establecer dinámicas sociales e institucionales que permitan abordar y encontrar soluciones mediante el diálogo, la interlocución y construcción de acuerdos. Estos procesos se inscriben de manera prioritaria en los territorios y comunidades donde la situación de violencia interna generada por el conflicto con los grupos armados ilegales afecta de manera profunda a sus pobladores, generando una difícil situación humanitaria y una degradación general de las condiciones de vida. En estas comunidades se ha buscado afirmar los procesos sociales que permitieran proyectar un sujeto social que asume el ejercicio de ciudadanía, exige y cumple con sus derechos y obligaciones y orienta de manera colectiva el desarrollo de sus territorios. Las mesas de interlocución son la manera como el Programa Desarrollo y Paz del Magdalena Medio-PDPMM ha logrado la construcción de procesos de simetría y reconocimiento de la titularidad de derechos a las comunidades, organizaciones y pobladores en el territorio.

Asociación Provincial de Víctimas a Ciudadanas/os (Antioquia, Colombia):

APROVIACI es una entidad de carácter colectivo, sin ánimo de lucro, constituida por las diferentes organizaciones de hecho y de derecho que aglutine a las víctimas del conflicto armado interno que vive Colombia, residentes en la región del Oriente Antioqueño, o víctimas que pertenezcan a las colonias de víctimas de los municipios y residan en otras ciudades del país. Esta red de redes de víctimas surge después del Encuentro Regional de víctimas en Nariño en el 2005, en el que participaron aproximadamente 600 víctimas representantes de los 23 municipios, con el objeto de promover la formulación colectiva de una agenda para la gestión del conjunto de derechos de las víctimas: Verdad, Justicia, Reparación y No-repetición. La red tiene por objetivos:

- Articular los diferentes movimientos de víctimas presentes en la región, teniendo en cuenta los tipos de victimización
- Aunar esfuerzos y aprovechar las experiencias de otras entidades públicas y privadas con el fin de promover la integración, la organización y la autogestión de procesos y proyectos productivos y sociales
- Promover y acompañar las organizaciones de víctimas de cada municipio
- Representar a la población víctima de la violencia ante las autoridades municipales, regionales, nacionales e internacionales y ante las otras demás organizaciones comunitarias

APROVIACI construyó y presentó a gobiernos locales y nacionales la agenda pública, construida colectivamente con propuestas de las cuatro subregiones (altiplano, embalses, bosques y páramo), y dirigidas tanto a gobernantes como a desmovilizados, civiles y las mismas víctimas.

Asociación red de jóvenes rurales de los palmitos (Montes de María):

Es una Red de jóvenes organizados en los 15 municipios de cobertura del IIIILP, a través de los cuales se realizó el trabajo de incidencia para la creación de los Consejos Municipales de Juventud –CMJ–.

Los jóvenes se articularon con otras organizaciones de la sociedad civil en instancias de concertación regional, como la Red Montemariana, la Agenda Democrática y la Red de Comunicadores Populares. Con esta última y en asocio con el Programa de Jóvenes, de la Fundación de Montes de María, se realizaron varias actividades de comunicación, especialmente piezas radiales, de video y apoyo en la elaboración de artículos para el periódico Red Montemariana. Algunos de sus logros fueron

- La creación del CMJ en Los Palmitos sirvió de referencia para la formulación del documento y la definición de la ruta para la conformación de los CMJ en los demás municipios, tarea que quedó pendiente, dado el cierre anticipado del Proyecto.
- El cabildeo ante las gobernaciones de Sucre y Bolívar, las alcaldías, gestores sociales y responsables del tema de juventud, sensibilizó a las instituciones sobre la importancia de los CMJ y de la PPMJ.
- Como consecuencia del paso por los campamentos, los jóvenes estudiantes lideraron los procesos de elección del gobierno estudiantil en lugares como la IETA Caracol, IE Las Piedras (Tolú viejo), IETA Nueva Florida (María la baja), IE Pajonal (San Onofre), IE Morroa.

Red de Mujeres Montes de María

Red que vincula 600 mujeres de 120 organizaciones en 15 municipios de Sucre y Bolívar, que se han capacitado para mejorar sus procesos de exigibilidad política, social y jurídica de los DD.HH. y de incidencia en el ámbito regional." Este proceso de fortalecimiento apoyado por el IIIILP inició con la revisión y ajuste a la estructura y a las reglas de juego de la Red, partiendo de un trabajo municipal para finalmente llegar a un consenso como región. Cada una de las 120 organizaciones de los departamentos de Sucre y Bolívar hizo su propia caracterización y de forma concertada, construyeron la misión y visión de la Red." Algunos de sus logros son:

- Las mujeres participaron en el proceso de diseño y ejecución de la Escuela de Formación Política con Equidad de Género, la cual desarrolló seis módulos: Informática y telemática, DD.HH. de las mujeres, formulación, elaboración y gestión de proyecto, manejo y resolución de conflictos, política pública y mujer y medio ambiente. Las participantes en esta formación replicaron los conocimientos adquiridos al interior de sus organizaciones en los quince municipios.
- Para fortalecer las organizaciones que conforman la Red, las lideresas elaboraron sus propios planes estratégicos en reuniones con la base social de los colectivos, para lo cual se tuvo en cuenta variables sociales, políticas y jurídicas. También crearon la Mesa Permanente Regional de Mujeres Montemarianas con representación de los dos departamentos, para intercambiar ideas y generar espacios de participación democrática.
- Con el objetivo de incidir en políticas públicas, han realizado 6 talleres regionales en temas de género, igualdad, equidad, política pública y construcción de paz, dirigidos a más de 100 funcionarias públicas.
- Las mujeres lideresas de la Red elaboraron un documento de política pública con insumos de los quince municipios, el cual será presentado para su debate y aprobación en las Asambleas de los dos departamentos.

Asociación para la Vida Digna y Solidaria- Asvidas C.F.C.

Es una Plataforma de participación de veinte (20) organizaciones sociales de mujeres, jóvenes, campesinas, JAC, alianzas de usuarios, veedurías ciudadanas y ambientales, que en el marco de LAB II fortalecieron su capacidad para articular acciones, hacer seguimiento y evaluación de la gestión, aumentar los niveles de gobernabilidad democrática, gobernanza local y reconstrucción del tejido social en la región de los Montes de María.

Asvidas se propuso articular las iniciativas sociales que tiene el municipio para consolidar una plataforma de organizaciones con voz unificada, fuerza colectiva y apuesta por la región. Algunos de sus logros son:

- En el tema de incidencia y empoderamiento, la Plataforma de organizaciones de la sociedad civil de El Carmen de Bolívar, diseñó y realizó mesas de concertación sobre víctimas del conflicto, garantes de derechos, institucionalidad pública, salud sexual y reproductiva, infancia y juventud. Lidera la Mesa de Derechos Humanos a nivel municipal.
- Colectivamente, se formuló y se puso en marcha un plan programático de incidencia a nivel institucional entre las 20 organizaciones, lo que incluyó el fortalecimiento de las mesas municipales de DD.HH. y creación de los Consejos Municipales de Paz.
- Una acción importante no solo para la Plataforma, sino para la comunidad, fue la conformación del Centro Regional de Documentación en Sociedad Civil, Derechos Humanos y Democracia del municipio de El Carmen de Bolívar. Para ello se adquirieron libros, se solicitaron en donación, lo que al final conformó un conjunto de más de 1.000 impresos, sobre derechos humanos, paz, derecho internacional humanitario, víctimas, género, restitución de tierras y decenas de revistas para consulta. Se consolidó una alianza con la Universidad de San Buenaventura, para el desarrollo de un Sistema de Información Local de DD.HH. en el municipio de Carmen de Bolívar que implica el desarrollo de un software que se pondrá al servicio de las organizaciones que integran la plataforma.

I.1.2.4 Increase/decrease in number of resettlement initiatives (incl. restitution of land tenure) in areas benefitting from EC support

There are no specific data on resettlement initiatives. Based on the data of Accion Social, The impact of the Three Peace laboratories were: the support to 20 re-establishment processes: 8 In Magdalena Medio and 2 in Montes de Maria.

Relating to data provided by Accion social on the Pilot projects of the Public Policy on resettlements “Politica Publica de retornos”, in 2009:

- In Antioquia 24,088 people were returned in 6 municipalities,
- In Bolivar, 2310 were returned in 4 municipalities.
- In Magdalena, 1062 people were returned in 6 municipalities
- In Sucre: 1062 people were returned in 4 municipalities

Furthermore, based on the mid-term Evaluation of the III Peace laboratory, within the third component of the Programme: “Sustainable Integral Development”, 37 projects were funded, with more than 114 organisations included and more than 3,000 families benefitting. The most part of programmes included value chain programmes which have the threefold purpose of improve economic productivity, strengthen institutional and organizational set-up, and enhance environmental sustainability. Most of the activities encompass the consolidation of farming system in order to alleviate the food insecurity. Nonetheless as mentioned in the Mid-term, Evaluation, most of the basic needs are still unmet.

In spite of this poverty indicators indicate the resettlement and compensation initiatives are a minimal component and IDP continue to be marginalized. Indeed in 2008, 98.6% of IDP families had income below the poverty line and 82.6% has income below the indigence line. In 2010, the figures where 97.6% and 78.8%, respectively. These levels are significantly lower than those experienced by the general Colombian population: 45% of the population is below the poverty line, while 17% is below the indigence line. The situation of households headed by women is even more worrisome—more than half of IDP households are headed by women. For these households, indigence levels reach 86%. ***(source Internal Displaced Monitoring Center (IDMC), Internal Displacement profile, Colombia. Property restitution in sight but integration still distant (Sept. 2011) page 33)**

TABLE 3 MULTIDIMENSIONAL POVERTY RATION BY REGION 1997, 2003, 2008, 2010 BY REGION

	1997	2003	2008	2010
Nacional	60.5	49.3	35.0	30.7
Región				
Atlántica	72.09	61.00	52.82	45.6
Oriental	64.97	48.83	33.48	28.7
Central	66.44	56.22	36.25	31.3
Pacífica	58.50	57.02	36.11	32.8
Bogotá	41.46	23.57	13.00	12.3
San Andrés	37.80	24.04	30.34	25.2
Amazonía y Orinoquía	61.01	52.32	36.95	32.3
Antioquia	56.33	45.26	32.18	28.2

Source: ECV 1997, 2003, 2008, 2010. Cálculos DNP-SPSCV.

I.1.2.5 Number of displaced and ex-combatants reintegrated in areas benefitting from EC support

Based on the data of the Ministry of Interior, the number of Individual demobilized combatants have increased from 2003 up to 2010. Antioquia, Meta and Valle del Cauca were the regions which registered the highest number of demobilized ex-combatants. Nonetheless the figures of Table below, does not provide any indication of reintegration statistics.

TABLE 4 DEMOBILISED EX-COMBATANTS, BY DEPARTMENTS, 2003-2011

Department	2003	2004	2005	2006	2007	2008	2009	2010	2011	Average
Antioquia	319	350	320	236	317	242	236	208	133	262
Arauca	44	87	1	68	58	52	64	26	18	46
Cauca	74	80	61	97	201	132	117	84	54	100

Cesar	46	50	91	31	30	20	20	27	10	36
Meta	134	157	147	147	181	425	197	198	177	196
Nariño	47	48	52	118	130	76	104	118	66	84
Norte de Santander	60	47	68	33	45	31	19	40	24	41
Sucre	17	33	19	29	54	52	8	11	1	25
Valle del Cauca	59	70	88	50	307	231	247	114	62	136
Total at national Level	1,934	2,489	2,135	2,164	2,820	2,994	2,333	2,108	1,314	2,255

Source: Información Departamental Sector Defensa y Seguridad. Oct. 2011

I.1.2.6 Decrease/increase of new displacements in areas benefitting from EC support

According to *Acción Social* data, 2000, 2001 and 2002 were the most critical years for massive displacement given high level of intensity guerrillas and paramilitary groups. After 2002, the number of displaced persons has been declining gradually to reach a reduction 90% in 2009. Until 2002 the mass expulsion of people concentrated in the departments of Antioquia (139,366 people), Chocó (77 178), Magdalena (41 531), Bolívar (38 838) and Córdoba (21 543), while in the period 2003 -2009 mass displacements were concentrated in the departments of Nariño (39,553), Antioquia (28 607), Choco (25 205) and Valle del Cauca (21 226). Of all the people who have registered as displaced, 40% went to another department, 31% moved between municipalities in the same department, 22% moved within a municipality from rural to urban 5% moved between villages of the same

TABLE 5 NUMBER OF PEOPLE AND HOUSEHOLD DISPLACED 2002 & 2011 AT NATIONAL LEVEL

Variables	ND	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	TOTAL no since 1997
Expulsión de Personas	97.69	462.015	267.019	247.623	282.269	302.789	337.938	294.666	175.849	129.883	102.956	3,875,987
Expulsión de Hogares	23.986	99.249	58.787	58.577	64.07	70.164	81.27	75.703	49.238	37.959	29.233	905,114
Declaración Personas	2.215	432.772	224.215	213.748	250.122	297.665	368.497	392.366	362.413	321.404	285.834	3,875,987
Declaración Hogares	683	87.734	46.447	49.086	55.334	66.758	84.797	97.342	96.62	92.813	86.448	905,114

Source: *Acción Social, Estadísticas de Población en Situación de Desplazamiento. Dinamica General (1998-2011)*

TABLE 6 NUMBER OF PEOPLE AND HOUSEHOLD DISPLACED, BY PLACE OF ORIGIN 2002 & 2011

Departments	2002	2011	2002	2011
	People	People	HH*	HH*
AMAZONAS	52	8	11	1
ANTIOQUIA	61,903	18,612	14,054	5,461
ARAUCA	3,857	1,377	792	464

DRN

ARCHIPIÉLAGO DE SAN ANDRÉS, PROVIDENCIA Y SANTA CATALINA	14	6	4	1
ATLÁNTICO	16,711	153	3,498	50
BOGOTÁ, D.C.	37,682	55	8,549	14
BOLÍVAR	25,439	2,686	5,640	769
BOYACÁ	1,383	150	326	38
CALDAS	8,557	114	1,712	28
CAQUETÁ	14,250	6,209	2,845	1,910
CASANARE	2,536	173	597	56
CAUCA	10,819	10,070	2,237	3,069
CESAR	26,171	678	4,842	204
CHOCÓ	23,149	5,045	5,089	1,422
CUNDINAMARCA	12,668	211	2,895	54
CÓRDOBA	17,477	5,910	3,777	1,730
GUAINÍA	258	147	55	34
GUAVIARE	3,043	1,053	704	375
HUILA	10,335	3,145	2,189	934
LA GUAJIRA	13,096	634	2,785	154
MAGDALENA	24,019	753	5,074	217
META	15,488	2,093	2,831	685
NARIÑO	16,108	16,497	3,770	4,802
NORTE DE SANTANDER	24,259	1,832	4,584	537
PUTUMAYO	11,988	3,042	2,428	999
QUINDIO	4,129	46	988	14
RISARALDA	6,021	64	1,336	15
SANTANDER	13,453	832	2,890	248
SUCRE	27,284	668	5,298	179
TOLIMA	9,765	4,431	2,080	1,330
VALLE DEL CAUCA	20,654	15,918	4,415	3,329
VAUPÉS	45	78	9	22
VICHADA	404	276	83	88
Total General	461,123	102,956	98,409	29,233

HH: Households
Source: Acción Social, Estadísticas de Población en Situación de Desplazamiento. Dinámica General (1998-2011)

Table 8 illustrates the number of cases of registered displaced case by departments. The territories benefitting from EC intervention are the areas most affected by forced displacements, which still continue nowadays. The number of displacements registered has decreased by three quarters; however, there are still some regions like in Nariño where the number of displaced people has increased compared to 2002.

JC 1.3:

The EC support strategy has contributed to strengthening local/regional and national public institutions with a view to strengthening their capacity to deliver basic social services in the conflict zones and ensure equitable access for the most vulnerable populations.

I.1.3.1 Increase/decrease in the number of local/regional investment plans and expenditure programmes formulated and implemented in a participatory way in the period under consideration

I.1.3.2 Increase in number of basic social infrastructures built (sanitation, schools, etc).

Analizando las estadísticas de cobertura y calidad en la prestación de servicios básicos sociales, se evidencia una mejora significativa en los departamentos y municipios objeto del presente estudio, particularmente en las zonas rurales. En este aspecto, es importante anotar que nivel de inversiones que hacen los gobiernos locales y departamentales, no es consecuencia o puede ser atribuible a la contribución de la UE. De hecho, esta no es una función de los programas desarrollados por la UE. La estrategia de los programas de laboratorios de paz y desarrollo paz y estabilidad, están enfocados al fortalecimiento de la capacidad técnica de las instituciones públicas de orden local y regional, como actores fundamentales en la promoción del desarrollo territorial, la construcción de paz y la protección de los derechos humanos.

- Al analizar los presupuestos de inversiones disponibles, se encuentran evidencias que los gobiernos departamentales hacen importantes inversiones en los principales servicios sociales (Salud, educación y servicios domiciliarios). Es así como el departamento de Bolívar destina el 78.7 % de la inversión a estos sectores, Cauca 70.1 %, 75 % Nariño, 63.6% Sucre y 53.5 % Antioquia. (Ver tabla de inversiones JC 4.1.1).
- El Departamento de Planeación Nacional DNP, a través de la Dirección Técnica de Desarrollo Territorial con el apoyo de la CAF y posteriormente de la EU, desde el año 2006 está realizando la evaluación del desempeño integral de los municipios. El índice de desempeño municipal está construido a partir de los resultados obtenidos por los municipios en los componentes de eficacia, eficiencia, gestión y cumplimiento de requisitos legales, asignando una ponderación de igual peso para cada uno de los componentes de la evaluación integral⁴. Para el análisis se tomó una muestra representativa de municipios en las regiones objeto de la presente evaluación.

⁴ La metodología mide en (i) Eficacia: Porcentaje de avance plan de desarrollo y Porcentaje de cumplimiento de las metas de producto. (ii) Eficiencia: Tiene en cuenta la eficiencia relativa en servicios básicos como educación, salud y agua potable; Definición de mejoras potenciales en productos e insumos y hace análisis de productividades. (iii) Gestión: Tiene en cuenta la capacidad administrativa y el desempeño fiscal. (iv) Requisitos legales: Teniendo en cuenta los requisitos en Ley 715 de 2001 de (SGP) y la Ley 1176 de 2007. Los rangos de calificación desempeño integral municipal son: ≥ 80 Sobresaliente; ≥ 70 y < 80 Satisfactorio; ≥ 60 y < 70 Medio; ≥ 40 y < 60 Bajo; < 40 Crítico*

INDICE INTEGRAL MUNICIPIOS 2007 -2010					
Municipio y Depto	2007	2008	2009	2010	Posición Nacional
Antioquia - Argelia	34,05	59,82	58,75	72,0	379
Antioquia - Cocorná	44,84	58,97	67,22	75,4	242
Antioquia - Marinilla	41,27	64,32	73,43	76,3	208
Antioquia - Rionegro	57,18	73,52	63,88	76,0	221
Antioquia - San Carlos	36,73	68,59	59,63	62,6	691
Bolívar - El Carmen de Bolívar	31,81	31,99	12,09	39,3	1027
Bolívar - San Jacinto	19,55	44,61	47,26	48,3	932
Sucre - Ovejas	33,80	40,60	48,13	45,9	966
Sucre - San Onofre	53,32	29,47	42,28	46,7	949
Meta - Mesetas	63,49	47,48	41,41	46,0	959
Meta - Puerto Lleras	35,29	70,32	64,74	62,3	699

Fuente: Construcción del autor www.dane.gov.co

En cuanto al índice integral, se evidencia una mejora en el desempeño de los municipios en el periodo 2007 a 2010. Sin embargo, el resultado general difiere para cada región. En la región de Montes de María el indicador es considerado como críticos de acuerdo a la metodología y ocupan los últimos puestos a nivel nacional. Caso contrario son los resultados en el oriente antioqueño que el puntaje obtenido equivale a un nivel satisfactorio en la gestión.

Para analizar en detalle la capacidad de los municipios en la prestación de los servicios básicos sociales, se analiza en detalle el componente de eficiencia. A través de este componente se busca medir la relación entre productos obtenidos e insumos utilizados por un municipio en el proceso de producción de bienes y prestación de servicios básicos. Es decir, la eficiencia como medida de desempeño de la gestión permite identificar la capacidad de un municipio de lograr una relación óptima (eficiencia relativa) entre los insumos y los productos obtenidos (bienes y servicios a su cargo), en comparación con los demás municipios. Las funciones de producción del componente son: Matrícula educativa, calidad educativa, régimen subsidiado de salud, plan ampliado de inmunizaciones, aprovechamiento, cobertura y continuidad del servicio de agua, calidad del agua. Los resultados de este indicador son:

INDICADOR DE EFICIENCIA				
Municipio y Depto	2007	2008	2009	2010
Antioquia – Argelia	10,84	45,21	38,26	46,98
Antioquia - Cocorná	24,92	45,73	68,07	59,15

Antioquia - Marinilla	46,11	50,83	70,77	66,36
Antioquia - Rionegro	52,27	72,18	64,85	62,69
Antioquia - San Carlos	53,78	42,49	66,51	55,76
Bolívar - El Carmen de Bolívar	27,32	28,11	41,56	47,18
Bolívar - San Jacinto	24,56	39,28	33,39	34,12
Sucre – Ovejas	11,39	37,98	34,13	40,11
Sucre - San Onofre	13,19	54,86	41,47	41,27
Meta – Mesetas	28,87	30,18	29,72	20,16
Meta - Puerto Lleras	12,15	54,55	52,57	34,86

Igualmente, se evidencia una mejora en los últimos cuatro años de los municipios analizados, particularmente en la región del oriente antioqueño, donde se presentan los mejores resultados. A pesar de la mejora, los municipios de la región de Montes de María y Meta (LABIII) están por debajo de la línea de críticos.

Tomando como ejemplo el departamento de Antioquia (visita a terreno fase de campo), se evidencia la mejora en la cobertura de estos servicios,

particularmente en las zonas rurales.

DEPARTAMENTO DE ANTIOQUIA

% Cobertura de los Servicios Básicos 2002-2009

	2002	2005	2009
Seguridad Social			
Total	69,0%	88,8%	92,5%
Subsidiada	21,6%	46,8%	42,0%
Contributiva	47,4%	42,1%	49,7%
Agua Potable			
Rural	26,1%	54,8%	61,0%
Urbana	98,9%	97,2%	98,5%
Servicio de Acueducto			
Aseo	83,5%	79,6%	81,7%
Alcantarillado	69,3%	81,2%	79,3%

Fuente: Anuario estadístico de Antioquia 2009

Platas de Tratamiento de Agua	
Año	# Municipios
2003	22
2004	25
2005	34
2006	34
2007	37
2008	47
2009	49

Tanto en la cobertura de seguridad social, como en servicio de acueducto, alcantarillado, aseo y agua potable, en total (zonas urbanas y rurales) se muestra un incremento importante en el periodo 2002 a 2009. Este aumento en gran parte se debe a los esfuerzos en el mejoramiento en las zonas rurales, por ejemplo el % de cobertura de agua potable en las zonas urbanas se ah mantenido constante; contrario a las zonas rurales que aumentaron de 26 % en el 2002 alcanzado en el 2009 61 % en la cobertura del servicio.

Igualmente se evidencia un aumento en la infraestructura para la prestación de los servicios, ejemplo de esto son la cantidad de municipios que cuentan con plantas de tratamiento de agua en el departamento de Antioquia; en el 2003 tan solo 22 municipios contaban con esta infraestructura y para el 2009 se aumento a 49 municipios.

I.1.3.3 Level of use of these infrastructures, compared to plans and programmes.

La información analizada en anterior indicador (J1.3.3) aplica para este indicador, ya que las variables analizadas en la metodología elaborada por DNP, incluye variables de nivel d uso de la infraestructura para la prestación de servicios, comparada con las de otros municipios. Así mismo, para el análisis del departamento de Antioquia, ver cuadros de cobertura de los servicios públicos.

I.1.3.4 Number of persons employed in public institutions, in areas benefitting from EC support, who have improved their technical capacity or education level and thus their capacity to deliver services to the community.

Existen evidencias para afirmar que gracias a programas de formación desarrollados tanto por los gobiernos locales, como en el marco de proyectos apoyados por la UE, los empleados públicos de entidades locales han mejorado capacitación técnica y por ende manera como prestan sus servicios a la comunidad.

- Por una parte, retomando la metodología de desempeño de los municipios desarrollada por el DNP, El índice de capacidad administrativa mide la disponibilidad de recursos humanos y tecnológicos de los municipios, así como la adopción de acciones, métodos, procedimientos y mecanismos de prevención, control y evaluación, para el mejoramiento continuo de la entidad territorial. Su estimación resulta de realizar el promedio simple de los siguientes cinco indicadores: Estabilidad del Personal Directivo, Profesionalización de la Planta, Disponibilidad de herramientas tecnológicas, Automatización de Procesos y Modelo Estándar de Control Interno. El siguiente cuadro ilustra los resultados las regiones en las zonas donde UE ha contribuido.

INDICE DE CAPACIDAD ADMINISTRATIVA				
Municipio y Depto	2007	2008	2009	2010
Antioquia - Argelia	50,55	73,59	77,70	83,25
Antioquia - Cocorná	37,75	43,98	72,69	78,20
Antioquia - Marinilla	32,65	86,28	87,42	89,39
Antioquia - Rionegro	6,27	83,54	88,47	76,07
Antioquia - San Carlos	21,96	78,43	67,52	93,40
Bolívar - El Carmen de Bolívar	0,00	5,58	13,59	47,52
Bolívar - San Jacinto	3,30	56,92	73,37	62,30
Sucre - Ovejas	31,84	56,27	73,68	69,53
Sucre - San Onofre	7,69	60,77	60,94	65,99
Meta - Mesetas	48,98	81,94	30,26	62,28
Meta - Puerto Lleras	52,50	36,50	93,51	63,59

Fuente: construcción del autor, estadísticas en WWW.DANE.GOV.CO

Para todos los municipios se evidencia un importante aumento en su capacidad administrativa y de gestión, particularmente en la región del oriente antioqueño donde por ejemplo el municipio de Rionegro en el 2007 obtuvo un índice de 6,27; en niveles críticos; pasando en el 2010 a 76,07, lo cual se considera como satisfactorio. Las regiones donde se implementó LAB III, a pesar de su aumento, su gestión es considerada media.

- En el marco del proyecto de Desarrollo Económico Local se realizaron acciones de fortalecimiento institucional y sostenibilidad. Entre ellas se evidencia programas de formación dirigidos a empleados públicos vinculados al sector de promoción de la Mipymes con el objeto de mejorar la prestación de sus servicios a la comunidad. Entre ellos se destacan:
 - Talleres de fortalecimiento para la gestión de Mipymes: 25 funcionarios de la dirección de Micro, Pequeña y Mediana empresa, del Ministerio de Comercio, Industria y Turismo, como también entidades del sistema Nacional de apoyo a Mipymes, como lo son Incoder, Sena, Bancoldex, Min Agricultura, entre otros; se capacitaron y actualizaron en diferentes temas alrededor de la gestión de Mipymes. “La constante actualización frente a los conocimientos de buenas prácticas y tendencias dirigidas al desarrollo de las Mipymes, tiene como fin fortalecer las capacidades y conocimientos de los funcionarios que en su trabajo se relacionan con procesos de apoyo a las empresas, bajo la premisa que dicho programa permite analizar, gestionar y promover políticas públicas encaminadas a robustecer el desarrollo de las Mipymes.
 - Formación en alto nivel en Desarrollo Económico Local: 54 personas formadas; funcionarios del Incoder, la Gobernación del Valle del Cauca, profesores de

universidades, coordinadores de los proyectos DELCO del Ministerio de Comercio y representantes de las organizaciones beneficiarias de las 6 regiones. “El Desarrollo Económico Local se constituye no solo en una práctica, sino también en un objeto de reflexión académica y en una alternativa que pone a la comunidad como actor central del proceso y una de las aspiraciones sociales y políticas de toda democracia.

- Asistencia Técnica Ambiental a las Corporaciones Autónomas Regionales para la elaboración de 38 planes de manejo ambiental en las 6 regiones donde se implemento el proyecto, para proyectos de los sectores agropecuarios, agroindustriales, artesanías, ecoturismo, reciclaje y abono, producción y desarrollo sostenible. Así mismo, permitió la elaboración de 6 planes de uso sostenible de la biodiversidad y se sistematizaron 47 casos de buenas prácticas ambientales.

JC 1.4:

The EC support strategy has helped generate and strengthen sustainable and viable rural productive activities in conflict zones, including alternative development initiatives

I.1.4.1 Increase/decrease in the number of viable economic development actions during the evaluation period in areas benefitting from EC support.

En el marco del proyecto “Desarrollo Económico Local y Comercio en Colombia,” se han apoyado un total de 35 actividades económicas en los 6 departamentos objeto del proyecto. Teniendo en cuenta la información disponible y con el objeto de determinar el estado de viabilidad de estas actividades, se recurre a la evaluación de medio término⁵, en la cual el consultor hace una evaluación de la sostenibilidad de actividades apoyadas con los recursos de la UE. (Ver Tabla 9). Para tal fin, el evaluador utiliza el siguiente sistema de calificación: A: Excelente – B: Buena – C: Presenta problemas y D: Serias deficiencias.

TABLE 7: INITIATIVES SUPPORTED UNDER RESULT 1 BY THE PROGRAMME ‘DESARROLLO ECONÓMICO LOCAL Y COMERCIO EN COLOMBIA’ AND RATING ATTRIBUTED TO SUSTAINABILITY

⁵ Castelletti O, Pallares Villegas Z. Evaluación Intermedia del Programa Desarrollo Económico Local y Comercio. Resumen Ejecutivo 22 de Noviembre de 2010.

Región	Actividades Económicas Resultado 2.	Calificación en Sostenibilidad
Valle de Tenza - Boyaca	4 Iniciativas: Cestería, Café de origen, café orgánico, Ecoturismo	1:B, y 3:C.
BRUT - Valle del Cauca	5 Iniciativas: Cadena láctea, productos artesanales, Ecoturismo, Horto-frutícola, y Plátano	3:B y 2:C
Rio Ariari – Meta	5 Iniciativas: Reciclaje residuos sólidos, Turismo (observación de aves), Cacao, Turismo y Ecoturismo y deportes de aventura	1:B y 4:C
Montes de María - Bolivar	5 iniciativas: piscícola de la tilapia roja, Apícola, Cacao, Ajonjolí y artesanías	3:B y 2:C
Ciénaga Zapatosa – Cesar	4 Iniciativas: Confección, Uvita de lata, Almidón de Yuca y Taruya	3:B y 1:C
Hoya del Rio Suarez – Santander	5 Iniciativas: Abono orgánico, Bocadillo, Turismo comunitarios, Guayaba deshidratada y Panela	4:B y 1:C

Source: *Desarrollo Económico Local y Comercio en Colombia' Mid Term Evaluation (2010)*

TABLE 8: INITIATIVES SUPPORTED UNDER RESULT 2 BY THE PROGRAMME 'DESARROLLO ECONÓMICO LOCAL Y COMERCIO EN COLOMBIA' AND RATING ATTRIBUTED TO SUSTAINABILITY

Alternativas Económicas. Resultado 1	Calificación de Sostenibilidad
5 actividades: Mora y banano bocadillo, Café COSURCA, Alianza de cooperativas, Producción campesina, Biocomercio y mercado justo, Pequeña industria de la construcción, y Organización de mujeres	1:A, 3:B, 2:C y 1:D

Source: *Desarrollo Económico Local y Comercio en Colombia' Mid Term Evaluation (2010)*

Es decir; que de las 35 actividades económicas apoyadas en el proyecto, el 53 % se consideran en buenas condiciones de sostenibilidad, el 43 % presenta problemas, el 3 % en excelentes condiciones y 3% tiene serias deficiencias.

- En la región del Oriente Antioqueño se ha apoyado en los últimos 10 años 32 proyectos productivos en los diferentes municipios, de los cuales 9 hacen parte del sector de confecciones, 20 del sector panelero y 3 del sector hortofrutícola. No hay evidencias claras o estudios detallados sobre el estado de estas iniciativas en términos de la sostenibilidad económica. Por entrevistas con el equipo técnico de PRODEPAZ (MN2004) afirman que unas han logrado mantenerse en el tiempo y son casos exitosos, sin embargo otras desaparecieron o no se tiene conocimiento de su estado. Uno de los casos exitosos es la Asociación de productores de Frutas ASOFRUTAS que vincula 100 pequeños productores de mora y tomate de árbol. Esta organización muestra una estructura organizacional y administrativa fuerte y consolidada, así mismo ha mejorado su capacidad técnica en la producción y muestran resultados importantes en sus ventas: para el 2003 vendían 51 toneladas de fruta y en el 2006 lograron comercializar 240 toneladas de fruta, lo que representó unas ventas por 373 millones de pesos. Esto se refleja en el aumento del nivel de ingreso de las familias, al pasar de \$ 32.600 pesos mensuales en el 2003 a \$ 667.000 en el 2006. El documento de sistematización afirma: ASFRUTAS muestra un gran avance en fortalecimiento institucional, prueba de ello es que cuentan con órganos de dirección, son autónomos en la toma de decisiones, los asociados tienen dimensionado el modelo de la empresa a la que le apuesta y por esto compraron un lote de 1.000 m², para la construcción de su propia sede por un valor de \$ 19 millones. Han decidido tomar un crédito para comprar un medio de transporte para movilizar las 13 toneladas semanales de producto que están vendiendo..." Por la falta de

información o procesos de sistematización, no se conoce el estado real de los demás proyectos productivos ni se encuentran indicadores, como las anteriores que puedan determinar su viabilidad económica.

En este sentido, en el informe de Avance del Segundo Laboratorio De Paz Para Colombia: Región Oriente Antioqueño, de Agosto de 2010, en cuento a la evaluación de los proyectos productivos se afirma: “En desarrollo socioeconómico se realizaron 23 Proyectos, que corresponden al 65% de los recursos del Programa. Incidieron en la seguridad alimentaria, la planeación predial de la finca campesina, la consolidación de las cadenas productivas tradicionales de la región (Café, Fruta pequeña, Piscicultura, Panela, Cacao, Turismo), bajo un enfoque agroecológico. Finalizando el programa, se identifican líneas potenciales para la generación de ingresos. (Café, Panela, Cacao, hortofrutícola, piscicultura y turismo), las anteriores recogidas en el Proceso Estratégico Territorial – PET- Productivo. También se identifica la línea de servicios ambientales, aunque parte están recogidas en la línea de turismo. La única línea que tiene fortalezas en todos los eslabones de la cadena es el café, las demás adolece de una organizaciones que lidere, tiene dificultades en la parte de comercialización y a nivel organizacional. Además como reto, avanzar en procesos de certificación para hablar de avances en comercialización. En el tema de actores involucrados, se resaltan las alianzas que tienen un papel estratégico y definido en el proceso; se constituyeron alianzas importantes en los proyectos turismos para la paz, amigos del bosque, cafeteros, Asocomunal Granada.”

- De acuerdo a la Evaluación de impacto de los programas Paz y Desarrollo y Laboratorios de paz, Seguimiento diciembre de 2011, elaborada por el DNP se afirma que:

La experiencia con los proyectos productivos ha mostrado que en muchos casos los cambios más evidentes y tempranos se dan en temas de cohesión social, más que en sostenibilidad económica. Existen casos en los que las primeras experiencias productivas de un grupo de campesinos no funcionaron, pero que ese aprendizaje les permitió años más tarde consolidar un esquema productivo más sostenible.

En algunas regiones los primeros proyectos productivos estuvieron orientados a productos transitorios y solo hasta hace tres años se empezaron a promover cultivos permanentes, que tienen mayor capacidad para generar excedentes y sostenibilidad en los ingresos. Por lo tanto, teniendo en cuenta el ciclo de maduración de estos Aumentar el ingreso no es un objetivo en todos los proyectos financiados por PyD y LP. En el caso de los proyectos de cultura de Paz y de gobernabilidad las actividades y acciones implementadas no apuntan de manera directa a modificar los ingresos. Incluso en el caso de los proyectos productivos hay algunos que han tenido más un carácter humanitario que de desarrollo, principalmente en el programa PyD. De este modo, el enfoque de esta evaluación basado en valorar la integralidad de los proyectos, esperando cambios en condiciones y modos de relación independientemente de la tipología del proyecto, tiende a castigar los resultados en el caso de variables como el ingreso.

I.1.4.2 Number of consolidated productive value chains, linked to local and national markets, which have been created during the evaluation period in areas benefitting from EC support.

En el marco de tercer laboratorio de paz en los Montes de María se ejecuto El proyecto “*Construcción de Activos de las redes productivas en la Región de Los Montes de María*” en busca del fortalecimiento de los encadenamientos productivos y los actores económicos, que estimulen el desarrollo económico regional en equidad, en la región Montes María. Para tal fin, define las siguientes líneas estratégicas: (i) Articulación de las cadenas productivas que pueden dinamizar la economía regional, su caracterización y la

articulación de sus actores, (ii) Fortalecimiento de las organizaciones de pequeños productores para que puedan participar en igualdad de condiciones con los demás actores de las cadenas productivas. El resultado 1 es: Por lo menos 5 encadenamientos productivos de la región de Montes de María identificados y caracterizados. De acuerdo a los resultados presentados en el informe final⁶, al final del proyecto se realizaron acciones para el fortalecimiento de 7 cadenas productivas a saber:

1. Tubérculos: ñame
2. Tubérculos: yuca
3. Hortofrutícola: plátano
4. Oleaginosas: ajonjolí
5. Piscícola: peces de cultivo
6. Apícola: miel y otros subproductos de la colmena
7. Artesanal: productos autóctonos de la Costa Caribe

En busca de la reactivación y consolidación de las cadenas, se realizaron, entre otras, las siguientes actividades:

- Eventos participativos para la identificación de actores y caracterización del comportamiento de las cadenas productivas.
- Programas de formación en aspectos organizacionales y administrativos dirigidos a organizaciones de pequeños productores vinculados a las cadenas.
- Conformación de redes de organizaciones de productores por cadena productiva.
- Acompañamiento en la formulación e implementación de proyectos productivos, financiados en convocatoria de tercer laboratorio de paz.
- Giras de intercambio con modelos de alianzas productivas exitosos en el país.
- Elaboración de planes de negocio, en el marco de cadenas productivas.
- Gestión de alianzas comerciales con otros actores de la cadena.

A pesar, de las actividades y los resultados incluidos en el informe final, no se encuentran evidencias válidas para determinar si estas 7 cadenas productivas están consolidadas económicamente en el territorio. En este sentido, en la evaluación de medio término, se afirma: “De los cinco encadenamientos anunciados solo existe uno (plátano) con un cierto nivel de desarrollo, pero este ya existía desde antes del proyecto. Vale añadir que existen acuerdos y compromisos para otros encadenamientos, aun a formalizar”.⁷

En este sentido, y teniendo en cuenta que las alianzas comerciales, son indicador clave para la consolidación de las cadenas, el informe final muestra el siguiente resultado (ver tabla).

⁶ Corporación para el Desarrollo Sostenible y Participativo de los Pequeños productores Rurales – Corporación PBA. Anexo VI. Informe Final. Proyecto Construcción de activos económicos de las redes productivas. Agosto 2009

⁷ Transtec/Sher. Evaluación Intermedia del programa Tercer Laboratorio de Paz. Informe Final. Anexo 14: Resumen Proyecto Activos Económicos. Febrero de 2010

TABLE 9: VALUE CHAINS' AGREEMENT IN AREAS BENEFITTING FROM EC SUPPORT

CADENA	ACUERDO COMERCIAL
Ñame	(i) Comercializadora Internacional LAVIL: Exportación de ñame Espino. y (ii) RIEK LTDA, Desarrollo de dos productos con harina de ñame para la industria cosmética
Yuca	Agro Industria ITALCOL: Siembra y procesamiento de yuca seca
Plátano	CONTINENTAL FOODS: Comercialización de plátano fresco
Ajonjolí	CENTRAL OIL: Comercialización de semilla de ajonjolí limpia en fresco
Apícola	Se identificó la posibilidad de generar una alianza con APIARIOS EL PINAR par la comercialización de miel certificada ecológica
Piscícola	Hoteles de Cartagena: Comercialización de pescado fresco.
Artesanías	Se identificó la posibilidad de una alianza con ANAIDA para la comercialización de hamacas de bajo precio.

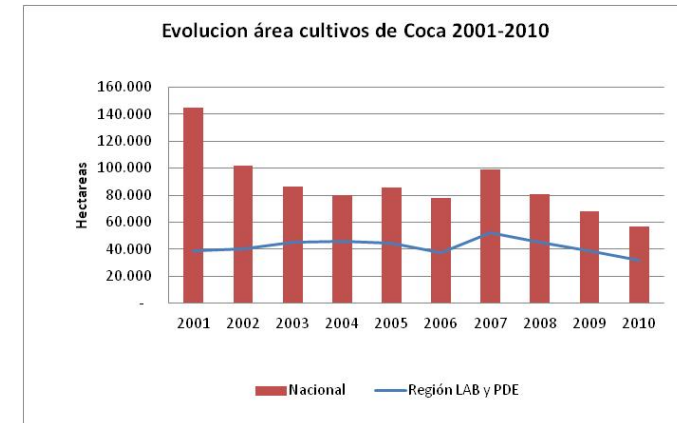
• En el documento de sistematización de los proyectos subvencionados en el marco de Desarrollo Económico Local y Comercio en Colombia, se mencionan los siguientes logros como evidencias en la consolidación de las cadenas productivas y el acceso a mercados nacional o internacionales:

- 35 % de los proyectos apoyados generan procesos de innovación, nuevos productos y diseños
- 13 rede gremiales regionales se fortalecieron
- 461 unidades productivas aplican buenas prácticas para el cumplimiento de la normatividad nacional y el acceso a mercados
- Se generó aumento en las ventas de aproximadamente un 73 % de los proyectos subvencionados
- Se realizó un contrato de exportación de café a 10 años generando un incremento en las ventas de 50 %
- 56 unidades productivas se vincularon al Biocomercio
- Se participó en 4 macro ruedas de negocio, generando más de 1.200 contactos comerciales.

I.1.4.3 Decrease in surface area under illicit crops, or increase in surface area under legal crops (both as percentages)

En los últimos 10 años el área de los cultivos de coca en Colombia ha disminuido considerablemente, pasando de 144.807 hectáreas sembradas en el 2001, a 56.905 hectáreas en el 2010, lo que equivale a una reducción total del 154 %⁸.

FIGURE 1: SURFACE EVOLUTION OF COCA CROPS 2001-2010



Source: WWW.AGRONET.GOV.CO Encuesta Nacional Agropecuaria

TABLE 10: SURFACE EVOLUTION OF COCA CROPS 2011-2010, HECTARE, 12/2010

Evolución area de los cultivos de coca 2001-2010. No. Hectareas a Diciembre										
Departamento	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Nariño	7.494	15.131	17.628	14.154	13.875	15.606	20.259	19.612	16.428	14.671
Cauca	3.139	2.120	1.443	1.266	2.705	2.104	4.168	5.422	6.144	5.427
Antioquia	3.171	3.030	4.273	5.168	6.414	6.157	9.926	6.096	4.554	4.604
Meta	11.425	9.222	12.814	18.740	17.305	11.063	10.386	5.525	4.295	2.864
Bolivar	4.824	2.735	4.470	3.402	3.670	2.382	5.632	5.847	4.777	2.860
Norte de Santander	9.145	8.041	4.471	3.055	844	488	1.946	2.886	2.713	1.626
Sucre	-	-	-	-	-	-	-	-	-	-
Total Region	39.198	40.279	45.099	45.785	44.813	37.800	52.317	45.388	38.911	32.052
Total Nacional	144.807	102.071	86.340	80.350	85.750	77.870	98.899	80.953	68.025	56.905

Al analizar, la región donde se ha implementado el Laboratorio III y los programas de Desarrollo paz y estabilidad⁹, la reducción en los cultivos es del 22 %, pasando de 39.118 hectáreas a 32.052 hectáreas dedicadas a este cultivo; considerablemente menor que la tasa nacional. No se dispone de información para determinar cómo los recursos de la cooperación europea han incidido directamente en la disminución de las áreas dedicadas al cultivo ilícito. La reducción de los cultivos en el país responde a una política nacional en la que se complementan acciones de fumigación, erradicación manual y programas de sustitución de cultivos, priorizados desde el gobierno del presidente Uribe. Por otra parte, esta tendencia a la disminución en el área cultivada se ve contrarrestada, por un aumento en la productividad/ha, debido a mejoras en la selección y el uso de variedades de coca¹⁰.

Al comparar el área país con el de los departamentos objeto de recursos en Laboratorio de paz III y Desarrollo Paz y Estabilidad (Figure. 2), se observa que la disminución en la región ha sido menor que la que se ha dado a nivel nacional.

- En cuanto a los cultivos lícitos, analizando la información disponible, no hay una evidencia clara con la cual se pueda establecer la incidencia de los recursos aportados por la cooperación de la UE en el aumento de actividades agropecuarias lícitas. De acuerdo a la información del Ministerio de Agricultura y Desarrollo Rural¹¹, el área dedicada a los cultivos permanentes y transitorios a nivel nacional ha disminuido en el periodo 2007 – 2009, pasando de 3.7 millones de hectáreas en el 2002 a

⁸ Oficina de las Naciones Unidas para la Droga y el Delito UNOC. Monitoreo de los Cultivos de Coca. Colombia, Junio 2011

⁹ Laboratorio de Paz III: Meta y Montes de María (Bolívar y Sucre). Desarrollo Paz y Estabilidad: Oriente Antioqueño, Cauca, Nariño y Norte de Santander.

¹⁰ UNODC (2009), Oficina de las Naciones Unidas contra la droga y el delito, Colombia: monitoreo de cultivos de coca, "Colombia censo de cultivos de coca 2008"; junio de 2009.

¹¹ Consultado en WWW.AGRONET.GOV.CO Encuesta Nacional Agropecuaria.

3.3 millones en el 2009; lo que equivale a una reducción del 12 %. En cuanto a la región motivo del análisis, igualmente presenta una reducción del área dedicada a estos cultivos, 9.5 % acumulada en el periodo. El único departamento que muestra un incremento en los cultivos es el Meta, al pasar en el 2002 de 244.965 hectáreas a 313.105 hectáreas en el 2009.

FIGURE 2: ANNUAL VARIATION OF AGRICULTURAL CROPS' SURFACE 2003-2009

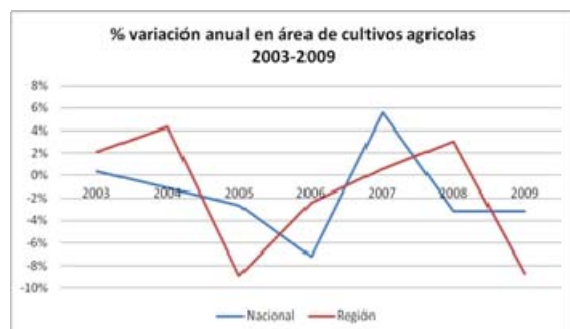


TABLE 11: EVOLUTION OF AGRICULTURAL CROPS' SURFACE 2002-2009

	2002	2003	2004	2005	2006	2007	2008	2009
Región	Agrícola	Agrícola	Agrícola	Agrícola	Agrícola	Agrícola	Agrícola	Agrícola
Antioquia	317 650	276 703	328 347	238 175	331 521	333 926	294 105	281 508
Bolivar	126 912	125 063	75 742	57 106	67 494	80 333	98 496	79 710
Cauca	187 116	165 495	175 300	186 513	169 615	145 948	176 524	145 027
Meta	244 965	326 609	381 798	332 389	223 943	275 189	289 745	313 105
Nariño	161 609	141 262	142 850	137 480	169 914	156 653	161 298	148 098
N. Santander	123 825	151 896	167 213	194 275	144 907	125 940	128 210	104 230
Sucre	91 902	93 550	67 254	83 296	92 821	88 942	96 015	73 204
Total región	1 253 979	1 280 578	1 338 504	1 229 234	1 200 215	1 206 931	1 244 393	1 144 882
Nacional	3 736 388	3 749 754	3 708 455	3 612 478	3 369 310	3 570 024	3 461 205	3 354 349

Source: WWW.AGRONET.GOV.CO Encuesta Nacional Agropecuaria

- Así mismo, y de acuerdo al Observatorio de la región de los Montes de María¹² “el área cosechada en Montes de María ha presentado positivos cambios en los últimos 5 años. Para el año 2003 el área cosechada es de 59.174 hectáreas, mientras para el siguiente asciende a 67.396; en el 2005, se reduce a 57 mil hectáreas, y finalmente en el 2007 llega a 76.150 hectáreas. Esta variabilidad al final muestra un incremento del 29 % de la misma en los últimos 5 años”. Este positivo incremento en la actividad agrícola lícita en la región de los Montes de María obedece al incremento en los precios del mercado de algunos alimentos y las políticas de promoción agrícola. Aunque el apoyo de los recursos de la UE han sido importantes para el desarrollo agrícola de la región, no existe información puntual que pueda determinar la incidencia de estos recursos. “Es importante anotar que en los consensos agropecuarios municipales y departamentales no aparecen registradas las áreas sembradas con los recursos del programa de Paz y Desarrollo adelantado por el gobierno nacional. Estas arreas, aunque no son muy grandes, significan para el territorio la reactivación de estos cultivos, especialmente el ají picante cuyo centro de producción se encuentra en San Jacinto”¹³.

¹² Daniels Puello A y Munera Cavadía A. “Los Montes de María: región, conflicto armado y desarrollo productivo. Observatorio de Cultura Política, Paz, Convivencia y Desarrollo de los Montes de María. 2011. Pag 63

¹³ Idem. Pag 94

- Por su parte el Observatorio del Territorio del Meta, coordinado por la Universidad de los Llanos afirma, en la publicación de Análisis Subregional 2006-2009: Eje 2 Socio económico sostenible, que “Al año 2009 se reportan 68.027 hectáreas con cultivos de coca en el país, de las cuales el 6.31% se localizan en el departamento del Meta, es decir 4.295 hectáreas. No obstante, en el departamento se ha presentado una reducción tanto en el número de hectáreas sembradas, como la cantidad de lotes destinados a este fin. El departamento ha disminuido en 61.2 % el área sembrada en el año 2009, con relación al año 2006; lo que se atribuye a la efectiva intervención gubernamental con el apoyo de organismos internacionales, la Unión Europea, Acción Social y Cordepaz que promueven la implementación de proyectos productivos en zonas de conflicto. Sin embargo, es importante mencionar, que el narcotráfico continuo siendo una fuente importante de financiación de los grupos al margen de la ley, y que se debe continuar con la ejecución de proyectos que incentiven la sustitución de ilícitos en el Meta.

I.1.4.4 New products in substitution for illicit crops

El programa de desarrollo social y de economía campesina, para la sustitución voluntaria de cultivos ilícitos en los municipios de Leiva y El Rosario, Nariño “SI SE PUEDE”, beneficia a 1.930 familias agricultoras las cuales por medio de asistencia técnica, semillas e insumos para el desarrollo de actividades agroecológicas que agreguen valor al producto final; fortalecimiento de canales de comercialización mediante la construcción de centros de acopio y la búsqueda de mercados justos; asesoría y acompañamiento permanente en la titulación de sus tierras; acceso al crédito, complementando la garantía que brinda el Fondo para el Financiamiento del Sector Agropecuario -Finagro- ; mejoramiento de la infraestructura vial; fortalecimiento de la organización social y comunitaria a partir de criterios de vecindad, afinidad, solidaridad y responsabilidad

Gracias a la iniciativa “Sí se puede”, inscrita en el programa Desarrollo, Paz y Estabilización del DPS, se han afianzado en Nariño los procesos de comercialización de productos como plátano, café, cacao, frutas y hortalizas de acuerdo con las demandas del mercado local, así como acompañamiento técnico a las comunidades que desarrollen estas actividades productivas lícitas que mejoran la calidad de vida de la población.

En el momento de la evaluación se está iniciando la segunda fase del proyecto en el cual una de sus metas principales es establecer un modelo lícito de economía campesina competitiva determinado por los siguientes aspectos: 500 hectáreas con cultivo de coca erradicadas, 1.930 familias habrán recuperado 1.930 hectáreas con un sistema de producción establecido para una producción aproximada de 18.195 toneladas frutas, hortalizas, granos y otros productos de la región, en 24 meses.

Así mismo, Al finalizar el proyecto las 1.930 familias beneficiarias estarán vendiendo aproximadamente 13.662 toneladas, de las cuales el 40% se venden en supermercados y empresas agroindustriales y, el 60% en mercados locales, durante la primera y segunda fase de ejecución de este proyecto.

JC 1.5: Conditions are given for sustainable results after the end of external support

I.1.5.1 Existence of a phasing-out strategy or measures to that effect in EC interventions.

En plan operativo global del Programa laboratorio de paz III, se analizan estrategias de sostenibilidad de las acciones que puedan incidir positivamente en la sostenibilidad futura de los proyectos, es así que se define:

TABLE 12: THIRD PEACE LABORATORY'S GLOBAL OPERATIONAL PLAN

Sector	Estrategia
Políticas de Apoyo	<ul style="list-style-type: none"> Respaldo del Gobierno Nacional como se evidencia en lo consignado en el Plan Nacional de Desarrollo 2002-2006 "Hacia un Estado Comunitario" y el del 2006-2010; apoyo a Programas de Desarrollo y Paz, como un componente fundamental del capítulo de desarrollo en zonas deprimidas y de conflicto El CONPES 3278 del 2004 autoriza a la Nación para la operación de un crédito con el Banco Mundial que da lugar a la primera fase del Programa "Paz y Desarrollo" y se constituye a la vez en la contrapartida nacional para los Laboratorios de Paz financiados por la Unión Europea.
Medio Ambiente	<ul style="list-style-type: none"> En este marco, el objetivo es promover modelos de producción ambientalmente sustentable y económicamente rentables para detener y revertir las actuales tendencias de deterioro de los recursos ambientales y para el mejoramiento de los ingresos y las condiciones de vida de las familias rurales. El Laboratorio de Paz III propiciará la articulación entre todas las instituciones gubernamentales y sociales que trabajan por el medio ambiente. Se tendrán en cuenta las áreas de protección ambiental nacionales, regionales y locales establecidas por ley a fin de promover proyectos de conservación, recuperación, restauración y uso sostenible de los recursos naturales
Aspectos socioculturales	El acompañamiento a los proyectos sociales y productivos, contempla una consulta a los factores socioculturales de las familias campesinas y de los pobladores rurales y urbanos participantes en el Programa. Esta forma de intervención garantizará la aplicación de una metodología participativa, y de tecnologías que respeten y aprovechen las potencialidades y conocimientos tradicionales de la región, en un contexto de diálogo de saberes, entre comunidades populares, técnicos, profesionales y funcionarios.
Genero	Se ha contemplado, por medio de consultas con instituciones y organizaciones sociales participantes (con amplia participación de mujeres y organizaciones de mujeres), una serie de actividades dentro de su estrategia de intervención (como educación, capacitación, atención psico-social y proyectos socioeconómicos comunitarios) que tienden a fortalecer la participación de mujeres en condiciones de igualdad con los hombres.
Capacidad institucional y de gestión	<p>Desde dos perspectivas estratégicas:</p> <p>Desde la perspectiva de la entidad ejecutora, mediante el establecimiento de múltiples alianzas para configurar una estructura de ejecución poli institucional, que sume experiencias, conocimientos y capacidad de gestión.</p> <ul style="list-style-type: none"> A nivel Nacional: Acción Social será apoyada en la implementación por el Departamento Nacional de Planeación DNP y podrá ser acompañada por el Programa de Naciones Unidas para el Desarrollo (PNUD), a través de su programa REDES A nivel regional: Alianzas con el PDP en el Meta y el de la región de Montes de María, para potenciar y complementar las capacidades técnicas y políticas de CORDEPAZ y FRDPMM que en su carácter de Entidades Coordinadoras Regionales, fortalecerá y ampliará su política de alianzas que se orientarán a promover la sostenibilidad económica, política y social de las acciones del Laboratorio. Adicionalmente, promoverá la construcción de alianzas con Administraciones Municipales y Gobernaciones Departamentales, con empresas privadas con interés en el territorio. Este tejido de alianzas amplifica la capacidad ejecutoria y brinda un sustrato para la viabilidad política y sostenibilidad a largo plazo del programa <p>Desde la perspectiva de las organizaciones ejecutoras y/o organizaciones de beneficiarios finales la estrategia de ejecución del Laboratorio de Paz III privilegia acciones tendientes a mejorar la capacidad organizacional y a promover el establecimiento de redes entre diversas organizaciones para alcanzar propósitos comunes. Así como, la promoción de intercambio de experiencias y de encuentros subregionales de organizaciones participantes en el Laboratorio de Paz.</p>
Análisis de sostenibilidad Post-Proyecto	<p><u>Eje 1. Paz y Derechos Humanos:</u> Enfatizar las actividades de fortalecimiento de las organizaciones sociales, como sujeto en construcción que impulse Planes de Desarrollo centrados en la defensa y protección de los derechos humanos y la aplicación del DIH; ganando capacidad en la generación de dinámicas locales y regionales de concertación y negociación hacia la paz, y capacidad de convocatoria hacia la institucionalidad pública y privada</p> <p><u>Eje 2. Procesos sociales y políticos:</u> Los proyectos tendrán como misión central consolidar espacios de concertación y negociación con las administraciones públicas, no sólo con la intención de que tales iniciativas se vean reflejadas en los Planes de Desarrollo, sino también que logren status de política pública. Para ello se cruzara esos énfasis con el CONPES que sobre la reducción de la extrema pobreza aprobó el Gobierno de Colombia y se harán los arreglos</p>

respectivos.

Eje 3. Procesos productivos sostenibles: Hacia su sostenibilidad enfatizar en los siguientes aspectos:

- Incorporación o profundización de la dimensión ambiental en los procesos productivos, mediante la reorientación del uso del suelo, la planificación agropecuaria por finca y de las prácticas tecnológicas deteriorantes.
- Exigencia de Planes de Manejo Ambiental, para proyectos con alto riesgo ambiental.
- Fortalecimiento de las organizaciones sociales de los productores, especialmente en los aspectos de generación de capacidades para el manejo post-cosecha, la identificación y gestión de mercados y, en general, la comercialización de insumos y productos.
- Impulso de procesos de transformación agroindustrial, hacia productos con ventajas competitivas y aumentar el valor agregado, para la diversificación de la oferta productiva, la dinamización de la demanda, y la construcción de un mercado interno regional fuerte.
- Finalmente, la articulación de los procesos productivos rurales y urbanos, de tal manera que la relación urbano- rural se retroalimente en términos sociales y económicos en un doble sentido, conformando una estructura socioeconómica integrada, no extractivista, de perfil industrial, generadora de empleo y con mayores posibilidades de articulación a los circuitos económicos extraregionales.
- Crear las condiciones para consolidar las economías locales, como puntos de servicios, de transformación de productos primarios y de distribución y consumo, como la contraparte necesaria del desarrollo rural hacia un modelo de desarrollo endógeno.

I.1.5.2 Evidence of State presence in the programmes' intervention zones.

Tomando experiencias de gobiernos anteriores y experiencias regionales, el actual gobierno diseñó y se encuentra en implementación un completo programa para la atención a las víctimas del conflicto y la erradicación de la pobreza extrema. Estos proyectos se ejecutan en los departamentos o regiones donde la unión Europea ha invertido recursos, y en el caso de los programas de Laboratorios de Paz, se evidencia una incidencia directa de las acciones financiadas por UE. Sin embargo, en la mayoría de los programas desarrollados, es difícil encontrar evidencias sobre la incidencia de la cooperación de UE en la implementación de estos programas. A continuación se detallan los diferentes programas:

TABLE 13: PROGRAMMES FINANCED BY THE GOc IN THE AREAS BENEFITTING OF EC INTERVENTIONS

Unidades Estratégicas	Líneas de Acción
Superación de la Pobreza	<p><u>Familias en Acción:</u> El programa Familias en Acción consiste en otorgar un apoyo monetario directo a la madre beneficiaria, condicionado al cumplimiento de compromisos por parte de la familia. En educación, al garantizar la asistencia escolar de los menores y en salud, con la asistencia de los niños y niñas menores a las citas de control de crecimiento y desarrollo programadas</p> <p><u>Red Unidos:</u> La misión de la Red UNIDOS es: promover acciones coordinadas para reducir significativamente la desigualdad y la pobreza extrema en Colombia; y su visión es que todos los colombianos tengan las mismas capacidades y oportunidades para alcanzar la prosperidad. La Red UNIDOS continuará operando bajo el mismo esquema y lineamientos de la Red JUNTOS, pero tendrá nuevos elementos como la promoción de la Innovación social y la participación comunitaria, y el abordaje de trampas de desarrollo local bajo el marco de convergencia regional.</p>
Atención a Desplazados	<p><u>Modelo de Atención Integral del SNAIPD</u> para el Goce Efectivo de los Derechos, GED. El Modelo de Atención está compuesto por tres líneas de acción a saber, la Prevención y Protección, Atención Integral (AI), Verdad Justicia y Reparación; las cuales cuentan con el proceso continuo del retorno y reubicación. Estas acciones se realizan con cuatro elementos de carácter transversal: enfoque diferencial, capacidad institucional y sistemas de información, participación y articulación territorial.</p> <p><u>Prevención:</u> La prevención del desplazamiento forzado parte de la concepción de evitar, disuadir o mitigar la ocurrencia de graves infracciones al</p>

	<p>DIH mediante el fortalecimiento de la presencia institucional en zonas de vulnerabilidad lo cual genera mecanismos de protección para la población civil. Las estrategias de la Subdirección de Atención a Población Desplazada en el tema de Prevención del desplazamiento forzado se desarrollan en 3 actividades principales: Información para la Acción, Coordinación Interinstitucional y desarrollo de Misiones Humanitarias</p>
	<p><u>Acción Humanitaria de Emergencia:</u> Programa encaminado a brindar apoyo alimentario y no alimentario a La población en situación de desplazamiento para garantizar su subsistencia mínima en alimentación, manejo de abastecimientos, aseo personal, alojamiento temporal, atención médica y psicológica. Adicionalmente, como parte de la atención humanitaria, se brinda orientación a la población sobre la carta de derechos, los procedimientos para acceder a los servicios estatales, entre otros.</p>
	<p><u>Protección de Tierras y Patrimonio de la Población Desplazada por la Violencia:</u> El proyecto, originalmente tuvo como principal objeto de intervención la protección de las tierras y territorios afectados por la violencia o el desplazamiento. Sin embargo, su accionar actual se extiende hacia otros campos de trabajo que propenden por la formalización y restitución de los derechos sobre tierras y territorios abandonados o despojados. Así mismo, trabaja con equipos interdisciplinarios en diez regiones del país: Antioquia; Caribe (Bolívar, Sucre, Magdalena, Atlántico y Córdoba); Guajira-Cesar, Centro (Bogotá, Meta y Cundinamarca); Chocó; Magdalena Medio-Santander; Norte de Santander-Arauca; Tolima-Huila; Valle del Cauca-Cauca; Nariño; y próximamente, Putumayo</p>
<p>Atención a Víctimas de la Violencia</p>	<p><u>Programa de Atención a Víctimas de la Violencia:</u> Objetivos: (i) Prestar asistencia humanitaria de emergencia a los habitantes del país que sufran deterioro en sus bienes, heridas leves sin incapacidad permanente, amenazas o secuestro. (ii) Prestar ayuda solidaria a la población civil afectada en su vida (iii) Coordinar con asistencia en materia de salud.(iii) Brindar asistencia en materia de crédito a través de subsidios de redescuento. (iv) Prestar asistencia en materia educativa mediante la expedición de certificaciones que eximen de pago de matrícula y pensiones</p> <p><u>Fondo para la Reparación de las Víctimas (FRV)</u> tiene las funciones, por disposición del artículo 55 de la Ley 975 de 2005 2.1 Liquidar y pagar las indemnizaciones judiciales de la que trata la presente ley.2.2 Administrar el Fondo para la Reparación de las Víctimas2.3 Adelantar otras acciones de de reparación cuando a ello haya lugar 2.4 Las demás que señale el reglamento.</p> <p><u>Asistencia Humanitaria</u> Los beneficiarios son las personas que tienen derecho a recibir la asistencia humanitaria que el Estado otorga a las víctimas de la violencia</p>
<p>Recuperación y Desarrollo Territorial</p>	<p><u>Grupos Desarrollo y Paz:</u> Implementación de programas como los Laboratorios de Paz que son su modelo privilegia la gestión descentralizada y a los sujetos responsables de su propio desarrollo, que buscan alternativas para la construcción colectiva de la paz en el país. Cobertura de 235 municipios en 22 Departamentos, apoyados alrededor de 1330 proyectos de Cultura de paz y Derechos Humanos, Gobernabilidad Participativa, y Desarrollo Productivo.</p> <p><u>Programa contra Cultivos Ilícitos –PCI:</u> tiene como propósito afianzar los procesos integrales y sostenibles de erradicación manual de cultivos ilícitos y de desarrollo alternativo que vienen siendo implementados, en armonía con las estrategias de consolidación, en áreas afectadas por cultivos ilícitos o en riesgo de estarlo, que lleven a la reducción de siembras ilegales y del fortalecimiento de la cultura de la legalidad, y por consiguiente a la conformación de zonas libres de cultivos ilícitos.</p> <p><u>Programa Especial Línea Desarraigado:</u> Hace parte de la estrategia de cooperación para Colombia que se viene trabajando en el marco de las conclusiones de la mesa de Cooperación con el grupo del G-24, y el programa centra sus esfuerzos en la población desplazada y vulnerable de acogida para mantener y reforzar la dimensión del desarrollo, priorizando la estabilización socio económica en las fases de reintegración y reubicación de los ciclos de desplazamiento y desmovilización</p>
<p>Inclusión Productiva y Generación de Capacidades</p>	<p><u>La Red de Seguridad Alimentaria – RESA</u> Es un programa con un enfoque sociocultural que, partiendo de las riquezas de nuestro país (clima, diversidad de suelos, variedad de especies de flora y fauna, energía solar, agua, etc.), así como de la sabiduría de la población, tiene como propósito generar en las comunidades un “cambio de actitud”, de manera que se establezcan unidades de producción de alimentos para el autoconsumo, se promuevan hábitos alimentarios y condiciones alimentarias saludables en el consumo y se promueva el uso de alimentos y</p>

productos locales; como parte de una estrategia que contribuye a la disminución del hambre en la población en condición de pobreza y vulnerabilidad

Infraestructura y Habitar: El Proceso de Infraestructura tiene como objetivo general la creación de oportunidades que posibiliten los logros económicos y sociales de los individuos, a través de la construcción de proyectos integrales de infraestructura en los municipios que por haber sido afectados por la violencia, la pobreza y la presencia de cultivos ilícitos, han sido focalizados por acción social para su intervención. El proceso de Infraestructura construye obras en los sectores de: agua potable y saneamiento básico, energía, vial, transporte, educación, salud, recreación, cultura, deporte, desarrollo comunitario, productivo y urbanismo

Generación de Ingresos: Proceso que complementa los esfuerzos del Estado, de las organizaciones privadas y de la cooperación internacional para contribuir a la superación de la pobreza de las familias vulnerables y desplazadas a través de actividades sociales, económicas y ambientales viables y sostenibles, que reconozcan la diversidad cultural y que promuevan el mejoramiento de los ingresos lícitos, la conformación progresiva de redes productivas, el autoconsumo, el fortalecimiento de las capacidades de las personas y el aseguramiento de sus activos

Ingreso Social: Busca generar cadenas de bienestar en sus miembros participantes, entendida como la posibilidad de generar ingresos con garantías para las familias, a través de la vinculación inmediata a un empleo formal y les ofrece la oportunidad de adquirir conocimientos, destrezas y habilidades que mejoren sus competencias permitiéndoles insertarse en la economía formal en un futuro

I.1.5.3 Effective support of national government to regional peace policies' definition and implementation.

- El componente político definido en el marco del III laboratorio de paz busca apoyar la formulación de una política pública de paz y desarrollo incluyente en el marco de la Constitución Política del País. Para esto se crea el comité de Diálogo de Paz, conectado con el trabajo de la dirección de Justicia y Seguridad de DNP. Los espacios generados de este componente han permitido recoger las experiencias locales y regionales para la implementación de políticas del gobierno. Es así, que como producto de los encuentros realizados en los temas de Derechos Humanos en Barrancabermeja el 10 de septiembre de 2009 y en lo concerniente a la temática de Tierras el 21 y 22 de julio en Cali, se realizaron recomendaciones al documento base del Plan Nacional de Desarrollo, y en documento¹⁴ y presentación¹⁵ elaboradas por DNP, se evidencia la incidencia de los resultados de los talleres, en la elaboración del Plan Nacional de Desarrollo 2010-2014. Las recomendaciones se hicieron en:
 - ✓ Paz y Derechos Humanos: Reconciliación, Prevención y Reparación.
 - ✓ Tierras, Territorios y Territorialidades: Restitución; Acceso, tenencia y formalización de tierras; Estrategias productivas que generan arraigo; Colectivos y territorio
- De acuerdo con información encontrada en documento: Evaluación de Medio Término del Programa Laboratorio de Paz III: “ Se consideran como efectos potenciales y estratégicos para la sostenibilidad de los procesos del LP III los Pactos de Gobernabilidad a desarrollarse en el marco del fortalecimiento institucional. Los pactos de gobernabilidad, que se construirán a nivel regional y departamental, tienen la ventaja de facilitar la planificación territorial y la ejecución de acciones concertadas entre los municipios; aunque su concepción cuenta también con limitaciones o riesgos, como en los casos en que la competitividad del territorio sea su eje principal o no se logren incorporar temas relevantes para las regiones (como la tenencia de la tierra, manejo ambiental, ordenamiento territorial, profundización de la descentralización y acompañamiento-seguimiento a los procesos del LP III).

¹⁴ Dirección de Justicia, Seguridad y Gobierno. Grupo Paz y Desarrollo. Revisión de recomendaciones producto de los encuentros de Dialogo de Políticas en el documento “Bases del Plan Nacional de Desarrollo 2010-2014. DNP 2011

¹⁵ DNP. Presentación: Plan Nacional de Desarrollo 2010-2014: Prosperidad Para Todos. Junio de 2011

En este sentido, los Foros Programáticos realizados entre mayo y octubre de 2011 por la Alianza por la Democracia, el Desarrollo y la Construcción de Paz realizó con candidatos a la Gobernación del Meta y en 20/29 Alcaldías del departamento, permitieron: Acordar unos "mínimos regionales para la reconciliación y la paz". Como resultado concreto, se firmaron 20 acuerdos sociales o "pactos éticos de gobernabilidad", dato relevante si se tiene en cuenta que 19/20 de los Alcaldes electos participaron en los Foros.

I.1.5.4 Local social networks prove to meet the conditions for continuing to contribute to peace-building and social fabric strengthening.

Existen algunas evidencias y ejemplos de organizaciones y redes sociales locales, que por el grado de consolidación, su fortalecimiento organizacional, los procesos de formación de sus integrantes y por el grado de participación en espacios públicos en sus localidades, reúnen las condiciones para continuar contribuyendo a la construcción de paz en sus regiones. Algunos ejemplos son:

La Red de Mujeres Narrar para Vivir, se creó hace varios años como resultado de la barbarie en la región de Montes de María. Esta Red logró formular su propio plan estratégico y una agenda de coordinación e interlocución con instituciones públicas y organismos nacionales e internacionales vinculados al territorio, elaboró documentos sobre reparación y justicia transicional, tierras y derechos de las víctimas, que fueron presentados ante el Congreso. La Red se integró al trabajo de reconstrucción de la memoria histórica y a los comités municipales de atención a población en situación de desplazamiento forzado. Realizó un foro regional sobre la situación de DD.HH. y memoria histórica, y como símbolo de resistencia y exigencia a los derechos a la verdad, justicia, reparación y garantía de no repetición, las mujeres en sus municipios realizaron plantones. La Red logró mayor cohesión, estructura interna y alianzas con órganos públicos y privados, estatales y no gubernamentales.

Asociación Provincial de Víctimas a Ciudadanas/os (Antioquia, Colombia): Esta red de redes de víctimas surge después del Encuentro Regional de víctimas en Nariño en el 2005, en el que participaron aproximadamente 600 víctimas representantes de los 23 municipios, con el objeto de promover la formulación colectiva de una agenda para la gestión del conjunto de derechos de las víctimas: Verdad, Justicia, Reparación y No-repetición. APROVIACI construyó y presentó a gobiernos locales y nacionales la agenda pública, construida colectivamente con propuestas de las cuatro subregiones (altiplano, embalses, bosques y páramo), y dirigidas tanto a gobernantes como a desmovilizados, civiles y las mismas víctimas.

Corporación Mesa Campesina Regional de los Montes de María –MMA-, Corpomecam:

60 líderes, jóvenes y mujeres campesinas, 3000 campesinos y campesinas de los 15 municipios de la región de los Montes de María participaron en procesos de incidencia en políticas públicas locales, regionales y nacionales de tierras y desarrollo rural sostenible. Se afiliaron a la asociación Convergencia Caribe que agrupa a organizaciones afro, indígenas y campesinas del Caribe. A nivel regional crearon y reactivaron dos Consejos de Desarrollo Rural, instituciones fundamentales para incidir en la toma de decisiones en temas ambientales y agropecuarios a nivel local.

El proceso de incidencia campesina se materializó en sesiones municipales, mesas agrarias subregionales y agendas agrarias locales, las cuales aportaron insumos para la elaboración de una agenda regional que compiló la apuesta campesina en torno a tierras y desarrollo rural sostenible, presentada al Ministerio de Agricultura e Incoder, aprovechando la celebración del Día del Campesino, organizado por la Anuc y otras organizaciones del sector. Las Organizaciones articularon acciones y alianzas a nivel nacional con Incoder y el Ministerio de Agricultura, con Cecar y el Pnud que coadyuvó en el desarrollo de varias de sus apuestas. La Anuc, como ejecutora del proyecto elaboró reuniones de rendición de cuentas y de socialización de las acciones enmarcadas en el IILP.

I.1.5.5 The previous and current regional and local budgets demonstrate a sustained effort in favour of peace building and strengthening.

Los planes de desarrollo departamentales en el periodo 2008 – 2011, en las regiones objeto de estudio; han asignado importantes recursos a las iniciativas que promueven la construcción de Paz, particularmente el fortalecimiento de los programas de Desarrollo y Paz implementados en sus territorios. El siguiente cuadro, ilustra la asignación presupuestal de los departamentos de Antioquia, Norte de Santander, Meta y Nariño.

TABLE 14: DEPARTMENTAL BUDGET 2008-2011

Programa	Descripción Acción	Presupuesto de Inversión 2008-2011
Plan de desarrollo departamental: “Antioquia para todos, manos a la obra 2008 – 2011”	Líneas Estratégica 1. Desarrollo Político, Capítulo 3. PAZ Programa 11: Apoyo al Programa Laboratorio de Paz del Oriente Antioqueño:	\$ 416 mil millones
Plan de desarrollo departamental, Norte de Santander: “Un norte para todos” 2008 - 2.11	Eje estratégico para el desarrollo económico: 2. Un norte con más y mejores oportunidades para todos. Capítulo 2.1.6 Fronteras y Cooperación Internacional. Fortalecimiento de los programas II Laboratorio de Paz y Desarrollo	\$ 28.240 millones
Plan de desarrollo departamental, Meta: “Unidos Gana el Meta” 2008 – 2011	Eje estratégico 3.1 Desarrollo social con perspectiva de derechos. Capítulo: 3.8 Paz y Convivencia, subprograma: Laboratorio de paz III Meta: Apoyo financiero y acompañamiento técnico y gerencial del Laboratorio de Paz III.	Information not available
Plan de desarrollo departamental, Nariño: “Adelante Nariño” 2008 – 2011	Eje estratégico 5.1 Vida y Paz; Programa: seguridad, convivencia ciudadana, derechos humanos y derecho Internacional humanitario. Programa: 5.2.1 Más ingresos con prioridad en la población en situación de pobreza. fortaleciendo el apoyo a los Programas de Paz y Desarrollo y Laboratorios de Paz	\$ 7.917 millones \$ 16.904 millones

I.1.5.6 Effective proofs of support to peace building and strengthening by economic actors and other Non State Actors.

Hay evidencias del involucramiento y el efectivo apoyo de las empresas privadas para continuar con los procesos implementados en el marco de los programas de LAB de Paz y Desarrollo Regional paz y estabilidad.

- **En la región de los Montes de María en el marco de la implementación del proyecto** “Construcción de activos de las redes productivas de la región Montes de María”, se elaboró un ejercicio en busca de sensibilizar y vincular a las empresas presentes en la región, con el objeto de que se conviertan en actores activos y participativos que dinamicen los procesos económicos locales a través de la implementación de programas de responsabilidad social empresarial RSE, entre otros mecanismos. En este sentido, se realizó la construcción participativa de una propuesta de modelo de RSE para la región, en la cual productores, instituciones y empresarios de la región definieran, de acuerdo con sus intereses y expectativas, los lineamientos de un programa de RSE que responda a las necesidades de la región de los Montes de María.

En el taller realizado el Lunes 20 de Abril de 2009 en la ciudad de Cartagena, participaron organizaciones de productores de las cadenas priorizadas en la región, instituciones de apoyo y empresas vinculadas al territorio como lo son ECOPELROL, ISA, Grupo Nutresa, Comexa, entre otras. En el marco de este modelo de responsabilidad social empresarial para la región, se iniciaron dos proyectos para el fortalecimiento de las cadenas productivas en la región con el apoyo de empresas como ECOPELROL, Grupo Nutresa y Bimbo, dando continuidad a los procesos desarrollados en el marco de LAB III

- Las corporaciones y/o fundaciones encargadas de promover los programas de Desarrollo y Paz en las regiones fueron creadas por diferentes organizaciones de la sociedad civil y por algunas empresas representativas de la región. Tal es el caso de CORDEPAZ en el oriente antioqueño que surge como una iniciativa de la como iniciativa de la Diócesis Sonsón, de Rionegro, ISA, ISAGEN, PROANTIOQUIA, entre otros; y promovida por la red PRODEPAZ. Estas organizaciones y actores económicos hacen parte de la junta directivas de estas corporaciones y en algunos casos son socios de las mismas. Desde estos espacios, los diferentes actores apoyan la ejecución de los programas de desarrollo y paz implementados en la región. Igualmente sucede con la Fundación Red Desarrollo y Paz de Montes de María y CORDEPAZ en el META.

Sources of verification :

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Plan de desarrollo departamento 2008 – 2011 "Salvemos todos a Bolívar

Plan de desarrollo departamental 2008 – 2011 "Arriba el Cauca"

Plan de desarrollo departamental 2008 - 2011, Norte de Santander: "Un norte para todos"

Plan de desarrollo departamental , Sucre: "Liderazgo Social y Confianza"

Plan de desarrollo departamental 2008 – 2011 , Nariño: "Adelante Nariño"

Plan de desarrollo departamental 2008 - 2011, Meta: "Unidos Gana el Meta"

Desarrollo Económico Local y Comercio en Colombia' Mid Term Evaluation (2010)

: WWW.AGRONET.GOV.CO Encuesta Nacional Agropecuaria

[III PEACE LABORATORY ALA/2006/017-668](#)

Convenio de Financiación entre la Comunidad Europea y la Republica de Colombia "Tercero Laboratorio de Paz", ROM Report 2007, ROM Report 2008, ROM Report 2010, ROM Report 2011, Mid-term Evaluation' Final Report' 2009/218715; Guidelines for the Calls for Proposals like 'Guía para los solicitantes de Subvenciones Tercer Laboratorio de Paz – Región Meta Convocatoria Abierta Desarrollo Regional' - No Referencia EuropeAid/127-081/M/ACT/CO ; Guía para los solicitantes de Subvenciones Tercer Laboratorio de Paz – Región Montes de María Convocatoria Abierta Desarrollo Regional' - No referencia EuropeAid/127-079/M/ACT/CO identifies also new sector of intervention within the strategic

component of Integral Sustainable Development.

[DESARROLLO REGIONAL, PAZ Y ESTABILIDAD DCI-ALA/2008/020-155](#)

European Commission "Convenio de Financiación entre la Comunidad Europea y la Republica de Colombia , Action Fiche; ROM 2010

[DESARROLLO ECONÓMICO LOCAL Y COMERCIO EN COLOMBIA" DCI-ALA/2007/019-004](#)

European Commission "Convenio de Financiación entre la Comunidad Europea y la Republica de Colombia "Desarrollo Económico Local y Comercio en Colombia"; ROM 200, ROM 2011, Mid-term Evaluation BENEf 2009 - Lot 10 - Trade, Standards and Private Sector EuropeAid/127054/C/SER/multi" (November 2010),Presupuesto programa 2010", Presupuesto programa 2011"

Methods :

- Document analysis; Case studies (bilateral programmes analysed more in-depth), Inventory Analysis; Analysis of interviews

EQ2: RULE OF LAW, JUSTICE AND HUMAN RIGHTS

EQ 2	To what extent has EC support contributed, and is at present contributing, to strengthening the rule of law throughout the country?
<p>Evaluation criteria: Relevance, Effectiveness, Impact, Sustainability</p> <p>Key issues: Vulnerable populations, gender, human rights, democracy</p>	
<p>RATIONALE:</p> <p><i>The question is focused on the justice sector in the country. It aims at weighing the relevance of the EC's intervention in this area as compared to the needs and priorities expressed in the country (via its national development strategies, sector strategies, etc. but also via policy dialogue with the EC), as well as its effectiveness. It will assess the contribution of EC support to strengthening the justice sector with a view to decreasing impunity in the country (an approach at present taken through institutional support to the penal system); to improving assistance to victims of the armed conflict (through the application of the Justice and Peace Law and the defence of victims' rights to truth, justice and reparation); and to improving citizens' trust in the legal system and the judicial institutions.</i></p> <p><i>It also aims to assess the impact and sustainability of the EC's interventions in the justice sector, more specifically regarding the contribution to strengthening the Rule of Law throughout the country through a more effective legal system, safeguarding human rights and promoting good governance.</i></p> <p><i>Among other sources of information, the question will cover some of the interventions that have addressed these sectors during the first or second programming phases of the evaluation period: (1) Strengthening of the Justice Sector for Impunity Reduction in Colombia (10.5 M€); (2) Institutional Strengthening for assistance to conflict victims (7.4 M€); and (3) Protección y promoción de los DDHH, democracia y Estado de Derecho en Colombia (1.41M€).</i></p>	
<p>SOURCES OF INFORMATION</p> <p><i>The answer presented below is based on several sources:</i></p> <ul style="list-style-type: none"> ▪ <i>Interviews with EC officials and with national stakeholders in Bogotá</i> ▪ <i>Analysis of the Colombian national context in relation to the rule of law, the impunity situation, the application of the transitional justice framework and the protection of victims' rights to truth, justice and reparation</i> ▪ <i>Analysis of EC policy and strategy evolution</i> ▪ <i>Inventory of EC financial commitments</i> ▪ <i>Analysis of selected interventions: (1) Strengthening of the Justice Sector for Impunity Reduction in Colombia (10.5 M€); (2) Institutional Strengthening for assistance to conflict victims (7.4 M€); and (3) Protección y promoción de los DDHH, democracia y Estado de Derecho en Colombia (1.41M€).</i> ▪ <i>Analysis of all CSP/NIP for the programming periods 2002-2006 & 2007-2013</i> ▪ <i>Field assessment of relevant policy evolution and incorporation of EC related policy commitments into country programming and interventions.</i> 	

OVERVIEW RESPONSE

Regarding the rule of law in Colombia, the EC has made significant contributions to the implementation of the new Penal Oral Accusatory System (POAS). It has also helped strengthen the capacity of the institutions charged with application of the country's transitional justice framework, the Justice and Peace Law, and the protection of victims' rights to truth, justice and reparation.

When assessing these EC contributions to the strengthening of the rule of law and protecting victims' rights it is useful and reasonable to differentiate between, on the one hand, achievements regarding the strengthening of the relevant Colombian institutions and the capacity of victims to participate in the transitional justice process and claim their rights to truth, justice and reparation, and on the other hand the entrenched impunity situation.

With respect to institutional strengthening, the evidence suggests that bilateral EC interventions (FORJUS and FORVIC) have made specific contributions to (a) increasing Colombia's capacity to implement the POAS by strengthening the administrative capacities of primarily the CSJ, Defensoría, Fiscalía and Procuraduría; and (b) strengthening the Colombian State's capacity to assist victims within the transitional justice framework (Justice and Peace Law) through interventions in the Defensoría, Fiscalía and the Ministry of Justice. Key activities have included supporting the establishment of the 'carrera fiscal'; the design of a management model and its regulations for the holding of virtual hearings for the CSJ; the creation of the Centro de Prueba e Investigación para la Defensa Pública and the Centro para la Observación del Sistema Penal Acusatorio at the Procuraduría; improving the State's legal assistance to victims through strengthening the protocols and mechanisms for the training of operators of the National System for Transitional Justice; wide dissemination among victims of information of the legal framework for transitional justice; and creation of a Mobile Unit for improved access to victims in rural areas. Through thematic interventions such as the project 'Protection and promotion of human rights, democracy and the rule of law in Colombia', the EC has contributed to enhancing victims' capacity to participate in the transitional justice process and make claims.

Within the framework of this evaluation it is not possible to establish the discrete impact of the EC interventions on the functioning of the POAS and the transitional justice system and legal assistance to victims. However at a general level of analysis there is evidence that the length of judicial proceedings has dropped significantly and there has been an increase in the rates of investigation, legal examination and of the number of judicial hearings since the POAS began to be rolled out in 2005. With respect to improving legal assistance to victims there is both 'hard' and 'anecdotal' evidence that, for instance, a number of judicial cases involving paramilitaries and members of the Colombian armed forces have been reactivated; that there have been advances with respect to fomenting the 'auto-reconocimiento de las víctimas en tanto sujetos de derecho'; and that the operators of the transitional justice system are providing an improved service to victims (e.g. by means of the Mobile Unit).

With respect to the impunity situation in Colombia, we found no evidence that it has improved during the evaluation period, particularly after the new POAS began to be gradually rolled out in 2005. In this regard it is important to note that there are numerous reasons for this and that there is no consensus among justice operators and practitioners and legal scholars on the most appropriate approach to studying the phenomenon of judicial impunity in Colombia. The same applies to measuring the effectiveness of the new POAS with respect to reducing high impunity rates.

Among the main persisting problems of Colombia's justice system with respect to the impunity situation are the lack of a state 'criminal policy' (política criminal); the low capacity of the judicial system to investigate complex cases and even the so-called 'flagrant cases', which show relatively modest rates of conviction; shortcomings with respect to investigation of human rights violations involving problems of coordination and cooperation between the ordinary and military justice systems; limited coordination and cooperation between different parts of the ordinary justice system; limited supply of, and access to, justice across many parts of the national territory, especially in rural areas; limited citizen trust in the institutions of the justice system; and the existence of a 'culture and tradition of impunity in Colombia' which is exacerbated by the country's protracted internal armed conflict and high levels of criminality. With respect to transitional justice, it is of course of great concern that so far there have only been four convictions of former paramilitaries out of a total of more than 4,000 slated for prosecution under the JPL. This very low number of convictions since late 2006 when application of JPL started indicates that the process is faltering and particularly that the rights to justice and reparation through the transitional

justice system of victims are not guaranteed.

Given this complex picture, it would not be reasonable to expect that the analyzed EC contributions to strengthening the rule of law in Colombia during the period 2002-2010 could have fundamentally changed the impunity situation in the country

JC 2.1:

The EC support strategy reflects the evolution of national needs and priorities

I.2.1.1 National priorities in the justice sector as contained in the successive National Development Plans between 2002 and 2011, and other Colombian policy programming documents as well as independent studies or analyses, are reflected and analysed in EC programming documents (CSP/NIP) and political dialogue and cooperation documents

EC programming and other documents generally reflect Colombian priorities in the justice sector but are not always very specific and sometimes present issues related to justice in a markedly different light than the Colombian government. For instance, the 2002-2006 CSP states that ‘the judicial system has been identified by numerous analysts as one of the weak points of the Colombian State: it is not present all over the territory, it needs training and seems to be perceived by the population as inefficient or even unjust’ (p. 27). The National Development Plan of the same period emphasizes problems such as the access to justice, the lack of coordination between the different institutions of the justice system and the introduction of the new oral accusatory system. There is an interesting dissonance between the National Development Plan of 2006-2010, which refers to justice in the context of the ‘democratic defence and security policy’ and not in its own right (there is no chapter or subchapter on justice in the plan), and the CSP 2007-2013. The EC document, in turn, maintains the line of its predecessor and perceives the strengthening of Colombia’s justice system as a necessary condition for peace and development. It states, for instance, ‘the judicial apparatus is overloaded, the backlog of cases is growing and with it penal impunity. The defective operation of justice is a factor that undermines public confidence and results in a tendency to resolve conflicts by extrajudicial means’ (p. 11). Interestingly, the CSP 2007-2013 does not refer much at all to the Justice and Peace law, which is quite prominent in the NDP 2006-2010 and is also contained in the NDP 2010-2014, though less prominently than in the previous one. However, the project “Institutional strengthening for assisting victims of conflict” (FORVIC) (DCI-ALA/2008/019-588), which started in 2009, does focus on the challenges of JPL implementation, particularly the importance of increasing the response capacity of the state to the demands for truth, justice and reparation; increasing victim participation in, and access to, transitional justice mechanisms, and increasing the capacity of the Colombian inter-institutional instances to respond to demands from victims.

I.2.1.2 Evidence of public sector and NSA involvement both in the identification of priorities and in programme formulation

Representatives of the Colombian government, state entities and civil society were consulted by the EC delegation in Bogota during the process of the elaboration of CSP 2007-2013. See Annex 14 of the CSP. It appears that similar consultations took place with CSO – and most likely the government - for the CSP 2002-2006 (**MN 016 field phase interviews**). Other evidence can be found in program documents. I cite here 2 examples. The POA of the Project ‘Fortalecimiento del sector justicia para la reducción de la impunidad en Colombia’ (FORJUS) (Morena Mori et al., 2005) refers to Colombian participation in project planification: ‘al momento de la redacción del presente documento, la Misión ha desarrollado las acciones necesarias para la planificación del proyecto. Se ha cumplido con la formulación del POG, para cuya concreción se contó con la activa participación de las Instituciones Sociales que han trabajado en la redacción de las fichas de acción, de los presupuestos y han contribuido a mejorar la filosofía general de la intervención. Este mismo trabajo ha permitido que las Instituciones internalicen las posibilidades, los alcances axial como los límites de un proyecto de estas dimensiones’ (p. 11). As part of the recommendations on how to strengthen the program, the 2008 mid-term review report states, ‘el programa podría trabajar en la identificación y fortalecimiento de dichas comunidades de base. Esto podría hacerse posiblemente a través del trabajo coordinado con Actores no Estatales (ANE) nacionales o internacionales, con reconocida capacidad de gestión y experiencia en programas de fortalecimiento de la sociedad civil en Colombia’ (p. 58). Interviews with representatives of Colombian state entities and civil society organizations during the field phase of this evaluation revealed that the former underlined that there had been much Colombian involvement in the design of the bilateral interventions and a clear response to Colombian priorities by the EC (MN104); while the latter highlighted that NSA involvement in

the design and implementation of thematic interventions took place, though not with respect to the CSPs which they were only asked to validate, but there appears to have been a decline in involvement and dialogue after 2007. (**MN 016 field phase interviews** and MN102). CSO representatives also flagged that in relation to EC cooperation in the field of justice they engaged in dialogue with different Colombian government and state entities (e.g. Fiscalía, Ministerio del Interior y de Justicia, Vice-Presidency) on the structuring of the interventions but there were “pocos compromisos de las autoridades” (MN102).

I.2.1.3 Key State and non-State stakeholders at local, regional and/or national levels confirm the consistency and responsiveness of EC support to national priorities

Interviews during the field phase revealed that key state stakeholders (Defensoria, Ministerio de Justicia, Fiscalía, CSJ) confirmed the consistency and responsiveness of EC support to national priorities. Bogota-based NSA provided a more nuanced picture, highlighting that EC cooperation played a vital role in responding to their priorities, especially in the period 2002-2007 and with respect to human rights and the defence of the rights to truth, justice and reparation of the victims of the armed conflict. (MN102, MN104, MN105). Thereafter, the level of EC responsiveness declined in line with the EC's stronger focus on bilateral cooperation although a number of important thematic interventions were rolled out by NSA (MN102).

JC 2.2:

The EC support strategy is contributing to strengthening the response capacity of the legal system to the impunity situation

I.2.2.1 Evidence of EC contribution in the design and implementation of a new accusatory penal system throughout the country

There is ample evidence of EC contribution to the implementation of the new oral accusatory system and the training of key Colombian actors across the country after 2004, when the program ‘Fortalecimiento del sector de la justicia para la reducción de la impunidad en Colombia (FORJUS) began to be rolled out. CSP 2007-2013 states that the overarching goal of the EU is to promote peace in Colombia, including ‘by supporting the government’s efforts to consolidate the **presence of the State** throughout the territory. While the initial effect of the Uribe Government’s strategy was an increased military and police presence, the EU will support the Colombian state in its future efforts to ensure that institutions and public services – the judiciary, schools, hospitals and a drinking water supply - are also present’ (p. 24). Different FORJUS documents refer explicitly to the EC’s contribution. For instance, the Disposiciones Técnicas y Administrativas of 2004 contain a list of the beneficiaries of the program, including justice sector servants from the level of judges and magistrates to promoters of alternative conflict resolution mechanisms (p. 19). The ‘2006 Informe de la asistencia técnica internacional (periodo: abril 2006-agosto 2010)’ states that one of the principal areas of intervention is to support ‘la reforma procesal penal desarrollada por la Ley 906 de 2004, que introduce el Sistema Penal Oral Acusatorio en Colombia. [...] A través del apoyo a la implementación de la reforma introducida por la Ley 906 de 2004 se pretende fortalecer el sistema de garantías procesales y agilizar los procedimientos que se siguen por la comisión de hechos punibles’ (p. 8). The 2009 ‘Informe de monitoreo’ of FORJUS also contains relevant evidence (pp. 2-3). Representatives of the Fiscalía, Defensoria, CSJ and Ministerio de Justicia provided concrete examples for the EC contribution to the design and implementation of the new system across the country, highlighting in particular the support provided to CSJ (jueces and magistrados) and the introduction of the carrera para los fiscales in the Fiscalía (MN103, MN104).

I.2.2.2 The relevant institutions have made progress in acquiring the necessary capacity to implement the new accusatory penal system

There is some limited evidence that this is the case. The 2009 ‘Informe de monitoreo’ of FORJUS states, ‘se registran avances en el logro de los resultados, entre los cuales se pueden destacar en relación al R1: la capacitación de 800 Defensores, 332 Procuradores y el nombramiento de 1.044 fiscales, consecuencia del apoyo del proyecto a la carrera fiscal. En cuanto al R2 y suministros tecnológicos: se puso en funcionamiento el campus virtual del CSJ, se entregaron los equipos para las audiencias virtuales al Centro de Documentación Judicial (CENDOJ). Se entregaron los equipos a los Centros de Prueba de la Defensoría Pública en Bogotá, Cali, Medellín, Cúcuta y Barranquilla y se capacitaron 100 investigadores. Se ha puesto en marcha el sistema de interoperabilidad de la Vicepresidencia. La PGN inició el Observatorio del SPA. En cuanto al R3 y acceso a la justicia: se hicieron talleres de coordinación entre la Jurisdicción Especial Indígena y el Sistema Judicial Nacional con representantes de 30 pueblos (18 apoyados por el

presente proyecto) y se logró la firma de 5 convenios interadministrativos. Se implementó el programa de justicia en equidad en 50 municipios y se formaron 670 conciliadores en equidad. Se realizó también la capacitación para el Sistema de Control y Vigilancia de los Centros de Conciliación Extrajudicial en Derecho. Dado que muchas de las capacitaciones terminaron en el transcurso del presente año, es prematuro hacer una apreciación sobre la aptitud de los funcionarios para actuar en el SPA y queda pendiente evaluar como los productos del proyecto se están utilizando en la réplica de las capacitaciones en las IAE. Por ejemplo, la PGN solo replica 4 de los 12 módulos de capacitación entregados por la AT. Un efecto positivo es que la conciliación en equidad parece contribuir al liderazgo de mujeres. Al otro lado se registran casos de amenazas por los actores armados ilegales a los conciliadores en municipios afectados por el conflicto armado interno' (pp. 2-3). The report 'Evaluación final del proyecto "Fortalecimiento del sector justicia para la reducción de la impunidad en Colombia (Forero Pardo and Novoa Garcias, 2011) concludes that with respect to result #1 'se cumplieron de manera satisfactoria los resultados y metas previstas, aunque se evidenció un retraso importante por parte de la Fiscalía General de la Nación en la implementación del proceso de provisión de los cargos, dadas falencias en su planeación". [...] En cuanto a los impactos, las percepciones son positivas en cuanto a los programas de formación, **pero no fue posible estimar estadísticamente el cumplimiento de los indicadores básicos ni en qué medida los programas de formación y la implementación de la Carrera Fiscal contribuyeron al cumplimiento de los objetivos general y específico del proyecto, debido a la ausencia de indicadores específicos y línea de base en las entidades beneficiarias** [highlight by evaluator] (p. 7). Regarding result #2, the same report states "el proyecto logro entregar a las entidades beneficiarias todos y cada uno de los productos previstos, pero que el cumplimiento de los objetivos fue variable dependiendo de las entidades beneficiarias receptoras: se alcanzaron plenamente los objetivos y la sostenibilidad en el campus virtual, en la modernización de la CENDOJ y en el fortalecimiento de la Unidad Investigativa de la Defensoría del Pueblo; se alcanzaron mas modestamente en el Centro de Observación del SPA, y en menor grado en el apoyo a la vicepresidencia en cuanto al funcionamiento de la instancia coordinadora de la lucha contra la impunidad en DDHH y DIH y la puesta en marcha del sistema de interoperabilidad de los sistemas de información. (p. 8). Regarding result # 3, the report states that "los resultados se consideran ambiguos" (p. 8). **The lack of statistical evidence is again cited as a problem for the evaluation of the program.** (p. 8) Interviews with key Colombian stakeholders during the field phase revealed that the relevant institutions, in particular Defensoria and Fiscalia, have increased their capacity to operate the new accusatory penal system. However, interlocutors also pointed out that the Colombian state is still not providing the necessary resources for the provision of justice: 'el Estado colombiano esta en incapacidad tecnica de llevar a cabo la investigacion criminal'. (MN104)

I.2.2.3 Increased collaboration between ordinary and military justice systems as well as between the judicial system and law enforcement authorities

The evidence on the first part of the indicator is inconclusive but appears to indicate that in practice little progress has been made. It has to be noted that EC cooperation has not engaged in the field of military justice and collaboration with the ordinary justice system (MN103). In August 2010, Colombia adopted 'Ley 1407 de 2010, del 17 de agosto, por la cual se expide el Código Penal Militar'. In a 2010 report, the Ministry of Defense says that with respect to alleged unlawful killings of civilians known as the 'Soacha case', 'a mayo de 2009 la Justicia Penal Militar habia remitido, sin interponer conflict de competencia, 526 investigaciones a la justicia ordinaria. A mayo de 2009 existían 6 procesos por homicidios presuntamente atribuidos a agentes del Estado pendientes por resolver competencia según el reporte del Consejo Superior de la Judicatura. Nuestras acciones de traslado e impulso de casos por estos hechos dan cuenta del compromiso que asume la institución militar con el esclarecimiento de los hechos y con la puesta en marcha de un sistema de administración de justicia ágil y transparente' (Ministerio de Defensa, Avances en el cumplimiento de las 15 medidas adoptadas por el Ministerio de Defensa Nacional – Nov. 2008-Abril 2010, p. 33). In June 2011, the director of the UN Human Rights Office in Bogotá stated in a press interview that 'miles de casos [de violaciones a los derechos humanos] quedaron en la impunidad después que la justicia penal militar cerró las investigaciones, con el agravante de que los militares detenidos en ocasiones gozan de beneficios en los centros de reclusión especiales'. El Universal, 'ONU critica falta de credibilidad de justicia penal militar en Colombia', 5 June 2011. These statements are backed by the 2010 UNHCHR report on Colombia, which states that 'the National Human Rights Unit of the Attorney General's Office is investigating 1,488 cases [of alleged extrajudicial executions] with 2,547 victims. More than 400 additional cases are being investigated through its sectional units. More than 448 active cases still remain in the military justice system. Moreover, an unknown number of cases in the military justice may have been closed without taking appropriate judicial action. Based on the available data on cases and victims, OHCHR-Colombia estimates that more than 3,000 persons may have been victims of extrajudicial executions, primarily attributed to the Army. The majority of these killings were carried out between 2004 and 2008.. The "judicial truth" behind extrajudicial

executions, repeatedly demanded and supported by the Ministry of Defence, is essential, but not sufficient. Presidential sanctioning of the new Military Criminal Code in August was a positive step, since its article 3 confirms that human rights and international humanitarian law violations are not service-related acts and should, therefore, be prosecuted in the ordinary justice system. It is imperative that the military justice immediately transfer all cases of possible human rights violations to the ordinary justice system, and that cases that were closed by the military justice without proper investigation be revisited. In this context, the significant decrease in the transfer of cases of persons “killed in combat” with signs of human rights violations from the military justice to the ordinary justice system during 2010 is of great concern. Moreover, information received indicates that the transfer and dismissal of some military judges may be related to their collaboration with the ordinary justice system’ (p. 6).

With respect to the second part of the indicator, the project ‘Institutional Support for the Colombian Criminal Justice System (DCI/ALA – 2010/022-249) has as its general objective to “reinforce the rule of law through a more effective and efficient judicial system and police” (p.6). Its expected results are (1) “the goals and strategies of the various institutions of the criminal justice system are harmonised; (2) “the investigative capacity of the judicial police is strengthened”; (3) “mechanisms for the social reintegration of prisoners and for the effective protection and education of the youth offenders have been put in place” (pp. 6-8). There is insufficient information available at present about the results of the project and whether it has contributed to increasing the collaboration and coordination between the judicial system and law enforcement authorities (e.g. Judicial Police, CTI, and National Police). Interviews with representatives of state entities during the field phase revealed that **significant difficulties remain with respect to the coordination and cooperation in the investigation of criminal cases between the different entities of the judicial system and law enforcement authorities**. The CTI and National Police are considered to be quite weak in this regard (MN104).

I.2.2.4 Evidence that the EC support strategy has improved access to justice mechanisms and has made it more equitable

The EC support strategy has had only very limited effect. The MTR/NIP 2011-2013 states that “access to justice and to reparations, notably for victims of human rights violations, should be strengthened”. This concern is mirrored in the NDP 2010-2014 which highlights persisting problems with respect to the access to justice and the equity of access: ‘Otro de los problemas relacionados con el servicio de justicia son las barreras al acceso, entre las cuales se encuentran las barreras culturales que validan ciertos delitos, así como el desconocimiento de las víctimas de sus derechos particularmente aquellas que han sufrido violencia sexual y basada en género. En efecto, siguen existiendo regiones del país con una débil presencia de los operadores de los niveles nacional y territorial en materia de justicia que dificultan el acceso y acercamiento efectivo por parte de la población vulnerable. También es necesario reconocer que las comunidades afrocolombiana e indígena aún son víctimas de distintas formas de discriminación racial en el país y que dicha situación se refleja en una mayor dificultad para acceder a la justicia (p. 405). The Consejo Superior de la Judicatura reports that in the period 2000-2010 coverage of the judicial system has remained largely constant, oscillating over the period between a low of 10.55/100,000 inhabitants and a high of 11.19/100,000 inhabitants. The period 2005-2010 saw a decrease in coverage from 11.19 to 10.25 (Informe al Congreso de la Republica, 2010-2011, p. 44). Particular problems that were highlighted in the field phase of this evaluation are very low levels of access to the formal ordinary justice system in Colombia’s rural regions, where alternative mechanisms such as ‘justicia de paz’ and ‘conciliación en derecho’ often prevail. It was further pointed out that there are efforts underway at deconcentrating the supply of justice but that these efforts are costly (MN109). One such EC-supported effort is a pilot project for the deconcentration of justice delivery which started in the municipality of Ciudad Bolívar in Bogotá in 2008. The EC’s EUROSOCIAL II program supports this initiative (Colombia se dota de un “Modelo de desconcentración de servicios judiciales” para la localidad de Ciudad Bolívar, en Bogotá D.C.” at [HTTP://JUSTICIA.PROGRAMAEUROSOCIAL.EU/INDEX.PHP?PHPSESSID=L6TKE4Q1QGJGHPNAOE8CBT205&NIDMENU=3&NIDSECCION=3&NIDARTICULO=137](http://justicia.programaeurosocial.eu/index.php?PHPSESSID=L6TKE4Q1QGJGHPNAOE8CBT205&NIDMENU=3&NIDSECCION=3&NIDARTICULO=137)). State interlocutors also pointed out and provided examples of the strengthening of the function of ‘defensa pública’ of the Defensoría (MN104) due to EC support.

I.2.2.5 More and more effective measures are taken to reduce impunity at the national and local levels of the justice system

There is evidence that more measures to reduce impunity have been taken by the Colombian authorities. It is not evident that those measures have been more effective, though. The MTR/NIP 2011-13 states that “levels of impunity in the ordinary justice system remain very high, while the Justice and Peace Law still has to demonstrate its

capacity to effectively prosecute crimes perpetrated in the framework of the internal conflict” (p. 22). Of particular concern is that judicial investigations of complex cases, including those that involve organized criminal groups and mafias, are very seldom taken forward and less even concluded as the pattern in Colombia is to resolve only those cases that involve flagrancy (MN109). Further, the new oral accusatory penal system, the gradual application of which started in January 2005, has witnessed a steadily increasing trend in impunity in closed cases and risk of impunity in open cases (Luis Hernando Bareto, Sneider Rivera, Una Mirada a la impunidad en el marco del SPOA, 2009, p. 297). However, state interlocutors highlighted in the field phase that the methodology applied by the authors’ of the above cited study exhibits problems as several variables, such as ‘los tiempos de la justicia’ and the existence of an entrenched ‘culture and tradition of impunity in Colombia’, had not been considered sufficiently (MN104). Further, Colombia still suffers from low levels of capacity, means and political will to fight impunity, a situation which is exacerbated by a political and social context marked by an ongoing armed conflict and the associated violence and threats impacts negatively on the justice system and many of its operators (MN109).

In this context it is worthwhile to mention that an additional prominent Colombian government measure to combat impunity has been the adoption of a new state policy against impunity in the case of human rights violations and IHL transgressions. ‘En el mes de marzo de 2006 se aprueba el Documento CONPES 3411 del Consejo Nacional de Política Económica y Social, a partir del cual se pone en marcha la “Política de Lucha contra la impunidad en casos de violaciones a los derechos humanos e infracciones al derecho internacional humanitario, a través del fortalecimiento de la capacidad del Estado colombiano para la investigación, juzgamiento y sanción.”. Esta política, construida e implementada con el liderazgo de la Vicepresidencia de la República y vinculada al marco normativo vigente surge con el propósito de asegurar que las intervenciones comprendidas en la misma se coordinen con las estrategias y planes de acción relacionadas, a fin de prevenir solapamientos, duplicación de esfuerzos y promover mayores niveles de trabajo conjunto entre las entidades concernidas. La política se articula en torno a cuatro Ejes Problemáticos cuales son: i) Desarrollo institucional y organizacional; ii) Gestión de recursos; iii) Atención a víctimas y testigos; y iv) Condiciones operativas específicas para la investigación y sanción (Informe FORJUS, 2010, p. 6). Other measures designed to reduce impunity that were supported by the FORJUS program include: ‘Incorporación del enfoque de niñez en la definición de indicadores para la reducción de la impunidad en casos de violaciones de los DDHH e infracciones del DIH (p. 18); incorporar el enfoque de género a la “Política pública de lucha contra la impunidad en casos de violaciones a los derechos humanos e infracciones al Derecho Internacional Humanitario a través del fortalecimiento del Estado Colombiano para la investigación, juzgamiento y sanción” (p. 18); incorporar un enfoque epidemiológico al componente de asistencia a las víctimas de violaciones a los derechos humanos e infracciones al DIH formulado dentro de la “Política Pública de lucha contra la impunidad en casos de violaciones a los derechos humanos e infracciones al Derecho Internacional Humanitario, a través del fortalecimiento del Estado Colombiano para la investigación, juzgamiento y sanción” (p. 18); definir una estrategia y estructura estatales para la prestación de servicios de protección a las víctimas, testigos, operadores judiciales y otros usuarios, en aras de asegurar que los mecanismos de protección favorezcan la participación y colaboración efectiva de las víctimas y testigos en los procesos de investigación, juzgamiento, sanción y reparación, de conformidad con lo formulado dentro de la “Política Pública de lucha contra la impunidad en casos de violaciones a los derechos humanos e infracciones al Derecho Internacional Humanitario, a través del fortalecimiento del Estado Colombiano para la investigación, juzgamiento y sanción (p. 19); diseñar una estrategia para impulsar los procesos penales de conocimiento de la justicia ordinaria adelantados en contra de miembros de grupos armados organizados al margen de la ley, desmovilizados y postulados por el Gobierno Nacional al procedimiento y beneficios establecidos en la Ley 975 de 2005 con el fin de obtener prontas y efectivas sentencias con respeto al debido proceso y los derechos de las víctimas a la verdad, la justicia y la reparación (p. 20).

1.2.2.6 Reduction in the length of judicial proceedings and/or ensuring that such proceedings remain within the limits set by law

There is statistical evidence that the length of judicial proceedings under the new oral accusatory system has seen a significant reduction. This is also related to sustained efforts at capacity building for ‘operators’ across the new system and the introduction of a system of automated judicial process management, among other measures. Guadalupe León (Conflictividades sociales, conductas delictivas y la respuesta del Sistema Penal Oral Acusatorio, 2009) provides the evidence: ‘Vale destacar la reducción de los tiempos procesales generada por la oralidad. En efecto, según las estimaciones realizadas por el SIUVID, en un comparativo de tiempos procesales entre el sistema inquisitivo y el sistema acusatorio, para el primer año se exhibe un indicador de optimización del 93% para el hurto, y del 90% para el homicidio. En promedio, dice el estudio, los

tiempos procesales de los cinco delitos más representativos, se redujeron en un 84% con respecto a los procesos bajo la Ley 600 (p. 140). 'En tal sentido, es loable el gran despliegue de capacitación continua para cualificar el servicio mediante la actualización de conocimientos e información dirigida a todos los operadores del sistema, cuyo abordaje incluye información sobre el modelo de gestión definido para la operatividad del SPOA, y sobre los aspectos doctrinarios, e innovaciones y reformas normativas que sustentan la oralidad en particular, y el sistema acusatorio en global' (p. 147). 'Contribuye en alto grado la automatización de la gestión procesal como la conectividad, herramientas que han generado cambios positivos tanto en la cultura judicial, como en un mayor nivel de conciencia ciudadana sobre el tema. A la vez, el esquema de trabajo automatizado permite que operen los sistemas de información, que entre otros objetivos, facilitan la transparencia de la gestión (rendición de cuentas)' (p. 147).

I.2.2.7 Improved rates of investigation and legal examination

Based on the statistics of the 'Consejo Superior de la Judicatura', the introduction of the 'Sistema Penal Oral Acusatorio' (SPA) in 2005 has contributed to an increase in the number of convictions. Between 2005-2006, there has been a 171% increase.

TABLE 15 CONDEMNED PEOPLE BETWEEN (2005-2010)

Year	People convicted	% Increase
2005	4,422.00	
2006	11,982.00	171%
2007	31,515.00	163%
2008	38,385.00	22%
2009	42,328.00	10%
2010*	20,087.00	

TABLE 16 GUARANTEE HEARINGS BY YEAR (2005-2010)

Year	Guarantee Hearings	% Increase	Average Guarantee Hearings (day)
2005	42,773	4%	117
2006	105,553	11%	289
2007	209,113	21%	573
2008	247,560	25%	678
2009	264,784	26%	678
2010*	129,763	13%	717

TABLE 17 KNOWLEDGE HEARINGS BY YEAR(2005-2010)

Year	Control Hearings	% Increase	Average Control Hearings (day)
2005	16,376	3%	45
2006	44,376	171%	122
2007	92,987	110%	255
2008	123,208	33%	338
2009	244,131	98%	669
2010*	122,959		679

Source: Consejo Superior de la Judicatura, 'SISTEMA PENAL ACUSATORIO LEY 906 DE 2004 INFORME DE GESTIÓN', September 2010

In 2005, the first year of implementation of the system, 13,798 cases were administered. In 2006, the number increased up to to 34,049 cases, and 11 Judicial Districts were included in the new system. During 2007, 67,456 cases were advanced, with 19 districts incorporated. By 2008, the number of cases rose to 79,858, when the oral system was scaled up. In 2009, there were reported 91,542 cases; and in the first half of 2010 the registered cases amount to 47,197.

TABLE 18 TOTAL NUMBER OF PROCESSES ENTERED , FINALISED AND PENDING 1999-2010

Tabla 1.1
FISCALÍA GENERAL DE LA NACIÓN - ANUARIO ESTADÍSTICO AÑO 2010
CANTIDADES DE PROCESOS INGRESADOS, EVACUADOS Y PENDIENTES POR AÑO PERIODO 1999 - 2010
TOTAL PAÍS
(Número de Procesos)¹

ITEM	INVESTIGACIÓN PREVIA											
	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Vienen	372.191	324.735	308.149	394.017	484.871	470.989	379.668	302.766	205.591	135.171	97.580	79.980
Entran	576.758	589.403	747.427	913.210	833.946	831.044	691.236	414.754	248.880	111.856	75.832	55.880
Salen	608.981	605.563	659.180	822.663	847.479	920.985	768.178	512.141	316.051	149.960	92.986	66.486
Pasan	321.398	308.152	396.371	484.564	471.343	381.204	303.131	205.381	138.619	96.794	80.182	69.370

ITEM	INSTRUCCIÓN											
	1999	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
Vienen	321.616	354.376	366.093	370.163	415.400	440.909	388.754	320.199	251.499	190.003	141.448	93.624
Entran	399.401	420.957	545.619	494.544	475.903	492.654	366.790	275.129	212.423	109.379	63.284	37.045
Salen	361.065	408.859	540.383	449.324	450.565	545.479	434.601	343.729	272.051	158.750	111.039	65.090
Pasan	352.404	366.090	371.306	415.383	440.617	388.422	320.805	251.505	192.993	140.130	93.584	65.583
No. de Fiscales ²	3.203	3.244	3.330	3.301	3.257	3.038	2.782	2.374	2.145	1.737	1.565	1.402

Fuente: Fiscalía General de la Nación. Estadística Mensual del Trámite de Procesos de la Oficina de Planeación con base en los datos reportados por la Dirección Nacional de Fiscalías.

¹ El Número de Fiscales corresponde al número de fiscales que reportó información.

Source Fiscalía General de la Nación, Informe 2010.

Between 2005-2009, there have been more than 999,000 'Audiencias de Control de Garantía'¹⁶. Compared to 2005, the number of Guarantee Hearings in 2009 was six times bigger. The Audiencias de Conocimiento¹⁷ have increased as well. Between 2008-2009 they have almost doubled.

Source: Consejo Superior de la Judicatura, '*SISTEMA PENAL ACUSATORIO LEY 906 DE 2004 INFORME DE GESTIÓN*', September 2010

¹⁶ Once the phase of the investigation led by the judicial police under the supervision or control of the prosecutor has been finalised and all the relevant items material evidence, physical evidence or reports obtained legally) are collected, the prosecutor asks preliminary hearing to the judge to formulate the criminal charge. During the investigative phase, a Guarantee Judge takes charge of the protection of the rights of the people involved in the case, specially the guarantee of the accused, as well as resolving the conflicts that arise between the different parts during this stage. Several proceedings of the Prosecution need previous approval by the Guarantee Court. Once enough proof is gathered, the Prosecution will decide whether to indict the accused or file the case.

¹⁷ Within 30 working days, the prosecutor has to request a hearing or indictment with the trial judge in order to formulate the charge or preclusion of the judicial investigation.

1.2.2.8 Improved rates of prosecution and sentencing of serious offences, including those involving human rights violations

Relating to the number of trials on human rights and humanitarian law violations, the number of prosecutors working in this area more than doubled between 2005 (39 prosecutors) and 2010 (99 prosecutors). The number of introduced trials on HR violations has progressively increased. In the period 2008-2009, they are more than doubled.

TABLE 19: NUMBER OF TRIALS ON HUMAN RIGHTS AND HUMANITARIAN LAW. (2004-2010)

6.1.2 Unidad nacional de fiscalía de derechos humanos y derecho internacional humanitario

Tabla 6.1.2
FISCALÍA GENERAL DE LA NACIÓN - ANUARIO ESTADÍSTICO AÑO 2010
CANTIDADES DE PROCESOS INGRESADOS, EVACUADOS Y PENDIENTES POR AÑO PERÍODO 2004 - 2010
UNIDAD NACIONAL DE FISCALÍA DE DERECHOS HUMANOS Y DERECHO INTERNACIONAL HUMANITARIO
(Número de Procesos)¹

ITEM	INVESTIGACIÓN PREVIA							INSTRUCCIÓN						
	2004	2005	2006	2007	2008	2009	2010	2004	2005	2006	2007	2008	2009	2010
Vienen	981	982	969	1.380	1.223	2.635	2.757	345	428	443	607	718	1.209	1.720
Entran	209	333	1.635	537	2.041	1.459	458	215	244	341	396	554	1.107	780
Salen	256	291	1.332	574	769	1.180	750	159	210	239	248	248	577	593
Pasan	1.014	1.044	1.384	1.326	2.570	2.757	2.469	458	486	607	692	1.179	1.720	1.883
No. de Fiscales ²	39	43	43	44	59	91	99							

Fuente: Fiscalía General de la Nación. Estadística Mensual del Trámite de Procesos de la Oficina de Planeación con base en los datos reportados por la Dirección Nacional de Fiscalías.

¹ Para los años 1992 a 1995 no existía un sistema de información estadístico confiable, estos datos se calcularon a partir de los reportes manuales que estaban disponibles en el año 1996 en la Dirección Nacional de Fiscalías.

² El Número de Fiscales corresponde al número de fiscales que reportó información.

Source: Fiscalía General de la Nación, 'Anuario Estadístico 2010', page. 50

TABLE 20 SENTENCE BY YEAR (2000-2009)

Sentencias por año de los hechos
2000-2009

AÑO HECHOS	AÑO SENTENCIA										Total general
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009	
1996	0	0	0	0	0	0	0	0	1	1	2
1997	1	0	0	0	0	0	0	0	0	0	1
1998	0	0	3	0	0	0	1	0	0	0	4
1999	0	0	0	0	1	0	0	0	0	2	3
2000	0	0	1	1	1	0	0	3	11	4	21
2001	0	1	3	6	2	3	1	12	10	20	58
2002	0	0	3	0	6	4	4	10	12*	17	56*
2003	0	0	0	0	2	1	2	3	18	16	42
2004	0	0	0	0	0	0	0	4	14	6	24
2005	0	0	0	0	0	0	2	5	1	5	13
2006	0	0	0	0	0	0	0	6	3	3	12
2007	0	0	0	0	0	0	0	-	0	0	-
2008	0	0	0	0	0	0	0	0	3	0	3
Total general	1	1	10	7	12	8	10	43	73*	74	239

Source: Programa Presidencial de Derechos Humanos y Derecho Internacional Humanitario, 'Situación Derechos Humanos', (2010), page 14

In relation to crimes against trade union representatives, based on the statistics of the Fiscalía, the number of sentences has progressively increased from 2006. From 2000 to 2009, the Fiscalía reported 239 convictions for crimes against union members, of which 214 were homicides and 25 other crimes.

(Source: Programa Presidencial de Derechos Humanos y Derecho Internacional Humanitario, 'Situación Derechos Humanos', (2010), page 14

JC 2.3:

The EC support strategy is contributing to improving legal assistance to the victims of the armed conflict with respect to their rights to truth, justice and reparation

1.2.3.1 The relevant institutions have increased their capacity to implement the Justice and Peace Law (JPL), Colombia's legal framework for transitional justice.

Yes, this is the case although the institutional capacity to implement the JPL still faces challenges. In its 2007 report, UNHCHR referred to 'la necesidad de contar con nuevos recursos profesionales y técnicos en la Fiscalía, la Procuraduría y el sistema judicial' for the implementation of the JPL. (p. 14) Subsequently, more resources have been invested by the Colombian state in the Justice and Peace system: investment rose from COP 10,260 million (2007) to COP 20,912 (2008); in 2007, 18 offices (sedes) were opened, in 2008 another 54 sedes were opened. (Fiscalía, Informe de Gestión 2007-2008, pp. 67-68). FIP reports that 'desde agosto de 2006 cuando la UNJP inicio formalmente su funcionamiento y hasta la fecha se ha llevado a cabo un proceso de transformación y ampliación de sus capacidades y recursos (humanos y técnicos)'. (Siguiendo el conflicto, no. 56, julio de 2009, p. 1). The project "Institutional strengthening for assisting victims of the conflict" (DCI/ALA/2008/019-588) has as its result #2 "las

instituciones del Estado proporcionan un apoyo efectivo a las víctimas sobre sus derechos y sobre sus procesos legales y administrativos” (Anexo II del Convenio de Financiación, Disposiciones técnicas y administrativas, p. 13). As the project is ongoing, was adjusted to the changed legal environment after President Juan Manuel Santos took office in August 2010 and is currently in the process of contracting activities there is thus far no information available as to the achievements of its results (MN103). However, in the field phase of this evaluation state interlocutors pointed out and gave concrete examples that the project has contributed to ‘la consolidación del eje estratégico de la defensa y promoción de los derechos de las víctimas en la política del Gobierno Nacional, el fortalecimiento de los protocolos y mecanismos de capacitación de los operadores del Sistema Nacional de Justicia Transicional, la amplia difusión del adaptado marco legal para la justicia transicional y de sus procedimientos (e.g. Revista Rastros) y la protección de los derechos de las víctimas a la verdad, justicia y reparación’ (MN105). Through the creation of a Mobile Unit the institutions charged with the implementation of the JPL have expanded their capacity to reach victims (often in remote rural areas) and the training of the operators of the transitional justice system has improved the service for victims and also the wellbeing (auto cuidado) of the operators (MN105). The capacity to coordinate between the different entities of the transitional justice system has increased (MN105).

I.2.3.2 Implementation of the Justice and Peace Law has progressively become more effective.

The answer to this question depends on which criteria are used: the picture is a mixed one. There is evidence that in several key respects the implementation of the JPL has become more effective in the period 2006-2010. Since its establishment in September 2006, the UNJP has seen an increase of its capacity and human and technical resources to comply with its mandate. This has led to ‘mayores niveles de conocimiento de la Ley [de Justicia y Paz], un mejoramiento de la cobertura de los procedimientos, y sobre todo, un mayor grado de entendimiento de lo que significó el fenómeno paramilitar en Colombia’ (FIP, Siguiendo el conflicto: hechos y análisis, no. 56, julio de 2009). ‘Voluntary confessions’ (versiones libres) of postulados (former members of illegal armed groups, mostly paramilitaries, who were put forward by the Executive to be included in the JPL proceedings): 1,053 (2007), 1,867 (July 2009), 2,431 (November 2010) have started, and 942 (2007), 1,217 (July 2009), 2,431 (November 2010) had ended (Fiscalía, Informes de Gestión, 2006-2010). Publication of *edictos emplazatorios*: 524 (2007), 580 (2008); victim registration: 64,788 (2007), 117,671 (March 2009), 230,516 victims (July 2009), 294,479 (May 2010), 314,383 (November 2010) victims were registered with the Unidad Nacional de Justicia y Paz (UNJP) at the Fiscalía. The number of victims that have participated in the JPL proceedings has steadily increased, reaching 58,052 by November 2010 (Fiscalía, Informe de Gestión 2010, p. 85). However, implementation of the JPL has not become more effective, for instance, when we look at the number of JPL sentences and defendants (postulados) that are making reparations. By 31 July 2011, (out of a total of 4,356 postulados) there were just 4 sentences and 4 postulados were making reparations (Fiscalía, in Estadísticas - Justicia y Paz, Fundación Ideas para la Paz).

I.2.3.3 Improved access to the right to truth and justice.

Victims are progressively gaining better access to the right to truth, very much less so to justice. The project “Institutional strengthening for assisting victims of the conflict” (FORVIC) (DCI/ALA/2008/019-588) has as its result # 1 “las víctimas del conflicto participan y tienen acceso a la vía judicial y administrativa para la obtención de la verdad, justicia y la reparación de sus derechos” (Anexo II del Convenio de Financiación, Disposiciones técnicas y administrativas, p. 13). However, as the project is ongoing, so far there is no information available as to the achievements of its results. What can be said is that the Fiscalía has expanded its *jornadas generales de atención a víctimas* in the areas where the illegal armed groups, mostly paramilitaries, used to operate (Fiscalía, Informe de Gestión 2010, p. 85). In 2006, the Fiscalía undertook 18 jornadas (reaching 1,602 victims), in 2007 (reaching 15,704 victims), in 2008 another 6,169 victims were reached in 27 jornadas (Fiscalía, Informe de Gestión 2008, p. 63). By July 2009, 69,579 victims had been reached in the jornadas generales. The number of clandestine graves that have been identified and mass graves and the exhumation of mortal remains of the victims has also steadily increased: 250 graves (2006), 793 graves (2007), 2,043 graves (July 2009); mortal remains returned to families: 120 (2007), 581 (July 2009). The number of victims who have participated in the JPL proceedings has steadily increased, reaching 58,052 by November 2010 (Fiscalía, Informe de Gestión 2010, p. 85). The creation of a Mobile Unit with the support of FORVIC has improved victim access to transitional justice (MN105). By 2010, the Grupo de Memoria Histórica de la CNRR had published a number of reports, including 4 new ones in 2010, ‘que contribuyeron a satisfacer el derecho a la verdad’ (UNHCHR, 2010 report, p. 9). Enjoyment of the right to

justice has been very much limited as the JPL proceedings have only led to 4 sentences so far. This last point was emphasised in an interview with UNHCHR representatives during the field phase (MN112).

I.2.3.4 Improved enjoyment of reparation by victims of armed conflict.

Enjoyment of reparation through the National Reparations Fund, created by the JPL, is extremely limited due to the very small number of JPL sentences and convicted persons making reparations (4 thus far), as well as the limited funds that have been transferred to the Fund (by April 2010, the Fund had received just over USD 17 million, 'Fondo de Reparacion de victimas solo tiene 33 mil millones de pesos entregados por paramilitares', 26 de abril 2010). However, a parallel 'administrative reparations program' (Decreto 1290 of 2008) is being implemented since 2008, and victims have been receiving reparations. Administrative reparation is distinct from reparation through the JPL process, or judicial reparation. Administrative reparations are paid out of the general budget. In this respect, The UN Human Rights Committee (Colombia Examination, 2010) reports: '10. El Comité observa que al final de 2009, 280.420 *víctimas* se habían registrado en el marco de la Ley N.º 975 de 2005 y le preocupa que hasta la fecha solo se ha otorgado reparación para victimas por vía judicial en un solo caso. El Comité observa la creación de un programa de reparación por vía administrativa (Decreto 1290 de 2008) y su gradual implementación; sin embargo, le preocupa que este programa se base en el principio de solidaridad y, a pesar de referirse a la responsabilidad subsidiaria o residual del Estado, no reconoce claramente el deber de garantía del Estado. Al Comité le preocupa la discrepancia entre las disposiciones normativas y su implementación. En la práctica la reparación tiende a tener carácter de asistencia humanitaria y hasta la fecha no contempla una reparación integral. Es de preocupación para el Comité que el Decreto 1290 no reconoce victimas de agentes del Estado. El Comité lamenta que hasta la fecha no se ha puesto en marcha medidas para la reparación colectiva (Artículo 2).'

I.2.3.5 Better institutional treatment of and service provision to victims of human rights violations and vulnerable persons/groups, including internally displaced persons.

Yes, there has been significant progress but there is still cause for concern. On the positive side, the state has increased efforts to protect victims of human rights violations and human rights defenders, take measures against grave human rights violations committed by the state security forces (particularly extrajudicial executions), prevent human rights violations through the Early Warning System in the Ombudsman's Office, and improve services for IDPs through Accion Social's Sistema Nacional de Atencion Integral a la Poblacion Victima del Desplazamiento Forzado. In this regard the Memorandum to the DCI Committee concerning the Annual Action Program, Colombia, 2008, says: 'The Government policy in favour of internally displaced populations and host communities has been [...] influenced by the Constitutional Court Sentence T-024/2004 which declares as a "state of unconstitutional things" the lack of action of State vis-à-vis these citizens. After this sentence, GoC is required to render periodical reports to the Court as to what extent its policy was contributing to overcome this "unconstitutional state", including increasing public expenditure in this area. *Acción Social*, as the government's main body for social policy (until the end of the evaluation period, when the institutional setup was changed under the new Santos administration which established the Departamento de Prosperidad Social that absorbed what previously had been Accion Social), has also seen a substantial increase of its budget for IDP, especially in areas such as humanitarian assistance and income generation schemes. Discussions are going on, by critics and supporters, as to what extent this policy preserves a differential approach for IDPs or just dilute them in a broader poverty alleviation policy based on programmes such as *Familias en Acción* (Families in action) or *Red Juntos*. In this respect, it is important to mention the EC's support to UNHCR's activities in Colombia (REH 2002-2006), support to public policy for IDPs (DCI-ALA, 2007-2013) and the project 'Protection of land and patrimonial assets of displaced population' (DCI-ALA, 2007-2013). The EC's cooperation with UNHCR has made an important contribution to the protection of the rights of victims of the armed conflict, especially with respect to the protection of their lands and improving the capacity of the Colombian state to guarantee the rights of IDPs. In effect, more than 1 million hectares of land belonging to IDPs (out of some 6 million hectares in total) was protected by UNHCR and could not be sold illegally by the armed usurpators (mostly paramilitaries). This is a very significant achievement to which EC cooperation contributed (MN106). Further, although land restitution is only now starting under the Santos administration, with EC support UNHCR was able to amass a world of information on dispossessed

lands in Colombia which is now proving a key asset for the land restitution policy of the government (MN101).

But many problems persist. For instance, the provision of security, protection and guarantees of non-repetition to victims, as stipulated by the JPL, has been problematic. According to the National Commission for Reparation and Reconciliation (CNRR), in the first 3 years of JPL implementation 20 leaders of victim organization were assassinated (FIP, Un balance de la aplicación de la LJP, 2009, p. 2) The UN Human Rights Committee (Examination Colombia, 2010) states in respect to treatment and service provision to IDPs: 'al Comité le preocupa la muy alta incidencia de desplazamiento forzado, más de 3.3 millones de personas al final de 2009 según el Estado parte, y la falta de medidas eficaces en materia de prevención y de atención. El Comité observa con preocupación que la atención para la población desplazada sigue siendo inadecuada, y caracterizada por la asignación insuficiente de recursos y la falta de medidas integrales para brindar una atención diferenciada a las mujeres, los niños, los afrocolombianos y los indígenas (Artículos 12, 24, 26 y 27)'. With regard to the protection of human rights defenders and other groups at risk, the Committee states: '17. Al Comité le preocupa la frecuencia de amenazas y hostigamientos contra las personas defensoras de derechos humanos, sindicalistas y periodistas por el ejercicio de su labor. El Comité observa los recursos dedicados al programa de protección del Ministerio del Interior, sin embargo considera que el Estado parte no ha cumplido a cabalidad con su deber de garantizar la seguridad e integridad de testigos y víctimas (Artículos 6, 7, 17, 19 y 22)'. With respect to the Early Warning System, the Committee states: '13. El Comité reconoce como positivo los esfuerzos realizados por el Estado parte para prevenir graves violaciones de derechos humanos a través del establecimiento dentro de la Defensoría del Pueblo del Sistema de Alerta Temprana (SAT), destinado a prevenir desplazamientos y otras violaciones graves de los derechos humanos, y también toma nota de la presencia de defensores comunitarios en poblaciones de alta vulnerabilidad. Sin embargo, al Comité le preocupa el aumento de los informes de riesgo elaborados por el SAT que no se convierten en alertas tempranas por el Comité Interinstitucional de Alertas Tempranas (CIAT) y que faltan respuestas en algunos casos y medidas eficaces de prevención, lo cual a veces sigue resultando en desplazamientos masivos (Artículo 2)'. With respect to other vulnerable groups, such as Afro-Colombians and indigenous peoples, the Committee states: '25. Al Comité le preocupa que las poblaciones afrocolombianas e indígenas sigan siendo discriminadas y particularmente expuestas a la violencia del conflicto armado. A pesar del reconocimiento jurídico de su derecho a títulos colectivos de tierra, en la práctica estas poblaciones enfrentan grandes obstáculos para ejercer control sobre sus tierras y territorios. El Comité también lamenta que no ha habido avances en la adopción de legislación para criminalizar la discriminación racial ni en la adopción de legislación para la realización de consultas previas de manera que garantice el consentimiento libre, previo e informado de los miembros de la comunidad respectiva. (Artículos 2, 26 y 27).'

JC 2.4:

The EC support strategy has contributed and is presently contributing to strengthening the institutional environment so as to enable better oversight and administration of public assets

I.2.4.1 EC interventions have supported reforms and efforts to modernise the administrative capacities of relevant institutions (mainly Procuraduría, Contraloría, Fiscalía, and Congreso).

EC interventions in the evaluation period have focused mostly on the CSJ, Defensoría, Fiscalía, Procuraduría and the Vice-president's office, above all through the FORJUS program. FORJUS was then complemented by the projects "Institutional strengthening for assisting victims of the conflict" (FORVIC) (DCI/ALA/2008/019-588)", focusing on the Ministry of Justice, Fiscalía and Defensoría as the principal state beneficiaries, and "Institutional support for the Colombian criminal justice system" (FORSISPEN) (DCI/ALA – 2010/022-249). FORSISPEN, however, cannot be considered in this evaluation as its implementation has not yet started (MN103).

According to the final evaluation report on FORJUS (Forero Pardo and Novoa García, 9 December 2011), the programme exhibits a mixed results picture with respect to the modernization and strengthening of administrative capacities of the relevant state institutions. The report highlights, on the one hand, that "la formación de los operadores judiciales tiene importancia vital en el mejoramiento del sistema penal acusatorio [...] y fue valorada positivamente. Sin embargo, existe diversidad de enfoques y no articulación de las iniciativas en cada entidad, que generan el desencuentro de los actores e inciden en el desarrollo fluido de los procesos" (pp. 12-13) Further, "con respecto

al cumplimiento de los objetivos del proyecto, aunque la evaluación cualitativa permite concluir que los resultados contribuyeron al logro de los mismos, esto no se puede verificar a través de los indicadores del Marco Lógico” (p. 10) and “la ausencia de indicadores de impacto y de fuentes consistentes de información [...] impide identificar el impacto de las acciones del proyecto”, “la difícil coordinación institucional [...] no permitió lograr una adecuada articulación en varios componentes y actividades del proyecto (p. 11).

The MTR/NIP 2011-2013 states that “the introduction of the accusatorial oral system in Colombia has not produced the expected results in terms of the speed of the administration of justice and reduction in impunity; renewed efforts are required to improve the situation”. (p. 15) The Memorias del proyecto FORJUS, published in April 2011, state that the carrera fiscal needs to be strengthened further (this was confirmed by a DUE staff member, MN109) and that it would be important to also strengthen further the Fiscalía’s investigative capacity. (pp. 105-106).

This gap is meant to be filled in future by FORSISPEN, which focuses on principally 2 state beneficiaries: the Ministry of Justice and the Fiscalía. At present, there are no evaluation and monitoring reports available for FORVIC but interviews during the field phase revealed that there has been progress with respect to the strengthening of the administrative capacities of the 3 state beneficiaries, i.e. Defensoria, Fiscalía and the Ministry of Justice (MN105). Examples include strengthened procedures for providing assistance to victims and improved inter-institutional coordination (MN105)

I.2.4.2 Improved level of institutional independence of key public control bodies.

Interviews with key Colombian stakeholders during the field phase revealed that the Defensoria has gained independence with respect to carrying out investigations and is better equipped now to do this due to the establishment of ‘laboratorios de prueba’ and the training of its judicial operators. The Fiscalía has gained in independence through the introduction of the carrera fiscal (MN104) This assessment was broadly shared by two international stakeholder, who however highlighted that the Defensoria still needs to be strengthened and that its dependence on donor funding was still quite high (MN109, MN112). In addition, the Procuraduria is seen as enjoying a high level of institutional independence but this depends very much also on the person in the post of procurador general (MN109).

I.2.4.3 Improved transparency in the administration of public assets.

There continue to be large problems with respect to the administration of public assets in Colombia. There are relatively frequent large-scale corruption scandals (see indicator on corruption below) and there is marked inefficiency in the spending of resources in the justice system. According to one international interlocutor there have been irregularities involving the CSJ with respect to obtaining pension rights for auxiliary magistrates. Further, surprisingly high salaries are sometimes paid in the justice sector and there are marked salary differences between judges in the high and lower courts that are difficult to explain. In sum, there are indications that there is a lack of transparency in the administration of public assets in the judicial branch of government (MN109).

I.2.4.4 Decrease in corruption perception.

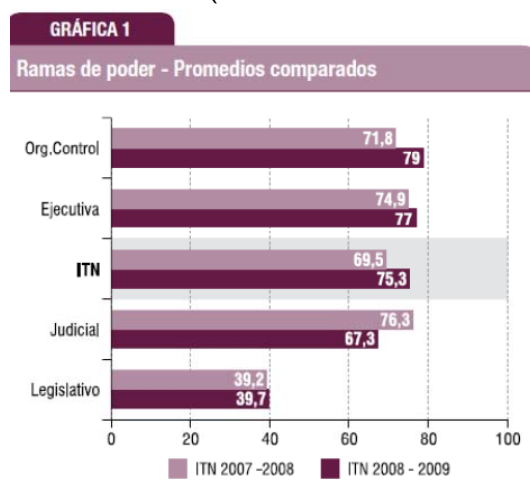
Transparency International Colombia reports a general trend toward improvement of corruption perception in Colombia in the period 2003-2009, though progress has not been linear and corruption perception in the justice sector increased in the period 2007/08-2008/09 and Colombia has slipped from position 75 in 2008 to 78 in 2010 on a global scale. The overall country Transparency Index improved in the periods 2003-2005 from 62.57/100 to 75.85/100. This was followed by another dip and subsequent recovery in the period 2007/08-2008/09: 69.5/100 to 75.3/100. However, in 07/08-08/09 in the justice sector (Fiscalia, Consejo Superior de la Judicatura, Medicina Legal) it fell from 76.3/100 to 67.3/100. The perception regarding the public control entities (Procuraduria, Auditoria, Controlaria and Defensoria) improved from 71.8/100 to 79/100. Índice de Transparencia Nacional, 2004-2005 at [HTTP://WWW.TRANSARENCIACOLOMBIA.ORG.CO/INDICES/INDICEDETRANSPARENCIANACIONAL/TABID/105/LANGUAGE/EN-US/DEFAULT.ASPX](http://www.transparenciacolombia.org.co/INDICES/INDICEDETRANSPARENCIANACIONAL/TABID/105/LANGUAGE/EN-US/DEFAULT.ASPX); Índice de Transparencia Nacional, Resultados 2008-2009, p. 23.

Based on Transparency International Corruption Perception Index (CPI), Colombia ranks 80 out of 183 countries. The CPI ranks countries/territories based on how corrupt

their public sector is perceived to be. It is a composite index, a combination of polls, drawing on corruption-related data collected by a variety of reputable institutions. The CPI reflects the views of observers from around the world, including experts living and working in the countries/territories evaluated.¹⁸

Nonetheless corruption index has worsened compared to 2010, when Colombia ranked 78 and in 2009 when it ranked 75.

TABLE 21 COLOMBIA: NATIONAL TRANSPARENCY INDEX BY BRANCHES OF GOVERNMENT (2007-2008 Vs 2008-2009)



Source: Transparencia Internacional, 'ITN Índice de Transparencia Nacional 2008-2009', page 22

TABLE 22 WORD GOVERNANCE INDICATOR: CONTROL OF CORRUPTION (2002-2010)

Year	Percentile Rank (0-100)	Governance Score (-2.5 to +2.5)	Standard Error
2010	43.1	-0.39	0.16
2009	49.3	-0.3	0.16
2008	51	-0.22	0.15
2007	53.9	-0.19	0.15
2006	55.6	-0.1	0.14
2005	51.7	-0.11	0.16
2004	53.7	-0.1	0.16
2003	51.7	-0.17	0.18
2002	49.3	-0.24	0.17

Source: World Bank, WGI, 2011

As illustrated in the World Governance Index of the World Bank (Table 24), the control of Corruption in Colombia¹⁹ is ranked 43.1 in 2010. Higher values indicate better governance ratings.

¹⁸ The data used for the CPI in Colombia included: i) Bertelsmann Foundation Transformation Index Code, ii) Economist Intelligence Unit Country Risk Assessment, iii) Global Insight Country Risk Ratings, iv) IMD World Competitiveness Yearbook 2011, v) Political Risk Services International Country Risk Guide, vi) World Economic Forum Executive Opinion Survey (EOS) 2011, vii) World Justice Project Rule of Law Index

¹⁹ The governance indicators presented here aggregate the views on the quality of governance provided by a large number of enterprise, citizen and expert survey respondents in industrial and developing countries. These data are gathered from a number of survey institutes, think tanks, non-governmental organizations, and international organizations. The WGI do not reflect the official views of the World Bank, its Executive Directors, or the countries they represent.

JC 2.5:

The country is able to maintain its capacity to promote and respect the rule of law after the end of external support

I.2.5.1 Existence of a clear and coherent phasing-out strategy or measures to that effect on the part of the EC.

The field phase revealed that the EC does not have a phasing out strategy for its cooperation in the field of the rule of law and justice strengthening. This is based on the assumption that the cooperation in these fields will continue to remain critical as the armed conflict is ongoing and no end to it is in sight. Further, the evaluation team was told that as of yet there are no decisions made as to the continuation or discontinuation of bilateral EC cooperation with Colombia (MN109, Debriefing).

I.2.5.2 Level of participation of State and non-State/CSO beneficiaries in decisions and implementation of the interventions.

Interviews during the field phase revealed a high level of participation of state beneficiaries in decisions and implementation of the interventions. For instance, representatives of key state stakeholders, i.e. CSJ, Defensoria and Fiscalia, confirmed that they had participated in lengthy and deep discussion with their EC counterparts about specific intervention items of FORJUS, both during the design and implementation phases (MN104). On the part of CSO beneficiaries, the level of participation has overall been lower though not absent (MN102, **MN 016 field phase interviews**)

I.2.5.3 Level of independent non-State/CSO watchdog activity.

There is a high level of independent non-state/watchdog activity and capacity. Prominent organizations active in this field include Intermon-Oxfam, Comisión Colombiana de Juristas (CCJ), International Centre for Transitional Justice (ICTJ) Colombia chapter, Centro de Investigación y Educación Popular (CINEP), Colectivo de Abogados Jose Alvear Restrepo and Coordinación Colombia-Europa-Estados Unidos. All of the above organizations have received grants under the "Victim-oriented assistance as a contribution to peace-building and reconciliation" (IfS-RRM/2007/144-217) intervention and the 'Proteccion y promocion de los derechos humanos, democracia y Estado de derecho en Colombia' (DDH 2002-2006) project..

I.2.5.4 Current and continued public financing and human resources investment.

Overall, public financing and, possibly, human resources investment has been on the rise in the evaluation period.

TABLE 23 MINISTRY OF INTERIOR AND JUSTICE ALLOCATION FUNDS 2002-2011 (MILLION PESOS)

	Apropiación Inicial	Apropiación Vigente	Compromisos	Obligaciones	Pagos
2002	262,452	261,302	177,269	126,545	119,725
2003	198,372	178,761	176,515	123,938	112,391
2004	211,517	375,604	316,400	175,780	147,107
2005	288,486	299,102	291,039	203,220	183,412
2006	404,741	410,726	399,210	294,251	254,109
2007	901,679	761,410	567,063	522,105	468,845
2008	946,349	984,343	935,715	778,302	474,318
2009	931,553	965,816	894,035	776,910	666,326
2010	807,011	802,498	675,052	484,342	422,262

Source: DRN Own Elaboration based on Inversion. Vigencia Tables 2002-2010

We do not have any evidence that this trend might be reverted in future. Based on the statistics of the National Planning Department (Departamento Nacional de Planeacion), the executed budget from 2002 to 2010 allocated to the Ministry of the Interior and Justice (Ministerio de Interior y Justicia, MIJ) increased over time on average by 24%.

Between 2006 and 2007, the budget allocation to justice and internal affairs has more than doubled from COP 404,741 million to COP 901,679 million. It is important to flag a decrease of COP 100,000 million in the period 2009-

2010.

According to the ROM 2010 of the Programme '*Fortalecimiento Institucional para la Atención de las Víctimas*', no phase out strategy exists. Furthermore, the budget allocation to the Defensoría has progressively been increased. The application of Ley de Justicia y Paz has implied a budget increase for the Fiscalía, specifically on issues relating to victim protection.

TABLE 24 BUDGET ALLOCATION TO THE FISCALÍA GENERAL DE LA NACIÓN & DEFENSORÍA DEL PUEBLO, 2002-2010,(MILLION PESOS)

	ENTIDAD	Apropiación Inicial	Apropiación Vigente	Compromisos	Obligaciones	Pagos
2002	DdP	500	500	422	122	73
2003	DdP	661	635	633	200	200
2004	DdP	690	690	690	307	307
2005	DdP	2,468	2,468	2,238	622	622
2006	DdP	3,100	3,100	2,868	1,884	1,856
2007	DdP	5,300	5,548	5,083	4,609	4,205
2008	DdP	6,900	6,975	5,669	5,211	4,138
2009	DdP	10,038	10,038	7,440	7,293	5,904
2010	DdP	11,648	11,648	11,010	9,183	8,945
2002	FGN	25,039	25,039	16,787	8,406	6,371
2003	FGN	23,360	25,588	24,671	16,177	6,872
2004	FGN	27,890	34,375	33,717	24,010	23,540
2005	FGN	35,288	35,288	35,085	25,876	25,138
2006	FGN	40,720	40,720	40,567	19,503	18,753
2008	FGN	55,553	57,406	55,230	50,908	28,901
2008	FGN	76,500	78,671	60,983	49,219	34,588
2009	FGN	76,502	76,502	65,620	43,448	31,716
2010	FGN	89,923	89,923	66,692	28,878	27,115

Source: DRN Own Elaboration based on Inversion. Vigencia Tables 2002-2010

FIGURE 3 SECTORAL DISTRIBUTION OF NATIONAL BUDGET, 2010-2010 (%)**Participación Sectorial de la Inversión 2001 - 2010**

	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
PROTECCIÓN SOCIAL	24%	25%	32%	32%	30%	33%	32%	25%	26%	28%
TRANSPORTE	14%	14%	10%	10%	12%	17%	16%	11%	14%	15%
ACCION SOCIAL	8%	10%	9%	6%	5%	7%	9%	11%	10%	12%
DEFENSA Y SEGURIDAD	8%	10%	11%	8%	6%	8%	6%	16%	12%	8%
MINAS Y ENERGÍA	5%	3%	4%	6%	7%	6%	6%	5%	6%	6%
AGRICULTURA	4%	5%	3%	3%	3%	4%	5%	5%	5%	5%
AMBIENTE, VIVIENDA Y D.T.	2%	3%	3%	4%	4%	4%	4%	4%	5%	4%
PLANEACIÓN	10%	8%	4%	3%	2%	2%	2%	3%	4%	3%
EDUCACIÓN	2%	3%	3%	4%	5%	5%	4%	4%	4%	4%
HACIENDA	16%	11%	15%	13%	15%	6%	5%	5%	4%	3%
INTERIOR Y JUSTICIA	2%	2%	2%	3%	2%	3%	4%	5%	4%	3%
RESTO	7%	6%	4%	7%	8%	6%	6%	6%	7%	8%

Fuente: DNP - Dirección de Inversiones y Finanzas Públicas

Nota: Apropiaciones Definitivas. No contiene subsidio a los combustibles (2007 \$2,9 billones, 2008 \$0,7 billones, 2009 \$5,6 billones). Se descontó aplazamiento en 2009 y 2010.

Source: DPN, Inversiones y Finanzas Publicas, Participación Sectorial de la Inversión 1990-2010

Based on the data of the DPN, between 2002 and 2010, the budget allocation to the FGN and DdP has more than doubled. Indeed from 2005 which corresponds to the approval of the Justice and Peace Law, financial resources allocated to DdP have more than tripled jumping up to 2.4 thousand million peso. Across years financial resources have grown on average by 60%.

From 2002 to 2010, also the budget allocated to the FGN has more than tripled with an average growth rate of 18.2%.

Sources of verification :

- European Commission, "Colombia Country Strategy Paper and National Indicative Programme 2002-2006", (2002)
- European Commission, "Colombia Country Strategy Paper and National Indicative Programme 2007-2013", (2007)
- European Commission, "Colombia Mid-term Review and National Indicative Programme 2011-2013", (2011)

[FORTALECIMIENTO DEL SECTOR JUSTICIA PARA LA REDUCCIÓN DE LA IMPUNIDAD EN COLOMBIA ALA/2004/16831](#)

- Convenio de Financiación entre la Comunidad Europea y la Republica de Colombia "FORTALECIMIENTO DEL SECTOR JUSTICIA PARA LA REDUCCIÓN DE LA IMPUNIDAD EN COLOMBIA"
- European Commission, ROM 2006
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- Luis Hernando Barreto Nieto Sneider Rivera, 'Una mirada a la impunidad en el marco del Sistema Penal Oral Acusatorio en Colombia', (2009)
- Guadalupe León, 'Conflictividades sociales, conductas delictivas y la respuesta del Sistema Penal Oral Acusatorio, (2009)
- Memoria del proyecto Fortalecimiento del sector justicia para a reducción de la impunidad en Colombia, Unión Europea/Ministerio del Interior y de Justicia, Bogotá, April 2011.

INSTITUTIONAL STRENGTHENING FOR ASSISTANCE TO CONFLICT VICTIMS" DCI-ALA/2008/019-588

- Convenio de Financiación entre la Comunidad Europea y la Republica de Colombia "Institutional Strengthening for assistance to conflict victims"
- European Commission, ROM 2010
- European Commission, Informe Anual de Gestion 2010, (2011)

OTHER RELATED DOCUMENTS:

- Fiscalía General de la Nación Informe al Congreso de la Republica, 2010-2011
- CONPES 3411 del Consejo Nacional de Política Económica y Social
- Consejo Superior de la Judicatura, 'SISTEMA PENAL ACUSATORIO LEY 906 DE 2004 INFORME DE GESTIÓN', September 2010
- Fiscalía General de la Nación, Informe 2010.
- Source: Fiscalía General de la Nación, 'Anuario Estadístico 2010',
- Source: Programa Presidencial de Derechos Humanos y Derecho Internacional Humanitario, 'Situación Derechos Humanos', (2010),
- Índice de Transparencia Nacional, Resultados 2008-2009,
- Transparencia Internacional, 'ITN Índice de Transparencia Nacional 2008-
- ROM 2010 of the Programme 'Fortalecimiento Institucional para la Atención de las Víctimas
- Source: DPN, Inversiones y Finanzas Publicas, Participación Sectorial de la Inversión 1990-2010
- Document analysis
- Case studies (bilateral programmes analysed more in-depth)
- Inventory analysis
- Analysis of interviews

EQ3: HUMAN RIGHTS AND THE VICTIMS OF THE ARMED CONFLICT

EQ 3	To what extent has EC support contributed, and is at present contributing, to promoting human rights and assistance to victims of the armed conflict?
<p>Evaluation criteria: Relevance, Effectiveness, Impact and Sustainability, Key issues: 3Cs & cross-cutting issues: gender, ethnic groups</p>	
<p>RATIONALE:</p> <p><i>Although the Peace Laboratories and their successors – the EC’s main interventions in Colombia during the evaluation period – are programmes based on a local development strategy perspective and, as such, focus their action on selected territories more than on beneficiary populations, the Colombian conflict has produced victims of human rights’ violations, victims of landmines, and internal displacements. Highly vulnerable populations in conflict areas particularly include children, women and ethnic groups.</i></p> <p><i>It is therefore necessary and particularly relevant to assess how the EC, through bilateral programmable (ALA and DCI-ALA) and non programmable (“Desarraigados” & HR budgetary lines) cooperation and political dialogue, not only tackles human rights and victims’ rights to truth, justice and reparation through specific interventions (see EQs 1 and 2), but also mainstreams human rights and democratization in its overall strategy and in non-specific interventions.</i></p> <p><i>As stated in the 2007 publication on the EU’s promise to “furthering human rights and democracy across the globe”, EU human rights policy seeks to promote respect for all human rights and fundamental freedoms - civil, political, economic, social and cultural. Within the wide range of human rights issues tackled by the EU, six “thematic concerns are of key importance” for the EU’s human rights policy. Among those, the following are of interest in the present evaluation:</i></p> <ul style="list-style-type: none"> • <i>The fight against torture and other cruel, inhuman and degrading treatment or punishment</i> • <i>International criminal justice and the fight against impunity</i> • <i>Rights of the child</i> • <i>Women’s rights and gender equality</i> • <i>Racism, xenophobia and protection of minorities</i> <p><i>The question will cover the issue of human rights mainstreaming in EU bilateral cooperation with Colombia mainly in term of relevance, effectiveness and impact In order to better assess the EC’s contribution to the issue under analysis. It will also cover the EC’s interventions selected under EQ1 (Peace Laboratories, etc.), as well as Governmental and UNHCR activities in Colombia in favour of IDP (12.0 and 4.0M€ respectively), Protection of land and patrimonial assets of displaced population (2.0M€), Support to public policy for IDP (6.0M€).</i></p>	

SOURCES OF INFORMATION

The answer presented below is based on several sources:

- *Interviews with EC officials and with national stakeholders in Bogotá*
- *Analysis of the Colombian national context in relation to the human rights situation and the situation of the victims of the armed conflict*
- *Analysis of EC policy and strategy evolution*
- *Inventory of EC financial commitments*
- *Analysis of selected interventions: EC interventions selected under EQ1 (Peace Laboratories, etc.), as well as Governmental and UNHCR activities in Colombia in favour of IDP (12.0 and 4.0M€ respectively), protection of land and patrimonial assets of displaced population (2.0M€), and support to public policy for IDP (6.0M€).*
- *Analysis of all CSP/NIP for the programming periods 2002-2006 & 2007-2013*
- *Field assessment of relevant policy evolution and incorporation of related EC policy commitments into country programming and interventions.*

OVERVIEW RESPONSE

In the difficult conflict and human rights context in Colombia over the evaluation period, EC cooperation in promoting human rights and assisting victims of the armed conflict has made a number of significant contributions. There are two different levels of analysis that need to be considered here. The first is in relation to the 'political' support the EC provided to key Colombian and international stakeholders engaged in the promotion and defence of human rights (reasonably focused mostly civil and political rights) and provision of assistance to the victims of the armed conflict. The second level of analysis is related to the actual project activities supported by EC interventions during the evaluation period.

With respect to the EC's political support, it is important to highlight the widely shared view in Colombia that the EC helped strengthen Colombian civil society organizations and human rights groups which were faced with a difficult and sometimes hostile environment during the two administrations of President Alvaro Uribe. Putting its considerable weight behind the imperative to uphold human rights (especially civil and political rights) and guarantee the rights of the victims to truth, justice and reparation in the midst of the ongoing armed conflict, the EC provided Colombian and international human rights defenders, such as UNHCHR and UNHCR, with significant support for carrying out their work. Providing this support was politically not easy as it meant adopting a position on, and strategy for, promotion of human and victims' rights that differed from those adopted by the Colombian government. This was particularly the case during the period 2002-2006/2007, after which the degree of congruence between the government's and EC's positions increased when the second Uribe administration adopted a somewhat more comprehensive stance on the human rights issue and the EC Delegation in Bogota established a close rapport with the government (which included the launch of an official dialogue on human rights) while distancing itself more from Colombia's non-governmental human rights community. During the administration of President Juan Manuel Santos, a further increase in congruence began to emerge, also including civil society.

Regarding the second level of analysis in relation to actual project activities supported by the EC, it can be said that there were key contributions to (a) the protection of land and patrimonial assets of IDPs and Colombian public policy for IDPs (through UNHCR-Colombia); and (b) the strengthening of the capacity of victim and human rights organizations to participate in the transitional justice process and maintain a high level of activity in favour of the defence and promotion of human rights amidst often adverse circumstances marked by threats, intimidation and violence against representatives of those organizations. These significant contributions were complemented by components of the EC's non-specific interventions, such as the Peace Laboratory III and the programme 'DeBartolo regional, pay y estabilidad', which

have helped to strengthen the capacity of local civil society organizations and empower people to promote and protect their fundamental rights.

While it is currently not possible to attribute conclusively any specific improvements in the human rights situation of the targeted population groups to EC interventions, we have sufficient reason to believe that future impact evaluations will show that both the EC's political support (particularly during the period 2002-2006/07) and support for project and programme activities have had positive effects on the complex and difficult human rights situation in Colombia.

JC 3.1:

The EC's support strategy in Colombia ensures the mainstreaming of human rights and assistance to the victims of armed conflict with respect to their rights to truth, justice and reparation.

I.3.1.1 Assessment (analysis) of the HR situation in the successive CSPs as compared with EU's compromise to promote respect for all human rights and fundamental freedoms - civil, political, economic, social and cultural.

The CSPs for 2002-2006 and 2007-2013 focus on civil and political rights, particularly the rights to life, integrity, personal freedom and safety, and less on economic, social and cultural rights, though there is a broadening of the focus in the 2007-2013 CSP. In the CSP for 2002-2006, the emphasis is on 'serious violations of human rights and IHL. According to the Colombian Commission of Jurists, the figure of ten deaths per day in 1988 has gone up to 19 per day in the period April-September 2000. The average daily number of forced disappearances has gone from one to more than two. Some 79.5% of the violations have been attributed to the State and to paramilitary groups and 20.5% to armed dissidents' (p. 10). The CSP for 2007-2013, broadens its analysis of the human rights situation: 'The situation as regards human rights and democracy in Colombia is still critical. There are continued violations of the right to life, integrity, personal freedom and safety, and privacy, the fundamental freedoms of movement, residence, opinion and expression and the fundamental rights of labour, association and collective bargaining. The most vulnerable groups include indigenous peoples and Afro-Colombians, as well as, inter alia, social leaders, trade-union leaders, journalists and human rights defenders. (p. 11) Interviews during the field phase confirmed that the focus of EC cooperation in the field of human rights in the evaluation period was mostly on civil and political rights and that the CSP 2007-2013 does not make explicit mention of human rights as an essential cross-cutting component of EC cooperation with Colombia (MN107, MN108).

I.3.1.2 Specific population groups identified in the successive CSPs as victims of the conflict (including internally displaced persons), as victims of HR violations and/or as subjects of HR defence and promotion in their civil, political, economic, social and/or cultural dimensions.

The 2002-2006 and 2007-2013 CSPs identify victims of human rights violations committed by paramilitary organizations, insurgent organizations and state agents, including IDPs (highlighted in both documents) and indigenous and Afro-Colombian communities, social leaders, trade union leaders, journalists and human rights defenders (highlighted in the 2007-2013 CSP). The 2002-2006 CSP sees victims mostly as subjects of HR defence and promotion with respect to their civil and political rights; the 2007-2013 CSP contains a broader focus, also including economic and social rights.

Further to the analysis of the CSPs 2002-2006, 2007-2013 and the MTR 2011-2013, there are specific references to vulnerable groups affected by the conflict which are the most prone victims of HR violation. Indeed indigenous people and Afro-Colombian are identified as the most vulnerable ethnic group which suffered the most together with women and children. Specific mention to IDPs emerges across the documents as the most exposed population sector to poverty (95% living below the National Poverty Line) and consequently with limited access to socio-economic and human rights: right to education, housing, health care and precarious position in labour market.

Furthermore, above all in the CSP 2007-2013, a short analysis of children rights violation was conducted highlighting an unstable situation. For instance in 2006:

'14000 minors, boys and girls, were members of illegal armed groups. Children are also taken hostage, displaced or wounded by antipersonnel mines; they also witness human rights violations against their families and communities, and also, as a result of their abandonment, suffer violations of their right to life, integrity and freedom in the form of sexual exploitation, forced labour, ill-treatment and domestic violence. Almost 20% of Colombian children have no birth certificate, which makes it difficult for the State to care

for them. According to the Ministry of Education, half of the million children who work in Colombia do not go to school.'

(Source CSP 2007-2013, page 12)

Both the CSPs and MTR assess the situation relating to HR and Democracy in Colombia is still critical given that:

- indigenous peoples and Afro-Colombia continue to face structural impediments to their development (High unemployment, high illiteracy rate, high mortality rate for children under 50
- The internal armed conflict threatens the ethnic and cultural diversity of the country. Several ethnic groups are on the verge of extinction. The general downward trend in the indicators for certain forms of violence is not reflected in the situation of the indigenous and Afro-Colombian communities.
- The link between internal armed conflict and the issue of access to and control over natural resources, and the rights of indigenous communities
- Continued series of grave violations linked to civil and political rights and by unresolved challenges in terms of economic, social and cultural rights. The existence of a pattern of extrajudicial executions and forced disappearances was observed, associated with violations linked to the administration of justice and to impunity. Arbitrary detentions, torture and cruel and inhuman or degrading treatment were also recorded, along with attacks on freedom of expression.
- The area of labour rights remains problematic. Government efforts to investigate and punish violence against trade unionists are showing some, albeit still too few, results. ILO reports take note of recent improvements in the legal framework for the right of association, the right to strike and other international labour standards, but also take stock of remaining impediments.

Overall, there are two major trends that emerge on human right violations: the impact of the conflict which affects the most vulnerable and marginalized sector in their entitlement of socio-economic rights, combined with a higher risk of violation of integrity. On the other side there are the violation related to the freedom of speech and association relating to trade union, grass root organization, human right defenders perpetrated by illegal/paramilitary armed groups.

I.3.1.3 Specific lines of action proposed according to the population groups identified in the successive CSPs.

It must be noted that they make limited mention of lines of action in respect to IDPs and civil society organizations that promote and defend human rights, but are silent on more specific strategy regarding indigenous and Afro-Colombian groups, trade union leaders, journalists and social leaders. In spite of this, these issues have nevertheless been treated via important interventions, funded with non programmable instruments, in support of the defence and promotion of the rights of IDPs, including contributions to the UNHCR-implemented projects 'Protection of land and patrimonial assets of displaced populations' and 'Support to public policy for IDPs', as well as the project "Victim-oriented assistance as a contribution to peace-building and reconciliation" of the IfS.

I.3.1.4 References to HR and assistance to the victims of conflict with respect to their rights to truth, justice and reparation in the formulation and implementation of non-specific interventions (identification and project documents, monitoring reports, etc.).

References to HR and assistance to the victims of conflict with respect to their rights to truth, justice and reparation are made on the following programmes:

1. Peace Laboratories. Indeed the III Peace Laboratory encompasses three main components: geographic, thematic and political. The Geographic component include a set of activities so-called "**Paz y Derechos Humanos**" which involve different set of activities entailing:
 - Strengthening organizational, administrative and technical state and social organizations and institutions involved in the project and in particular civil initiatives that seek autonomy from the pressures of illegal armed groups.
 - Creation of a regional network (social organizations, state and international) responsible for identifying risks of human rights violations and breaches of international humanitarian law, to establish early warning systems and rapid response.
 - Strengthening of education and communication initiatives for peace and peaceful coexistence.

- Supporting living conditions that prevent linking voluntary and forced enlisting especially children /youth to illegal armed groups or their participation to illicit economies.
- Strengthening the ethnic communities from the risks of violence
- Analysis and follow up with community involvement in the processes of prevention and reparation measures, as well as other initiatives to enhance truth and justice.

Within the Thematic component of the Third Peace Laboratory, there is a special focus on **Ethnic Groups, Women and Youth**.

The activities relating to Ethnic groups within the framework of human rights and rights to truth, justice and reparation are:

- Strengthen coordination processes between ethnic groups and national movements for peace, based on the rescue and respect for cultural identity.
- Rescue and strengthen traditional forms of conflict resolution and conflict management as well as peace-building and alternative reparation policies tailored to ethnic minorities' needs
- Develop strategies to decrease the risks of conflict

The activities relating to Women and Youth within the framework of human rights and rights to truth, justice and reparation are:

- Strengthening articulation processes and alliances of youth organizations, women and peace initiatives and reconciliation.
- Strengthen existing networks and initiatives of resistance and nonviolent action driven by youth and women in terms of the joint movement for peace and constituent assemblies.
- Develop strategies to decrease the risks of conflict, nationally and internationally
- Protecting youth and women from the effects of conflict on the issue of sexual and reproductive health
- Strengthen the capacity of women and youth organizations and other peace initiatives in order to influence decision-making and public policy.

Based on the Mid-Term evaluation analysis, the III Peace laboratory has strong focus on Peace and Human Right protection. Within the geographical component, Peace and Human Rights encompass 12 projects involving more than 200 organisations. The approached adopted included:

- HHRR prevention and defence of through education and cultural and artistic initiatives
- institutionalization of the defence and promotion of rights (through the creation of committees, generation of proposals and policies of peace)

In spite of the importance of HHRR, the evaluators underlined that project implementation has experienced critical moments due to the actual situations of the regions in relation to advocacy work, human rights protection and promotion can be considered a risky activity given the are serious cases of violence against members of organizations and project.

The Programme '*Desarrollo Regional, Paz y Estabilidad*' encompasses a set of activities relating to Human Right and reparation strategies. The programme approach encompasses two components relating to the protection and promotion of HR particularly for up-rooted people:

- Promote the work of the civil society in carrying out a dialogue process on human rights, on the functioning of public institutions and on advancing peace construction process
- Up-rooted populations and beneficiary communities enjoy a protective environment and social, economic and political assets which contribute to the reduction of their extreme vulnerability

Nonetheless, there are not explicit references to reparation policies above all relating to land distribution. Furthermore both Programmes: III Peace Laboratory and Desarrollo Regional Paz y Estabilidad aims at strengthening the capacity of civil organization, empower people on promoting and protecting their rights rather than implementing specific

<p>measures on reparation.</p> <p>No mention is done about Human Rights on the other 2 programmes relating to Trade and Private Sector Development: Technical Assistance to Trade in Colombia & Local Economic Development and Trade in Colombia.</p>
<p>JC 3.2:</p> <p>Relevance and the right to “dis-alignment” as expressed by EUD</p> <p>The population groups identified and lines of action proposed in the successive CSPs correspond to the groups, needs, problems and issues identified by Civil Society Organizations and by the Government.</p>
<p>I.3.2.1 Level of congruence between the EC’s CSPs and successive governments’ analysis, positions and policies as expressed in the National Development Plans and /or specific policy programming documents and analysis.</p>
<p>Starting from a situation of very limited or absent congruence in 2002-2006, an increasingly higher level of congruence emerged in the period 2006-2010, and especially after 2010. The NDP 2002-2006 does not contain the terms ‘derechos humanos’, indígenas’, afrocolombianos’, ‘defensores’, ‘sindicalistas’, ‘periodistas’, and ‘desplazados’. This situation of grave omission changed in the NDP 2006-2010, where there are numerous references to IDPs, indigenous communities, trade unionists etc, though still no mention of ‘defensores’. The NDP 2010-2014 is a game changer document as it contains numerous references to all terms and groups that were omitted in the previous 2 NDPs. Other government documents, such as those in relation to the mandate and activities of the Red de Solidaridad Social (RSS) and its successor Accion Social and documents of the Human Rights Program of the Vice-presidency, make extensive reference, however, to IDPs, trade unionists, human rights defenders etc.</p>
<p>I.3.2.2 Level of congruence between the EC’s CSPs and CSO analysis, positions and strategies, as expressed in declarations, annual country or regional reports and/or projects.</p>
<p>There is overall a high level of congruence, but some striking lack of congruence also exists in respect to some issues. Congruence exists, for instance, in respect to the grave situation of IDPs and indigenous and Afro-Colombian groups, as well as human rights defenders, trade unionists and social leaders. (On IDPs see the bulletin CODHES Informa that is produced regularly by the Consultoria para los Derechos Humanos y el Desplazamiento, CODHES; on the general human rights situation in Colombia see the regular publications by the Comision Colombiana de Juristas at HTTP://WWW.COLJURISTAS.ORG/DOCUMENTOS.HTML). Lack of congruence: the CSP 2007-2013 states that ‘most violations are committed by illegal armed groups (the FARC and the AUC). In some cases the Military Forces have conducted operations in which humanitarian principles have not been observed’. (pp. 11-12) This statement does not reflect much evidence-based analysis of Colombian CSOs and INGOs at the time, which highlighted, for instance, the alleged involvement of security forces personnel in a large number of cases of extrajudicial executions. (International Crisis Group, The Virtuous Twins, p. 1, p. 8 and numerous publications by the Comisión Colombiana de Juristas and CINEP, among numerous other Colombian human rights organizations)</p>
<p>JC 3.3:</p> <p>The EC’s support strategy in Colombia contributes to advance respect of human rights, in the short-, medium- and/or long-term, among the targeted population groups</p>
<p>I.3.3.1a Key stakeholders at country level, notably national government, CSO counterparts and the EC Delegation, confirm that EC support and human rights cooperation with the national government has contributed to promotion of human rights and has effectively supported the victims of the conflict with respect to their rights to truth, justice and reparation....</p>
<p>Interviews with key state, CSO and EC stakeholders as well as UNHCR and UNHCHR during the field phase of this evaluation revealed a perception that the EC has made important contributions to the promotion of human rights and the rights of victims to truth, justice and reparation during the evaluation period. However, it is important to</p>

point out that the contributions were referred to in different ways by state, CSO and international organizations representatives, i.e. there was no homogeneous view on these matters.

State stakeholders highlighted the significance of the EC contribution to addressing issues related to the assistance and rights of IDPs, the victims of the armed conflict (participating in the JPL process) and demobilized members of illegal armed groups (especially of paramilitary groups) (MN104, MN113, MN114). Perhaps not surprisingly, these stakeholders looked at the significance of the EC contribution from a 'technical' angle; the Colombian authorities were supported by the EC to increase their capacity to promote the rights of IDPs and victims and reintegrate demobilized combatants (MN105, MN113, MN114).

Colombian CSO and representatives of UNHCR and UNHCHR, in turn, underlined the 'political' importance of the EC's contribution to the promotion and protection of human and victims' rights. The perception here is that in the highly polarized setting during the 2 Uribe governments the EC spoke out loudly and clearly about the importance of defending and promoting human and victims' rights. This provided Colombian human and victim rights organizations with an important degree of political backing as they were receiving a lot of public pressure from the Uribe government and were also persecuted by the presidential intelligence service DAS (which was abolished under President Santos). This political backing took the form of public declarations by the DUE on human rights-related matters, frequent meetings between DUE staff and the Colombian human rights community, participation in the London-Cartagena-Bogota process /the G-24 and, not least, the use of thematic cooperation lines to support the work of Colombian human rights organizations and the establishment of 3 contribution Agreements with UNHCR. It is important to stress, though, that in particular CSO representatives stated that this 'political' backing by the EC started to waver in the period after 2006/2007, and while UNHCR was very positive in their affirmations of the significance of EC support for their interventions, especially the project 'Protection of land and patrimonial assets of displaced populations', UNHCHR was more cautious with respect to characterizing the tangible outcomes of EC cooperation in the field of human rights. (MN101, MN102, MN106, MN112)

DUE staff confirmed the importance of the thematic interventions in the field of human rights but also signalled that there had been a marked shift in the DUE's approach to human rights from 2007 onwards. For instance, meetings between the DUE and Colombian CSOs became much less frequent and human rights organizations lost prominence among the DUE's national counterparts (MN100, MN107, MN108). It was also pointed out that some Colombian CSO and European INGOs did not sufficiently appreciate that the 'EC is not another UN human rights agency' and that the 'EC in effect works with and through the government' (MN100).

1.3.3.1.b ...and, inversely, the EC's promotion of rights to truth, justice and reparation has contributed to open political dialogue with the government on human rights

Yes, it has generally been recognized by Colombian state and non-state stakeholders and international organizations working in Colombia that the EC's support to the promotion of human and victims' rights has contributed to more open political dialogue with the government on human rights. UNHCHR put it in these terms:

'Under former President Alvaro Uribe there was a context of polarization and confrontation between Government officials and members of the NGO community. Threats against and stigmatization of human rights defenders were intense as noted for instance in 2008. Some senior Government officials publicly expressed negative comments regarding their work or associated it with insurgency activities. Since President Santos took office in August 2010, the political tone towards human rights defenders has been more respectful and the new government has gone to great lengths to demonstrate its interest in an open and constructive dialogue. This positive change has also been recognized by representatives of the human rights organizations.

In 2009, as a consequence of the deteriorating security situation of human rights defenders, the National Roundtable for Guarantees of Human Rights Defenders was established. Within this framework, representatives of the human rights organizations and high level Government officials discuss concerns regarding threats towards human rights defenders and the response of the State. The establishment of this process was an important step toward constructive dialogue between government and human rights defenders. Since President Santos is in office, the different Ministers are personally taking part in the roundtables. Although the government in Bogota has taken steps to fulfil its obligations assumed in the framework of the process, due to the lack of real improvement of the situation on the ground, the process has been interrupted by the human

rights defenders two times.' (Written communication, UNHCHR Colombia, 6 June 2012).

I.3.3.2 Trend in the numbers of forced displacements and registered displaced persons in the EC's zone of intervention.

In the period 2002-2010, the overall trend in internal displacement in Colombia has been an increase in absolute numbers. In 2003, the government reported 2,039,000 IDPs. This absolute figure dropped to 2 million in 2004 and then rose steadily to over 3.6 million in 2010, **though the overall trend in the rate of new displacement each year has been on the decline** (UNHCR, Colombia country reports 2003-2010). Of the more than 3.6 million reported in 2010, '75 per cent had moved from rural areas and 25 per cent from urban areas. Some 23 per cent of the displaced [were] from ethnic groups (mainly Afro-Colombian)' (UNHCR, Colombia report 2010). This trend has also been documented by the Colombian NGO CODHES (see series of CODHES bulletins, Codhes informa). Accion Social, the government agency charged with attending IDPs, reports the following expulsion numbers: 2002: 462,015; 2003: 267,019; 2004: 247,623; 2005: 282,269; 2006: 302,789; 2007: 337,938; 2008: 294,666; 2009: 175,849; 2010: 129,883. According to OCHA IDP mapping, in the first six months of 2008 forced displacement in the zones of EC intervention was generally low, although there were notable exceptions such as in Santa Rosa del Sur (Sucre), Policarpa (Nariño) and parts of Meta department (OCHA, Desplazamiento en Colombia). For 2008-2009, Accion Social reports a year-on-year reduction in the number of IDPs in the departments where the third PL is being implemented (Meta, Sucre and Bolivar).

Here is some preliminary data that has to be tested: According to Accion Social, 2000, 2001 and 2002 were the most critical years for massive displacement given high level of intensity guerrillas and paramilitary groups. After 2002, the number of displaced persons has been declining gradually to reach a reduction 90% in 2009. Until 2002 the mass expulsion of people concentrated in the departments of Antioquia (139,366 people), Chocó (77,178), Magdalena (41,531), Bolivar (38,838) and Córdoba (21,543), while in the period 2003 -2009 mass displacements were concentrated in the departments of Nariño (39,553), Antioquia (28,607), Choco (25,205) and Valle del Cauca (21,226).

TABLE 25 NUMBER OF PEOPLE AND HOUSEHOLD DISPLACED 2002 & 2011 AT NATIONAL LEVEL

Variables	ND	2002	2003	2004	2005	2006	2007	2008	2009	2010	2011	TOTAL no since 1997
Expulsión de Personas	97.69	462.015	267.019	247.623	282.269	302.789	337.938	294.666	175.849	129.883	102.956	3,875,987
Expulsión de Hogares	23.986	99.249	58.787	58.577	64.07	70.164	81.27	75.703	49.238	37.959	29.233	905,114
Declaración Personas	2.215	432.772	224.215	213.748	250.122	297.665	368.497	392.366	362.413	321.404	285.834	3,875,987
Declaración Hogares	683	87.734	46.447	49.086	55.334	66.758	84.797	97.342	96.62	92.813	86.448	905,114

Source: Acción Social, *Estadísticas de Población en Situación de Desplazamiento. Dinamica General (1998-2011)*

TABLE 26 NUMBER OF PEOPLE AND HOUSEHOLD (HH) DISPLACED, BY PLACE OF ORIGIN 2002 & 2011

Departments	2002	2011	2002	2011
	People	People	HH	HH
AMAZONAS	52	8	11	1
ANTIOQUIA	61,903	18,612	14,054	5,461
ARAUCA	3,857	1,377	792	464
ARCHIPIÉLAGO DE SAN ANDRÉS, PROVIDENCIA Y SANTA CATALINA	14	6	4	1
ATLÁNTICO	16,711	153	3,498	50
BOGOTÁ, D.C.	37,682	55	8,549	14

BOLÍVAR	25,439	2,686	5,640	769
BOYACÁ	1,383	150	326	38
CALDAS	8,557	114	1,712	28
CAQUETÁ	14,250	6,209	2,845	1,910
CASANARE	2,536	173	597	56
CAUCA	10,819	10,070	2,237	3,069
CESAR	26,171	678	4,842	204
CHOCÓ	23,149	5,045	5,089	1,422
CUNDINAMARCA	12,668	211	2,895	54
CÓRDOBA	17,477	5,910	3,777	1,730
GUAINÍA	258	147	55	34
GUAVIARE	3,043	1,053	704	375
HUILA	10,335	3,145	2,189	934
LA GUAJIRA	13,096	634	2,785	154
MAGDALENA	24,019	753	5,074	217
META	13,488	2,082	2,831	685
NARIÑO	16,108	16,497	3,770	4,802
NORTE DE SANTANDER	24,259	1,832	4,584	537
PUTUMAYO	11,988	3,042	2,428	999
QUINDIO	4,129	46	988	14
RISARALDA	6,021	64	1,336	15
SANTANDER	13,453	832	2,890	248
SUCRE	27,284	668	5,298	179
TOLIMA	9,765	4,431	2,080	1,330
VALLE DEL CAUCA	20,654	15,918	4,415	3,329
VAUPÉS	45	78	9	22
VICHADA	404	276	83	88
Total General	461,123	102,956	98,409	29,233

Source: Acción Social, *Estadísticas de Población en Situación de Desplazamiento. Dinámica General (1998-2011)*

I.3.3.3 Trend in the number of victims of the armed conflict (i.e. decrease in enrolment of children in armed groups, etc.) in the EC's zone of intervention.

According to data of the Observatorio de Programa Presidencial de Derechos Humanos y DIH, the overall number of victims of the armed conflict and violence has been decreasing in the evaluation period. This decrease regards homicides, victims of anti-personnel mines, kidnapping, forced recruitment (including of minors), massacres, and of some forms of human rights violations (with the notable exception, for instance, of extrajudicial executions, which started seeing a decrease only in 2009-2010). This trend

has been reflected in the zones of EC intervention, although not across all of them and throughout the evaluation period. For instance, in 2006-2007, Cauca department (where the second PL was being implemented) saw a 21% increase in homicides, while Antioquia and Norte de Santander witnessed a decrease of 9% and 7%, respectively. Likewise, in 2008-2009, Nariño department (where the second PL was being implemented) saw a 300% increase in massacre victims, while Bolivar and Sucre departments (where the third PL was being implemented in the Montes de Maria region) witnessed a decrease of 100% or no variation, respectively.

I.3.3.4 Improvements in the recognition of and access to information rights; labour rights (organization, contract, training, health benefits, etc.); and access to justice.

Although improvements, trade unionist continue to be victims of threats, violent attacks and murderers, the situations has notably improved as illustrated in the below table. Compared to 2008, the number of homicides and all kind of violent measures against trade unionist has reduces threefold. According to the International Trade Union Confederation, 49 trade unionists were killed in 2008, meaning more than half of the assassinations of trade unionists in the world occurred in Colombia.¹⁰ The departments of Antioquia, Santander and Valle del Cauca are worst affected by these killings.

TABLE 27 VIOLATIONS OF LIFE, LIBERTY AND INTEGRITY OF TRADE UNIONIST (JAN-AUG 2010)

Tipo de violación	Total	Tipo de violación	Nº de casos 2008	Nº de casos 2009
Amenazas	201	Amenazas	498	419
Homicidios	35	Desplazamientos forzados	154	129
Atentado con o sin lesiones	16	Homicidios	49	47
Hostigamiento	10	Hostigamientos	19	54
Secuestro	5	Detenciones arbitrarias	26	34
Desaparición	5	Atentados con o sin lesiones	8	18
Allanamiento ilegal	2	Torturas	3	7
Detención arbitraria	1	Desapariciones forzadas	5	3
Total general	275*	Allanamientos ilegales	1	4
		Total	763	715

Source: ESCUELA NACIONAL SINDICAL (ENS) COMISIÓN COLOMBIANA DE JURISTAS (CCJ), 'Informe sobre las violaciones a los derechos humanos de los sindicalistas y sobre la situación de impunidad, 2009-2010 y 2002-2010' Sept (2010) page7 -10

The killing of trade unionists continues to be of concern. In 2010, 26 protected people persons were killed, compared to 25 in 2009. The deaths of non-affiliated teachers increased from 4 to 11.4 A total of 1,433 members of the union movement are covered by the **Protection Programme of the Ministry of Interior and Justice**.

However, it was stated in the Report of the United Nations High Commissioner for Human Rights on the situation of human rights in Colombia (February 2011) , that delays in assessing risks, slow implementation of measures, absence of a differential approach, and transfer of protection schemes to private companies was an issue of concern. Moreover, reforms introduced in May hindered the implementation of protection measure

Referring to access to justice nonetheless as stated in the Report of the Colombian Ombudsman (2011) :

La Fiscalía General de la Nación ha asumido la investigación de las violaciones a los derechos humanos de la población sindicalizada. Sin embargo, es importante que, en el marco de la Comisión Interinstitucional de Derechos Humanos de los Trabajadores (CIDHT), se realice un trabajo conjunto con las ONG de derechos humanos y las propias centrales obreras, para ampliar las investigaciones en relación con los casos registrados entre 1986 y 1991.

Las 271 sentencias proferidas hasta el 15 de mayo de 2010, constituyen el 0.5% de las 344 investigaciones de la Subunidad UNDH y DIH de la Fiscalía General de la Nación 243, creada en el marco del Caso 1787 de la OIT. Estas cifras evidencian la necesidad de imprimir mayores esfuerzos en la lucha contra la impunidad, brindando especial protección a los derechos de los trabajadores'

Source: Defensoría del pueblo 'XVIII Informe del Defensor del Pueblo al Congreso de la República (2011) page 322

Relating to access to justice, it is important to underline that impunity continue to be a serious issue of concern. Before the introduction of the Oral System for instance, impunity index accounted for 99.99% highlighting a very limited access to justice. (Source: MISIÓN DE ASISTENCIA TÉCNICA INTERNACIONAL PARA LA ELABORACIÓN DE UN ESTUDIO DE IMPUNIDAD DEL SISTEMA PENAL COLOMBIANO 'Estudio Final sobre la Impunidad' August 2008, page 44)

Further to the introduction of the Oral Criminal Adversarial System Sistema Penal oral Acusatorio (SPOA)

TABLE 28 NUMBER OF TOTAL CASES UNDER THE SPOA , 2005-2008

Fase-Año	Casos	%
I - 2005	688.071	48,9
II - 2006	509.081	36,2
III - 2007	167.254	11,9
IV - 2008	29.754	2,1
Sin información	13.941	1,0
Total	1.408.101	100,0

Fuente: FGN. Cálculos propios

TABLE 29 NUMBER OF TRIALS FINALISED UNDER THE SPOA

No.	Tipo de terminación	Casos	%
1	Conciliación	225.236	41,5
2	Archivo	134.946	24,8
3	Extinción de la acción penal	80.015	14,7
4	Sentencia condenatoria	53.832	9,9
5	Desistimiento	20.140	3,7
6	Preclusión	16.014	2,9
7	Traslado de competencia	7.740	1,4
8	Principio de oportunidad	3.716	0,7
9	Sentencia absolutoria	1.383	0,3
10	Prescripción	147	0,0
Total		543.169	100,0

Fuente: FGN. Cálculos propios

Source: Estudio Final sobre la Impunidad' August 2008, pag 62

'Los estudiosos que tradicionalmente han medido la impunidad del régimen penal, lo han hecho utilizando el método del embudo (diagrama adjunto), el cual consiste en contrastar el total de procesos sentenciados por los jueces, frente al total de procesos ingresados al aparato judicial. Si esa fuese una medición idónea, la impunidad sería del 96,1%²⁰ desde que entró a operar el SPOA, hasta abril de 2008. No obstante, esta medición tiene un gran número de problemas metodológicos que sería necesario entrar a corregir si la información lo permitiera.' **Source: Estudio Final sobre la Impunidad' August 2008, page 125).**

²⁰ De 1,408,101 procesos que equivalen al 100%, se sentenciaron solamente 55,215 procesos que equivalen al 3,9%. Es decir, que 100 menos 3,9 es igual a 96,1%.

This statistic highlights that in spite of improvements in justice management, access to justice is still limited.

Nonetheless, in 2010, concerning to Human Rights and Humanitarian law, the number of cases managed by the General prosecutor has increased three times compared to 2004, also the number of Prosecutors dealing with the issue has more than doubled, denoting a further commitment on access to justice.

TABLE 30 UNITIES OF PUBLIC PROSECUTORS OFFICES DEALING WITH HUMAN RIGHTS AND HUMANITARIAN LAW, 2004-2010

6.1.2 Unidad nacional de fiscalía de derechos humanos y derecho internacional humanitario

Tabla 6.1.2
FISCALÍA GENERAL DE LA NACIÓN - ANUARIO ESTADÍSTICO AÑO 2010
CANTIDADES DE PROCESOS INGRESADOS, EVACUADOS Y PENDIENTES POR AÑO PERÍODO 2004 - 2010
UNIDAD NACIONAL DE FISCALÍA DE DERECHOS HUMANOS Y DERECHO INTERNACIONAL HUMANITARIO
(Número de Procesos)¹

ITEM	INVESTIGACIÓN PREVIA								INSTRUCCIÓN							
	2004	2005	2006	2007	2008	2009	2010	2004	2005	2006	2007	2008	2009	2010		
Vienen	981	982	969	1.380	1.223	2.635	2.757	345	428	443	607	718	1.209	1.720		
Entran	209	333	1.635	537	2.041	1.459	458	215	244	341	396	554	1.107	760		
Salen	256	291	1.332	574	769	1.180	750	159	210	239	248	248	577	593		
Pasan	1.014	1.044	1.384	1.326	2.570	2.757	2.469	458	486	607	692	1.179	1.720	1.883		
No. de Fiscales/ ²	39	43	43	44	59	91	99									

Fuente: Fiscalía General de la Nación. Estadística Mensual del Trámite de Procesos de la Oficina de Planeación con base en los datos reportados por la Dirección Nacional de Fiscalías.

¹ Para los años 1992 a 1995 no existía un sistema de información estadístico confiable; estos datos se calcularon a partir de los reportes manuales que estaban disponibles en el año 1996 en la Dirección Nacional de Fiscalías.

² El Número de Fiscales corresponde al número de fiscales que reportó información.

Source: Fiscalía General de la Nación, 'Anuario Estadístico 2010', pag. 50

1.3.3.5 Improvement in the recognition of and access to the right of equal opportunity for women and ethnic groups.

There have been several improvements in the recognition of right of equal opportunities for ethnic groups namely indigenous and Afro-Colombians. Nonetheless in spite of improvements in terms of policy measures, their living conditions continue to be below the national average. Furthermore given their situation of poverty and limited capacities, Afro-Colombian and indigenous population are more to subject to human right violation, displacement and confinement.

Based on the 2005 Census, the number of indigenous people in Colombia amount to 1,392,623 people which account for 3.4% of total population while Afro-Colombians make up 10.62%(4,311,757) of the population.

Relating to Afro Colombians, there is in place a systematic legal framework and enforcement mechanisms which encompass:

Article 7 of Colombia Constitution Colombia's Constitution provides under article which alleges that the State recognizes and protects the ethnic and cultural diversity of the Colombian Nation. Law 70 of 1993 "In Recognition of the Right of Black Colombians to Collectively Own and Occupy their Ancestral Lands.

Furthermore an institutional framework exists to formulate policies to protect the rights of ethnic groups. The Department of Indigenous, Minority and Roma Affairs and the

Department of Black, Afro-Colombian, Palenquero and Raizal Community Affairs exist within the Ministry of the Interior and Justice. Additionally, the Vice-President chairs the national Intersectoral Commission for the Advancement of the Afro-Colombian, Palenquera and Raizal People. The Government of Juan Manuel Santos has created a Presidential Programme for Afro-Colombian Affairs whose Director is Afro-Colombia and has committed to form a High Level Commission responsible for recommendations to improve the living conditions of ethnic minorities. Human rights provisions already exist in a number of public policy instruments at the national and provincial levels. There is currently a human rights policy for the Ministry of Defence. Furthermore, the Ombudsman has a Division for Ethnic Minorities. It reports annually on human rights issues to the Congress of the Republic, receives complaints and provides assistance, information, and public defence lawyers for criminal processes. The Ombudsman has established an important early warning/risk assessment system. The Office of the Attorney General has established a unit for the prosecution of human rights and international humanitarian law violations.

Relating to Indigenous People, there is in place a systematic legal framework and enforcement mechanisms which encompass:

Colombian Constitution recognizes indigenous peoples and their collective and individual rights. Rulings of the Constitutional Court have built on this institutional framework, creating a world-class model of jurisprudence. In addition, Colombia has ratified Convention No. 169 of the International Labour Organization (ILO), the Convention concerning Indigenous and Tribal Peoples in Independent Countries,⁴ and recently declared its support for the United Nations Declaration on the Rights of Indigenous Peoples and for its spirit and guiding principles.

In addition, in 2009, the Constitutional Court have issued two sentences relating to indigenous and Afro-Colombian people, respectively:

1. Auto 004/09 'Protección de los derechos fundamentales de las personas y los pueblos indígenas desplazados por el conflicto armado o en riesgo de desplazamiento forzado, en el marco de la superación del estado de cosas inconstitucional declarado en la sentencia T-025 de 2004, después de la sesión pública de información técnica realizada el 21 de septiembre de 2007 ante la Sala Segunda de Revisión"
2. Auto 005/09, 26 de Enero de 2009 'Protección de los derechos fundamentales de la población afro descendiente víctima del desplazamiento forzado, en el marco del estado de cosas inconstitucional declarado en la sentencia T-025 de 2004.

Relating to socio-economic rights

The great part of indigenous population 19.98% of the population live in La Guajira department, 17.85 in Cauca and 11.14% in Nariño. The departments where indigenous peoples and Afro-Colombians account for a large percentage of the overall population have worse social indicators than the rest of the country. As regards maternal mortality, for example, while the national average is 73.1 deaths per 100,000 live births, the following departments report rates far higher than that figure: Guainía (386), Chocó (250.9), Guaviare (171.2), Amazonas (158), La Guajira (131) and Cauca (125.9) As regards infant mortality, while the national average is 15.6 deaths per 1,000 live births in those same departments the rates are also far higher: Guainía (40.5), Chocó (32.8), Amazonas (29.9), La Guajira (24.2) and Cauca (21.2). The Government is paying some attention to the health needs of indigenous peoples; among other things, it is modelling their health situation and looking into the possibility of incorporating traditional medicine into the Public Health Plan.

The great part of indigenous people (79%) lives in rural areas. Based on 2005 Census, the dependency rate in indigenous households is greater amounting to 81% compared to 58.8 of the national average. Also the fertility rate amid indigenous women is higher (3.85) , for Afro-colombian was 2.76 while the national average reached 2.44

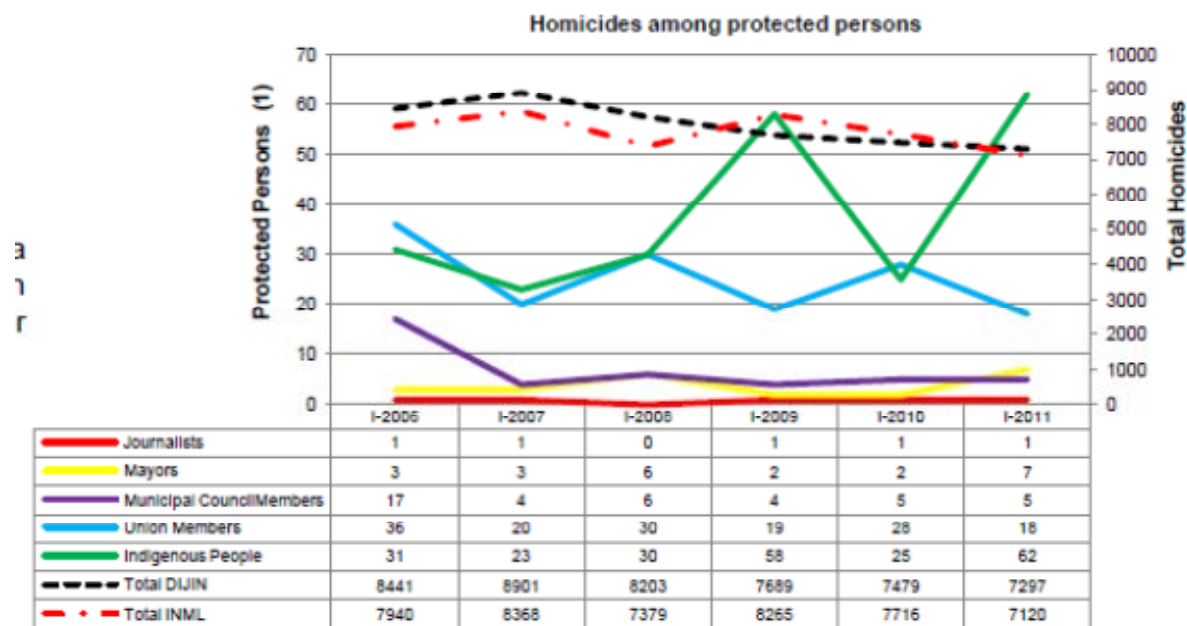
Indigenous people suffer high level of illiteracy. In 2005, 32.6% of total indigenous population was illiterate compared to national average which amount to 12.6% while Afro-Colombians to 15.4%.

Indeed, the Ministry of Education has developed and is promoting an ethno-educational policy with the aim of introducing intercultural education at all State and private schools in the country. During 2008 and 2009, the Government, within the framework of the Cooperative Board on Education Service Policies for Indigenous Peoples (CONTCEPI), made proposals or the establishment of an Indigenous Education System (SEIP). Significantly, according to information provided by the Government, the number of indigenous persons enrolled in schooling programmes increased from 319,226 in 2007 to 331,469 in 2008 and 343,676 in 2009. Nevertheless, it should be noted that the Committee on the Rights of the Child has commented that “Despite an established programme for bilingual education (etno-educación) the coverage is limited and illiteracy rates high.”⁵⁰ In fact, the Government estimates that 28.6 per cent of Colombia’s indigenous persons over 15 years of age are illiterate. Also, it should be pointed out that the education of indigenous peoples is being seriously affected by the armed conflict and, in particular, displacement.

Sources: (DNP Accion Social Union Europea, CORDEPAZ, ‘INFORMACION SOBRE ACCIONES Y PROCESOS INSTITUCIONALES PARA LOS PUEBLOS INDIGENAS DE COLOMBIA, 2010 page153-206) & Report of the Special Rapporteur of the situation of Human Rights and fundamental freedoms of indigenous people, (May 2010), Human Right Council, ‘ Report of independent expert on minority issues ‘ Gay Mc Dougall, January (2011)

According to the Government, since 2003 the coverage of the indigenous population by the subsidized health-care regime has increased by 87 per cent, from 603,833 beneficiaries in 2003 to 1,132,138 in 2008, which means that 81 per cent of the indigenous population was covered by 2008.

FIGURE 4: HOMICIDES AMONG PROTECTED PERSONS, (2006-2011)



⁽¹⁾ Include Mayors, ex Mayors, Municipal Councilmembers, Journalists, Indigenous People and Union Members. Source: Observatorio del Programa de Derechos Humanos y Derecho Internacional Humanitario, Vicepresidencia de la República. Cutoff date 30 July 2010, report date August 15, 2011.

Source OCHA, Colombia Humanitarian Situation Synopsis January- June 2011, page14

Based on the information provided in the Report **of the Special Rapporteur of the situation of Human Rights and fundamental freedoms of indigenous people, (May 2010)**, there is evidence of increased progress on indigenous protection, in terms of laws, programmes and policies of the Government, However those measures do not result in effective protection of the human rights of the indigenous peoples in Colombia. The situation of indigenous people is aggravated by the internal armed conflict currently gripping the country and by the decision of indigenous community not to take part to the conflict.

As illustrated in figure 5 the number of murdered indigenous people has more than doubled between 2010-2011 25 in 2010 whereas 62 in 2011.

The organs of the Department of Public Prosecution, particularly the Office of the Procurator-General and the Ombudsman's Office, have important powers as regards protection of the country's indigenous peoples and Afro-Colombians specifically the **Early Warning System** of the Ombudsman's Office, which is an important mechanism for identifying and preventing human rights violations and breaches of international humanitarian law directed against indigenous peoples. Within the framework of the Early Warning System, the Ombudsman's Office collects, verifies and analyses information relating to situations where the civilian population is vulnerable and at risk as a consequence of the armed conflict and warns the authorities responsible for providing protection so that timely and comprehensive coordinated assistance is provided to the communities affected.

However, recommendations have not always received proper consideration and response on the part of the organisation entrusted with taking protective measures. For example, in February 2009, eight members of the Awa indigenous community were murdered on the Tortugaña-Telembí reserve (in the department of Nariño), which resulted in the displacement of some 400 members of the community. That happened despite repeated warnings given by the leaders of the Awa people, and the issuing of a risk report by the Ombudsman's Office (No. 53 of 5 June 2008), which warned about the dangers to the Awa people in that department. Ultimately, the Government drew up a plan and programme of protection for the Awa people under an agreement concluded with Awa representatives on 9 July 2009.

In 2007, Early Warning System statistic from the Ombudsman's Office showed that 45 per cent of the 38 risk reports issued related to indigenous peoples. In 2008, 14 reports warned of risks affecting the indigenous population, 8 and 13 risk reports relating to indigenous persons were issued between January and August 2009. Monitoring Unit for the Presidential Human Rights and International Humanitarian Law Programme has stated, with regard to the killing of indigenous persons, that the killing of one such person constitutes not only the taking of a life but also an attack on tribal stability and survival.¹³ According to the Monitoring Unit, from 1998 to July 2008 there were 1,075 murders of indigenous persons in Colombia. However, according to other sources, the figure is higher – 1,365 murders of indigenous persons during that period, plus, inter alia, cases of threat (321), forced disappearance (254), injury (492) and sexual violence and torture (216).

Forced displacement has impacted on lives of Afro Colombians and indigenous communities. Indeed, while indigenous people make up 3.3% of Colombian population, they constitute 6.4% of IDP, while Afro-Colombian are even more affected as according to the 2005 census, they constituted 10.1% of the total population but they represent 22.5% of IDP. In addition to the displacement, the **confinement of civilians**²¹ is another effect of armed conflict. According to an OCHA report, between 2003 and 2010, 7, 196

²¹ The confinement is characterized by not having a pattern length can vary from days to months, but it is common to produce systematic violations of human rights. Confinement factors are associated with illicit crops, strategic corridors, landmines, armed strikes and fighting. One of the main features is the restriction on the mobility of people and transport control, causing restrictions on trade in and out of food and other supplies, access to humanitarian, medical missions, planting and farming. The most affected populations have limited access to food, education and health services. The duration of the interruption of access to food supply centers in most cases ranging from 10 to 30 days, while the disruption of access to education and health services can take between one to two months. There are also few cases where restricting access to these services is permanent.

confinement situations have been identified which affected about 50,000 people. Afro-Colombian and indigenous communities were most affected, representing together 65% of total confined population. **Source WFP, 'EVALUACIÓN DE LA SEGURIDAD ALIMENTARIA Y NUTRICIONAL EN LAS POBLACIONES VULNERABLES DE COLOMBIA 'page 21**

As mentioned in the Human Right Council, ' Report of independent expert on minority issues ' Gay Mc Dougall, January (2011),

94. Forced displacement has massively impacted on the lives of Afro-Colombians and has devastated communities. Displacement is a current reality; not simply the legacy of a depleted war. The motivations of the perpetrators have evolved from tactical conflict-related to commercial, related to the acquisition of lands for illegal crops, agricultural megaprojects, economic development and exploitation of natural resources. Displacement continues to affect individuals and communities and remains a major concern of the Afro-Colombian communities.

Relating to women rights:

At the regional level, Colombia has ratified several conventions relevant to the eradication of torture and other violence against women including the American Convention on Human Rights, the Inter-American Convention to Prevent and Punish Torture and the Inter-American Convention on the Prevention, Sanction and Eradication of Violence Against Women (the "Belem do Para Convention"). These treaties, taken together, impose an obligation on Colombia to guarantee the enjoyment by women of their equal rights in the civil, political, social, economic and cultural realms as well as to protect women from discrimination of any kind and to protect them from gender specific forms of violence in the public and private spheres. In July, the Minister of Defence issued Directive No. 11 of 2010, which aims to prevent all forms of violence against women and girls.

Referring to socio economic rights, there have been numerous improvements in specific topics like adolescent fertility rate which have decreased by twenty-percentage point between 2002 and 2009. These improvements have been also reflected on the statistics on IDP as the adolescent fertility rate has decreased from 16% (2005 to 4.7 in 2010. Also school enrolment has progressively increased although this statistics do not provide a comprehensive overview by gender.

TABLE 31 COLOMBIA, MAINS SOCIO-ECONOMIC STATISTICS BY GENDER 2002-2009

	2002	2003	2004	2005	2006	2007	2008	2009
Adolescent fertility rate (births per 1,000 women ages 15-19)	95.70	91.42	87.14	82.86	78.58	74.30	73.07	71.84
Birth rate, crude (per 1,000 people)	22.16	21.84	21.55	21.26	20.98	20.69	20.39	20.08
Children out of school, primary, female	90,795.00		184,535.00	76,931.00	99,588.00	120,655.00	138,088.00	151,618.00
Children out of school, primary, male	75,450.00		218,412.00	89,236.00	114,584.00	143,891.00	146,899.00	154,686.00
Contraceptive prevalence (% of women ages 15-49)				78.20				
Expected years of schooling, female	11.84		12.40	12.78	13.16	13.42	13.54	13.96
Expected years of schooling, male	11.36		11.90	12.29	12.56	12.77	13.07	13.34
Fertility rate, total (births per woman)	2.57	2.54	2.52	2.50	2.48	2.45	2.43	2.40
Labour force participation rate, female (% of female population ages 15-64)	40.10	40.70	41.30	41.80	42.20	42.50	43.30	43.50
Life expectancy at birth, female (years)	75.33	75.58	75.83	76.07	76.31	76.54	76.77	76.99
Life expectancy at birth, male (years)	67.92	68.18	68.43	68.67	68.91	69.15	69.38	69.61
Literacy rate, adult female (% of females ages 15 and above)			92.71	92.91	92.22	92.85	93.44	93.42
Literacy rate, adult male (% of males ages 15 and above)			92.90	92.78	92.39	92.43	93.32	93.06
Maternal mortality ratio (modelled estimate, per 100,000 live births)				85.00			85.00	
School enrolment, primary, female (% gross)	117.20		118.29	118.73	119.04	119.44	119.51	119.90
School enrolment, primary, female (% net)	92.78		89.49	92.93	91.47	90.30	89.70	89.18
School enrolment, primary, male (% net)	93.90		88.63	93.13	91.65	90.23	90.32	90.06
School enrolment, secondary, female (% net)	60.03		60.76	66.65	71.29	74.04	74.51	76.69
School enrolment, secondary, male (% net)	54.68		54.73	60.18	64.01	66.75	68.07	70.71

Source: World Bank Indicator 2011

TABLE 32: POVERTY LINE: PERCENTAGE OF INTERNAL DISPLACED HOUSEHOLD, REGISTERED IN THE RUPD, BY HEAD OF HOUSEHOLD, 2010

Nivel de Ingresos laborales	Total hogares por jefatura			Hogares inscritos en el RUPD por jefatura			Hogares no inscritos en RUPD por jefatura			Diferencias entre RUPD y NO RUPD
	Total	Hombre	Mujer	Total	Hombre	Mujer	Total	Hombre	Mujer	
Superior a la línea de pobreza	2,9	3,9	1,7	2,6	3,4	1,6	4,3	5,8	1,7	***
<i>c.v.e.(%)</i>	9,0	10,3	18,1	10,5	12,4	19,6	17,9	19,2	46,4	
Superior a la línea de indigencia	23,7	28,2	18,2	22,9	26,9	18,2	27,3	32,9	18,3	
<i>c.v.e.(%)</i>	2,8	3,3	5,0	3,1	3,8	5,4	6,1	6,8	13,1	***

Fuente: Encuesta Nacional de Verificación de los Derechos de la Población Desplazada, julio-agosto de 2010. Comisión de Seguimiento y CID-UN.

*** Al 99% de nivel de confianza; ** Al 95%; * Al 90%. – Diferencias no significativas.

Source: WFP, *EVALUACIÓN DE LA SEGURIDAD ALIMENTARIA Y NUTRICIONAL EN LAS POBLACIONES VULNERABLES DE COLOMBIA*, page 32

Nonetheless, households headed by women registered a higher percentage of poverty, indeed 37.2% of IDP women against 23.9% of IDP men gain less than a quarter of minimum wage. Moreover, Indeed, the International Labour Organization has expressed concern regarding certain violations of labour rights, such as legislation allowing salary gaps between men and women, in violation of the principle of equal remuneration for work of equal value.

One of the most worrisome issues is violence against women within the framework of the conflict as well as within intra-familial violence. Based on the information on sexual violence of the Report of the United Nations High Commissioner for Human Rights on the situation of human rights in Colombia, sexual violence committed in the context of armed conflict reflect underreporting cases. In 2010, out of the 51,616 crimes reported to the Attorney General under Law 975 of 2005' Justice and Peace Law, in only 42 cases there was a confession of sexual violence and only 2 have led to conviction in 2010²². This figure highlight limited conditions to allow women to denounce abuses and sexual violence.

I.3.3.6 Socioeconomic data (on housing, employment or economic activity, health benefit, access to productive credit, etc.) establishing socioeconomic stabilization or reintegration of displaced persons and/or communities in the EC's zone of intervention.

As mentioned in prior indicators, Government figures on IDP differ from those of NGOs like CODHES, In December 2010, according to government statistics whose base is the Register of Displaced People *Registro Único de Población en Situación de Desplazamiento (RUPD)*, the total amount of IDP account for 3.6 M IDPs while for CODHES, they are more than 4.5M. Two factors have to be considered when referring to displacement figures in Colombia:

²² Fiscalía General de la nación "Informe Audiencia Pública de Rendición de Cuentas 2009-2010' (2011) page 45-46

1. Government figures do not take into account IDPs who may have reached durable solutions and would therefore no longer have protection needs associated to their displacement, and they do not include children born to displaced families.
2. RUPD figures reflect high rates of under-registration. A national survey mandated by the Constitutional Court, and carried out for the third time in 2010, showed that 23% of IDPs have not registered, either because they did not ask to (in 45 per cent of cases because they did not know how, and in 30 per cent of cases because they were afraid of being identified), or because their request was denied.

Nonetheless, the RUPD allows for the data disaggregation by age, gender and ethnic group. In 2010, as in previous years, children under 18 years of age made up over 50 per cent of the internally displaced population, and women and girls made up 52 per cent (GoC data, 2010). 45 per cent of displaced families registered in the RUPD were headed by an unaccompanied woman.

Minority ethnic groups, including indigenous people and Afro-Colombians, continued to make up a significant percentage of the internally displaced population in 2010, as in the previous year. Roughly 30 per cent of registered IDPs identified themselves as belonging to an ethnic minority, an alarmingly disproportionate rate given that these groups make up only five per cent of the Colombian population.

Out of the 110,000 people who were registered in the RUPD in 2010, 20,500 were Afro-Colombians and most of the were displaced from the Pacific coast departments of Nariño, Valle del Cauca, and Chocó, while 4,700 were indigenous people..

As demanded by the Constitutional Court, the government has also gathered data on the conditions of registered IDPs. In order to verify if a set of rights were effectively enjoyed by the IDP population in Colombia, the Constitutional Court of Colombia adopted, in 2007, a set of indicators, which were then used by the Civil Society Monitoring Commission (CSSC) in its national survey of the IDP population to determine the enjoyment of this right. The rights were as follows:

Access to education (Indicator used: proportion of registered internally displaced children up to 18 years of age currently going to school at least 80 per cent of the time). The 2008 survey found that **82,6%** of displaced children and youth between 5 and 17 years of age are registered and attend classes at a formal education centre. This rate improved considerably by 2010, when **87.1% of IDP** children were attending school. The Government, through Acción Social, has been implementing the program Familias en Acción (Families in Action), which is a subsidy for education (and nutrition) for displaced families, and has had a positive impact in increasing access to education for IDP children. Despite the encouraging improvements, IDP children still fare worse than their non-displaced peers. 50% of IDP youth has access to secondary education, compared to 63% for non-IDP youth. Furthermore, over age in education is problematic: 17% of non-IDP youth between 12 and 15 years of age are in grade school, while for IDPs it is as high as 34%.

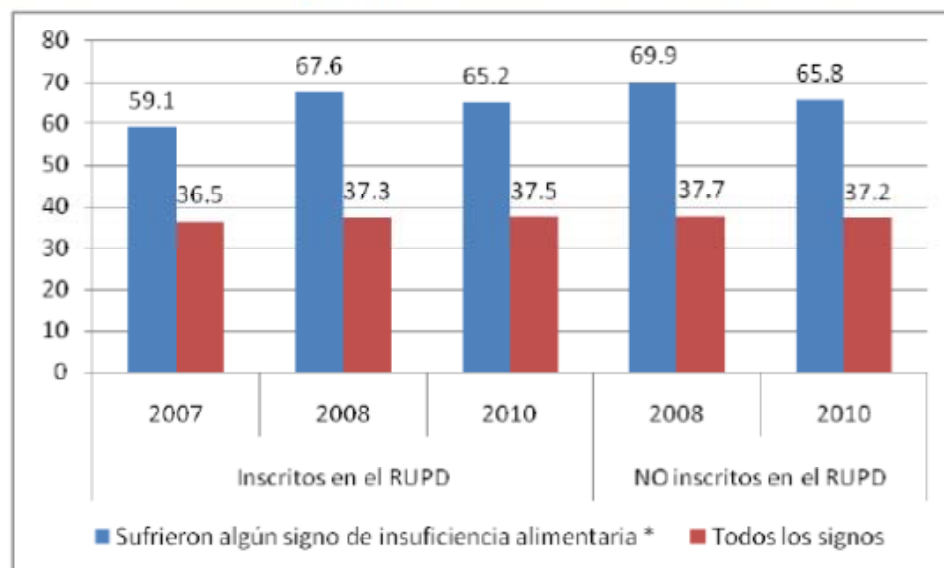
Food security (Proportion of ID households who had an adequate amount and diversity of food, and a perception of food security)²³.

Food security situation remained alarming: overall, in 2010, 65.2% of the IDP population had experienced food insecurity, a two-per-cent-point improvement.

²³ In order to assess the situation of food security, the methodology adopted is the assessment through self-perception of the household situation. The methodology of the Latin American and Caribbean Food Security Investigation '*Escala Latinoamericana y Caribeña de Seguridad Alimentaria*' (ELCSA) is based on a set of indicators on food shortages that the head of household should answer whether or not occurred at his home in the last 30 days. The greater number of affirmative responses, the greater the degree of household food insecurity.

When the results are disaggregated by age groups, it is found that the right to food for children and old people is also severely unfulfilled, even if less than for the adult population. 52.3% of the RUPD-registered children and 56.8% of the non-registered population declared experiencing at least one of the situations described in the three indicators. For the population over 60 years of age, an alarming 73.4% (people between 60 and 64) and 72.5% (people over 65) declared experiencing at least one situation of food insecurity.

FIGURE 5 PERCENTAGE OF IDP WHO SUFFERED FROM FOOD INSECURITY (THE WEEK BEFORE THE SURVEY), BY PEOPLE REGISTERED IN THE RUPD



Source: WFP, EVALUACIÓN DE LA SEGURIDAD ALIMENTARIA Y NUTRICIONAL EN LAS POBLACIONES VULNERABLES DE COLOMBIA based on DNP, (2011) 'Resultados Indicadores de Goce Efectivo de Derechos de la población en situación de desplazamiento: Primer Seguimiento'

1. **Access to health care**, (Proportion of IDPs in the RUPD who were also registered in the national subsidised health care scheme 'Sistema General de Seguridad Social en Salud' (SGSSS). Significant progress has been relating to access to health care system. Based on the statistics, 85% of IDP registered to the RUPD is also affiliated to the (SGSSS), and 80% of those not registered in the RUPD. The percentage of enrolment is higher for those who were displaced 10 years ago (90%) compared to those who have moved a year ago (43%). Regarding preventive care coverage, the ENV-2010 collected information on immunization coverage, control of growth and pre-natal checks. In the case of immunization was chosen to consider only the first dose of MMR vaccine and the pentavalent vaccine. In the first case we found that 82% of children under 5 years of the population enrolled in the RUPD and 80% of those not registered received this vaccine, which is less than desirable levels of coverage and lower than reported coverage by the Ministry of Health (95% nationally). Last, but not least, the number of people affiliated to the SGSSS does not imply an effective access to health services.

Access to emergency humanitarian support (Proportion of ID households which received all components of humanitarian emergency support like shelter, food and health care).

TABLE 33 ACCESS TO HUMANITARIAN SUPPORT OF IDP REGISTERED TO THE RUPD, 2008 & 2010.

	Línea de Base	Seguimiento	Diferencia
kit vivienda aseo y hábitat	77,83 (1,24)	79,80 (1,74)	1,96 (2,67)
Orientación jurídica	73,55 (1,16)	76,22 (0,85)	2,66 (1,53)
Atención psicosocial	73,52 (1,34)	74,77 (1,96)	1,21 (2,97)
Subsidios en dinero	70,99 (1,46)	72,14 (1,84)	1,14 (2,88)

- a. **Housing** (Proportion of IDPs who lived in conditions of dignity (security of tenure, materials, habitability, accessibility and location of housing). Based on the Government Statistics, in 2010, only 16.4% of IDP lives in conditions of dignity, with a three-point-percentage improvement compared to 2008.

TABLE 34 IDP % IDP WHO HAVE ACCESS TO HOUSING , 2008-2010

	Línea de base	Seguimiento	Diferencia
Goza del derecho	12,45 (1,74)	16,14 (1,31)	3,70 (2,51)

Fuente: U.T. Econometría S.A.- SEI. Encuesta a hogares en situación de desplazamiento, 2008-2010

TABLE 35 INDICATORS MEASURING THE RIGHTS OF ACCESS TO HOUSING, 2008-2010

	Línea de Base	Seguimiento	Diferencia
Seguridad jurídica	24,44 (2,29)	29,11 (1,36)	4,67 (2,94)
Espacio suficiente	76,03 (1,25)	79,74 (0,72)	3,7 *** (1,42)
Materiales adecuados	61,29 (3,23)	66,38 (2,57)	5,09 (5,02)
Ubicación segura	72,52 (2,27)	77,64 (1,49)	5,11 ** (3,08)
Servicios públicos	54,83 (3,71)	62,25 (2,46)	7,42 (5,28)

Fuente: U.T. Econometría S.A.- SEI. Encuesta a hogares en situación de desplazamiento, 2008-2010

Source: DNP, (2011) 'Resultados Indicadores de Goce Efectivo de Derechos de la población en situación de desplazamiento: Primer Seguimiento' page 51

Housing is composed by five indicators. In spite of improvements (4.67%), security of tenure is the lowest of the indicators as households living in dwellings with a registered title accounted for 29.11%. Indeed, security of tenure is a major focus in the new housing policy for the Nueva Política de Vivienda (PVPD).

Relating to habitability, in 2010, 79.74% of ID households live in a space whose proportion was less t or equal to three personas per room (including living and dining rooms,). This result (%) improved from that found in the baseline of 2008 (76.03%). 66.38% of households have adequate materials and 62.25% of ID households have access to public utilities (electricity, water, sewage and garbage collection).

b. **Income generation**, measured as the proportion of internally displaced households whose income is above the poverty line.

TABLE 36 % OF IDP OLDER THAN 12 YEARS-OLD IN THE LABOUR MARKET, BY RUPD REGISTRATION AND BY LEVEL OF SALARY COMPARED TO THE MINIMUM WAGE LEVEL, 2010

Ingreso en términos de salario mínimo legal mensual legal vigente	Personas desplazadas de 12 años y más inscritas en el RUPD			Personas desplazadas de 12 años y más no inscritas en el RUPD			Diferencias significativas entre total RUPD y no RUPD
	Total	Hombres	Mujeres	Total	Hombres	Mujeres	
Menos de 1/4 (menos de \$ 128.750) <small>c.v.e. (%)</small>	29,3 2,1	23,9 3,1	37,2 2,8	26,4 5,1	20,4 7,7	36,2 6,7	**
De 1/4 a menos de 2/4 (de \$128.750 a menos de \$257.500) <small>c.v.e. (%)</small>	29,4 2,1	25,8 3,0	34,8 2,9	28,6 4,9	26,0 6,6	32,8 7,3	-
De 2/4 a menos de 3/4 (de \$257.500 a menos de \$386.250) <small>c.v.e. (%)</small>	16,4 3,1	18,4 3,7	13,4 5,5	15,5 7,2	16,7 8,7	13,6 12,8	-
De 3/4 a menos de 1 (de \$386.250 a menos de \$515.000) <small>c.v.e. (%)</small>	12,8 3,6	16,4 4,0	7,5 7,5	15,9 7,1	19,1 8,0	10,6 14,8	***
Un SMMLV o más (\$ 515.000 o más) <small>c.v.e. (%)</small>	11,0 3,9	14,2 4,3	6,2 8,4	12,7 8,1	16,7 8,7	6,2 19,8	*
Sin información de ingresos laborales <small>c.v.e. (%)</small>	1,2 12,5	1,3 15,2	0,9 22,1	0,9 32,4	1,1 36,7	0,6 67,8	-

Fuente: Encuesta Nacional de Verificación de los Derechos de la Población Desplazada, julio-agosto de 2010. Comisión de Seguimiento y CID-UN.

The statistics provided by the WFP, based on the figures collected by the National Survey of IDP's rights highlighted that in 2010, 60% of IDP population have an income which was lower than half of the minimum wage. Moreover, situation was worsened for women. As illustrated in Table 38, more than 37% of women have a salary which was less than one-quarter of the minimum wage. Only 12.6% of the displaced occupied and enrolled in the RUPD and 14% of non-registered an income less than total SMMLV. Among women the proportion is even lower (7%). In relation to the quality of employment, the vast majority of IDP active population was employed in precarious activities that do not guarantee stability or sufficient income to cover basic needs. Thus, according to the ENV-2010 III, 48.5% of the displaced had registered with the RUPD independent work, 11% were employed as an employee (a) domestic and about 10% as labourers or labourers. These figures compare unfavourably with the population of the municipalities where the proportion of domestic workers is much lower (4.6%) and where labourers or labourers category is almost nonexistent. Likewise the proportion of people who work in paid employment (employee or worker), which is a gateway to social security, is much lower among the displaced population (about 30% versus 44% of the population).

Source: WFP, EVALUACIÓN DE LA SEGURIDAD ALIMENTARIA Y NUTRICIONAL EN LAS POBLACIONES VULNERABLES DE COLOMBIA, page

Other indicators illustrating job insecurity and income sources of the displaced families are:

- The 86.6% of the employed population registered in the RUPD and 89.1% of those registered, has no written employment contract.
- Only 13.9% of employees registered in the RUPD who work as labourers has joined through her/his work to a Health promoter 'Entidad promotora de Salud' (EPS) and 11.6% participated to a pension fund.
- Nearly half of displaced workers work alone and only 8% in establishments with more than 10 workers. Most women (67%) work alone, which is associated especially in domestic service.
- 15.4% of workers reported as the street and workplace, where they carry out activities such as street vending, kiosks, etc., Showing a level of informality

and high vulnerability.

- 45% of men enrolled and 50% of non-registered, work 49 hours per week

When reading the figures on income and IDP, it is important to take into account the following elements:

- a. Demographic structure: among the displaced population there is a high proportion of children as population under 12 years is 34.8% compared to the national average which amounts to 21.5%. Indeed the dependency ration per household and poverty is greater.

The proportion of households headed by women and single women is much higher than the average for urban areas of the country. This implies, firstly, that there is a higher rate of dependency within households, so that every adult should be held accountable for a greater number of dependents on the other hand means that the labour participation outside the home is limited by lack of labour within the family, which is worse in the case of single female-headed households for the needs of caring for young children.

Sources of verification :

- Charter of the Fundamental Rights of the European Union
 - European Commission, "Colombia Country Strategy Paper and National Indicative Programme 2002-2006", (2002)
 - European Commission, "Colombia Country Strategy Paper and National Indicative Programme 2007-2013", (2007)
 - European Commission, "Colombia Mid-term Review and National Indicative Programme 2011-2013", (2011)
 - Programa Presidencial de Derechos Humanos y Derecho Internacional Humanitario, 'Situación Derechos Humanos', (2010),
 - Consultoría para los Derechos Humanos y el Desplazamiento, CODHES; on the general human rights situation in Colombia, see the regular publications by the Comisión Colombiana de Juristas at [HTTP://WWW.COLJURISTAS.ORG/DOCUMENTOS.HTML](http://www.coljuristas.org/documentos.html)).
 - International Crisis Group, The Virtuous Twins: Protecting Human Rights and Improving Security in Colombia, (May 2009)
 - OCHA, Desplazamiento en Colombia
 - *Acción Social, Estadísticas de Población en Situación de Desplazamiento. Dinámica General (1998-2011)*
 - UNHCR, Colombia report 2010
- [III PEACE LABORATORY ALA/2006/017-668](#)
- Convenio de Financiación entre la Comunidad Europea y la Republica de Colombia "Tercero Laboratorio de Paz", ROM Report 2007, ROM Report 2008, ROM Report 2010, ROM Report 2011, Mid-term Evaluation' Final Report' 2009/218715
 - [DESARROLLO REGIONAL, PAZ Y ESTABILIDAD DCI-ALA/2008/020-155](#)
- European Commission "Convenio de Financiación entre la Comunidad Europea y la Republica de Colombia , Action Fiche; ROM 2010

Methods :

- Document review
- Case studies (bilateral programmes analysed more in-depth)
- Inventory Analysis
- Analysis of interviews

EQ4: GOOD GOVERNANCE

EQ 4	To what extent has EC support contributed, and is at present contributing, to building an institutional environment consistent with good governance principles?
<p>Evaluation criteria: Relevance, Effectiveness, Impact and Sustainability</p> <p>Key issues: cross-cutting issues: gender, ethnic groups, human rights, democracy</p>	
<p>RATIONALE:</p> <p><i>When faced, as in Colombia at the beginning of the evaluation period, with the extreme weakness of the State and its absence in large parts of the country, cooperation may contribute to the construction of a strong modern state addressing basic principles of good governance. Those principles, simple tools to guide the analysis of the present EQ, are globally covered in <i>The European Consensus on Development</i>²⁴. They are in line with EC's Communication (COM (2006) 421 final) on Governance in the European Consensus on Development: Towards a harmonised approach within the European Union; and consistent with – and help make use of – “the six clusters under which a set of practices with respect to a number of good governance issues have been grouped” in the EU Handbook on promoting good governance in EC development and co-operation and their core concerns: democratisation; human rights; rule of law and administration of justice; civil society; public administration; and decentralisation.</i></p> <p>1. Legitimacy and Voice</p> <ul style="list-style-type: none"> • Participation – all men and women should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their intention. Such broad participation is built on freedom of association and speech, as well as capacities to participate constructively. • Consensus orientation – good governance mediates differing interests to reach a broad consensus on what is in the best interests of the group and, where possible, on policies and procedures. <p>2. Direction</p> <ul style="list-style-type: none"> • Strategic vision – leaders and the public have a broad and long-term perspective on good governance and human development, along with a sense of what is needed for such development. There is also an understanding of the historical, cultural and social complexities in which that perspective is grounded. <p>3. Performance</p> <ul style="list-style-type: none"> • Responsiveness – institutions and processes try to serve all stakeholders. 	

²⁴ Joint declaration by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission on the development policy of the European Union entitled "The European Consensus" [Official Journal C 46 of 24.2.2006]

- **Effectiveness and efficiency** – processes and institutions produce results that meet needs while making the best use of resources.

4 Accountability

- **Accountability** – decision-makers in government, the private sector and civil society organizations are accountable to the public, as well as to institutional stakeholders. This accountability varies according to the organizations and on whether a decision is internal or external.
- **Transparency** – transparency is built on the free flow of information. Processes, institutions and information are directly accessible to those concerned with them, and enough information is provided to understand and monitor them.

5 Fairness

- **Equity** – all men and women have opportunities to improve or maintain their wellbeing.

Rule of Law – legal frameworks should be fair and enforced impartially, particularly the laws on human rights. The question will assess the extent to which EC support, mainly through the interventions selected for the desk phase study on the three focal sectors, has contributed to the achievement, the enhancement, of good governance in the State's action.

SOURCES OF INFORMATION

The answer presented below is based on several sources:

- Interviews with EC officials and with national stakeholders in Bogotá
- Analysis of the Colombian national context in relation to service provision, decentralization, modernization of the State, national and regional social policy and programmes
- Analysis of EC policy and strategy evolution
- Inventory of EC financial commitments
- Analysis of all selected EC interventions
- Analysis of all CSP/NIP and MTR for the programming periods 2002-2006 & 2007-2013
- Field assessment of relevant policy evolution and incorporation of related EC policy commitments into country programming and interventions.

OVERVIEW RESPONSE

EC support has contributed moderately to building an institutional environment consistent with good governance principles.

Presence of the State and service provision

Even though EC cooperation did not cover, and was not supposed to, important public management issues as regards public service provision, such as fiscal policy or inter-institutional coordination and complementarity across the different government levels, through promotion of multilevel governance it devised and implemented an institutional development strategy.

EC cooperation has helped sub-national bodies meet two of the three main challenges they have to face with decentralization: (1) promote participative budgeting; and (2) focus public service delivery according to social and territorial needs; and it has partially helped them meet the third challenge relating to technical capacity-building and the fight against corruption.

Citizens' and CSOs' participation in debates or decision-making on key issues

Building dialogue and participation mechanisms to facilitate interaction between civil society and public institutions at local, regional and national levels is definitely part of the peace-building process in Colombia and, in particular, part of the EC's peace-building philosophy and cooperation strategy. EC cooperation has both i) directly contributed to the constitution and effective operation of three forms of dialogue platform, at sub-national level, in the PDPs in which Peace Laboratories and RDPE are participating; and ii) helped CSOs gain credibility and technical capacities at local level where they have been favoured interlocutors of EC projects and programmes. But the EC cooperation strategy has failed to give them the political support they would have needed at national level.

Finally, the circumstances have not been the most favourable during the evaluation period for promoting bipartite and tripartite social dialogue mechanisms, as the EC cooperation strategy had aimed to do.

Equal opportunities for all

EC's contribution on this issue is not homogeneous. On the one hand the EC has not directly contributed to the identification of the most vulnerable population groups in the national and departmental planning exercises during the evaluation period. Nor has it directly contributed to the design of the main governmental programmes aimed at poverty reduction, focusing on MDGs, vulnerable groups and IdPs. And its contribution to citizens' and CSOs' participation in the design of public policy has been only nominal.

On the other hand, with the second component of the PLIII the EC directly contributed to the development, recognition and capacity-building of the most vulnerable groups (women, indigenous or afro-Colombians populations).

Transparency and accountability

Information and accountability tools and mechanisms do exist in the public bodies benefitting from EC cooperation in Colombia and selected for this evaluation. Yet their operation seems rather deficient; there is little evidence that the EC cooperation strategy has contributed to enhancing the accountability system in the country.

Citizens' trust in public institutions at national, regional and local levels

The EC cooperation strategy is expected to help improve over the long run citizens' perceptions of and trust in public institutions.

Finally the EC's efforts to enhance the above-mentioned good governance principles during the evaluation period have built more on a coherent, yet not standard, capacity development strategy than on a structured and on-going political dialogue on governance issues. This may in part explain the EC's limited contribution in this field.

JC 4.1:

The EC cooperation strategy has helped and is helping in its intervention zones to establish and/or consolidate the presence of the State and, simultaneously, strengthen the capacity of national, regional and local public institutions to provide effective, efficient and equitable basic social services, respecting the principle of subsidiarity.

I.4.1.1 Evidence of presence in the conflict zones of State institutions in the sectors of education, health, water, judiciary, etc. with effective service delivery capacity.

Non specific to selected interventions

There is evidence that the State is present -in the sectors of education, health water and sanitation, judiciary- in the departments with acknowledged zones of conflict. As regards the effective service delivery capacity of the State in the conflict zones, data analysis reports a global improvement over the years 2007-2010, yet no generalized to all the municipalities, as detailed below.

1. As regards the **judiciary services**, there is evidence of the presence, though often limited, of the Fiscalía, Defensoria, Procuraduria and the court system in conflict zones (DNP, Evaluación de Impacto de los Programas Paz y Desarrollo, Laboratorios de Paz: Linea de base e impactos preliminares, 2008; ICG, The Virtuous Twins, May 2009).
2. As regards the **other public services** of main interest, the documentary review gives evidence of the State presence -if not directly in the conflict zones, nevertheless in the departments with acknowledged conflict zones- through the departmental expenditure budget.

- **Departmental Governments' investment in basic services in the 2nd part of the period under study**

A review of the 2008-11 Departmental Development Plans in 6 of the 7 departments²⁵ where there are conflict zones, as well as of the recently published final reports of implementation of some of those plans (December 2011), confirms that the State - through the departmental governments in this review- is present and active in the departmental areas with acknowledged conflict zones.

As shown in Table 39 below, investments in the 3 main sectors of services -Education (incl. culture), Health and Domiciliary Services (water, sanitation, etc.) range -according to the DDPs- from 78.7% (Bolívar) to 46.6% (Santander) of the total programmed expenditures for the 2008-2011 period; with intermediary programmed expenditure levels of 70.1% (Cauca), 75% (Nariño) 63.6% (Sucre) and 53.5% (Antioquia).

²⁵ Information not available for the Department of Meta

TABLE 37: ALLOCATION OF INVESTMENT RESOURCES ACCORDING TO THE PLURI-ANNUAL INVESTMENT PLANS AND DEPARTMENTAL DEVELOPMENT PLANS 2008-2011 , (IN THOUSAND COP / EN MILES DE PESOS)

Sector	Antioquia	Bolivar	Cauca	Meta	Nariño *	Norte Santander	Sucre
/Department Total Departmental Budget	9,846,293,898	1,491,047,200	3,187,957,700	na	4,105,209,000	2,906,726,791	1,755,049,927
over total budget	100%	100%	100%	na	100%	100%	100%
Education	3,350,975,321	1,009,205,100	527,106,500	na	1,544,803,000	838,106,376	734,498,987
Culture	na	8,948,200	5,022,000	na	4,009,000	29,788,400	19,528,000
% over total budget	34.0%	68%	16.7%	na	38%	30%	43
Health	1,310,459,789	130,072,072	1,357,400,900	na	1,518,730,000	290,018,774	292,400,848
% over total budget	13.3%	8.7%	42.6%	na	37.0%	10.0%	16.7%
Water & Sanitation	606,400,000	29,644,000	345,400,000	na	na	192,350,000	68,000,000
% over total budget	6.2%	2.0%	10.83%	na	na	6.6%	3.9%

Source: Evaluation mission, based on the pluri-annual Investment plans and Departmental Development Plans for 2008-2011.

3. Concerning the State **capacity to deliver basic services** more or less effectively in the zones of conflict.

As detailed in EQ1 above (Refer to I.1.3.2), the National Planning Department's studies over the 2007-2010 period show a global improvement in the coverage and quality of basic social services at local level in the zones of conflict (Municipal Performance Index) as well as in municipal delivery capacity (Municipal Efficiency Index). Nevertheless, this improvement has not been generalized to all the municipalities.

This is also Sánchez and Zenteno's opinion (BID, 2010), who consider that public service delivery in Colombia is still deficient: "Si bien Colombia ha tenido notables avances en las coberturas de educación y salud, y en menor medida en acueducto y alcantarillado, existen importantes rezagos y diferencias entre regiones y municipios. Es necesario encontrar los mecanismos que aceleren el aumento de coberturas con calidad".

Finally, it is important to highlight two issues:

- (1) It is difficult, from the documentary sources at hand, to measure to what extent EC cooperation strategy in those regions has contributed to this confirmed presence of the State.

We know EC position to support the State presence, expressed as follows:

	<p><i>With a view to achieving a medium-term effect on the conflict in Colombia, the EU will endeavour to promote peace at local and national level ... by supporting the government's efforts to consolidate the presence of the State throughout the territory. While the initial effect of the Uribe Government's strategy was an increased military and police presence, the EU will support the Colombian state in its future efforts to ensure that institutions and public services – the judiciary, schools, hospitals and a drinking water supply - are also present.</i> CSP2007-13, 24</p> <p>It is clear that EC cooperation was not meant to act directly in the 3 main basic service sectors (education, health and domiciliary services).</p> <p>(2) The conflict zones do not match the geographical landmarks of the departments. Therefore the information contained in the Departmental Development Plans reflects the situation of the department as a whole, not that of the municipalities within the conflict zones.</p>
<p>I.4.1.2 Evidence of adjustments in the technical, administrative, legal, financial and/or fiscal organization of national, regional and local public bodies that enhance their capacity to provide services.</p>	
<p>Non specific to selected interventions</p>	<p>The documentary review brings evidence that adjustments are taking place in the technical, administrative, legal, financial and/or fiscal organization of national, regional and local public bodies and that those adjustments enhance their capacity to provide services.</p> <p>These adjustments appear to have been and to be induced by regional / departmental policy as well as by EC cooperation interventions in the zones of conflict.</p> <p>It is well admitted in the sphere of public administration to consider that public service delivery benefits from proximity; and therefore, that decentralization and /or deconcentration processes will create adequate conditions for a better public service delivery.</p> <p>1. Legal framework on decentralization in Colombia (Fabio Sánchez y Jannet Zenteno in BID 2010).</p> <ul style="list-style-type: none"> • “En Colombia, el proceso de descentralización se profundizó a partir de la década de los noventa con la promulgación de la Constitución de 1991. Como resultado, se transfirieron gradualmente más de la mitad de los ingresos corrientes de la Nación a las entidades territoriales, y se modificaron las competencias y responsabilidades de las mismas. ... La Ley 715 de 2001 estableció criterios de distribución del SGP (sistema general de participaciones) en función del mejoramiento de la cobertura y la calidad en la prestación de los servicios... Las transferencias intergubernamentales están altamente condicionadas a la prestación de servicios sociales y públicos”. <p>Departments' and Municipalities' income is based on those financial transfers as well as on taxes. “Los impuestos constituyen la fuente de recursos propios de los gobiernos. A nivel territorial su recaudo depende exclusivamente de la capacidad fiscalizadora de cada gobierno subnacional, sin injerencia del gobierno central”. Eighteen years after the 1991 decentralization measures, most subnational entities show a limited fiscal performance and, therefore, a relatively high degree of fiscal dependence. (In the case of municipalities, the degree of dependence is over 50% of municipal income and can go up to 61% in some of the poorest municipalities).</p> <p>As far as expenditure is concerned, that fiscal dependence of subnational entities means a high degree of dependence on “tagged” (or conditioned) resources: “del total de recursos transferidos a los gobiernos subnacionales hasta 2006, aproximadamente 80% se</p>

	<p>destinaba a la inversión en los sectores de salud (25%) y educación (55%)". This mechanism of directing expenditure towards investments in basic public service sectors – “salud, educación y agua potable y saneamiento básico”- applies for royalties –60% of which are tagged towards the same sectors- and has been strengthened in 2002 when a law was passed restraining the use of financial transfers to municipalities to cover current expenditure (gastos de funcionamiento).</p> <p>This explains, to some extent, the relatively high budgetary commitments of subnational entities towards basic public service provision. (See I.4.1.1 above, on the presence of the State in the conflict zones).</p> <p>2. Challenges to be met to enhance service delivery capacity at subnational level.</p> <ul style="list-style-type: none"> • According to Sánchez and Zenteno, the decentralization process challenges the subnational entities in 3 ways: (1) to promote citizen’s participation in local budget allocation (participative budget); (2) to increase the efficiency of local public expenditure through technical capacity building of local entities and a more extensive and better control of corruption by the watchdog organizations and / or control bodies; and (3) to increase equity in the access to public services through a more adequate (social and territorial) correspondence between public service users’ needs / demand and public service provision. <p>“Si el objetivo final es la provisión de bienes públicos locales de manera más acorde con las necesidades y preferencias locales, los desafíos de la descentralización deben estar ligados a: (1) encontrar mecanismos transparentes y democráticos que permitan la agregación de las preferencias sociales de forma más precisa, fortaleciendo para ello la competencia política y la participación ciudadana; (2) incrementar la eficiencia del gasto público local a través de la mejora de las capacidades técnicas locales, y de mayor y mejor vigilancia de los organismos de lucha contra la corrupción, y (3) aumentar la equidad en la provisión de bienes públicos a través de una mejor focalización.”</p> <p>3. Evidence that those issues of public management are taken into account at subnational level in the period under study?</p> <ul style="list-style-type: none"> • These 3 aspects ((1) Citizens’ participation in public management, planning, budgeting; (2) Technical capacity building of subnational bodies and CSO’s control on corruption; and (3) Focused delivery of public services according to social and territorial needs) are taken into account at subnational level, as we will see in different Judgment Criteria below: <ul style="list-style-type: none"> ✓ JC 4.2, Indicator I.4.2.1 on dialogue and participation mechanisms; ✓ JC 4.3, Indicator I.4.3.1 on most vulnerable population needs; ✓ JC 4.6, Indicator I.4.6.2 on institutional capacity development <p>4. What is EC cooperation’s specific contribution, through projects and programmes, to these 3 issues in the conflict zones in the period under study?</p> <ul style="list-style-type: none"> • EC cooperation, through projects and programmes, has contributed and is contributing to meeting 2 of the 3 issues of public management: <ul style="list-style-type: none"> ✓ Citizens’ participation in public management, planning, budgeting; and,
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	<ul style="list-style-type: none"> ✓ Focused delivery of public services according to social and territorial needs. <p>Among the main conclusions highlighted in the Evaluación de impacto de los programas de paz y desarrollo y laboratorios de paz: línea base e impactos preliminares: <i>Los Resultados obtenido a través de la Línea Base confirman tres hipótesis:</i></p> <ul style="list-style-type: none"> ✓ <i>A grandes rasgos, la línea de base reconoce también la buena focalización de los Programas, los cuales están dirigidos a hogares sumamente vulnerables. ...</i> ✓ <i>En cuanto los impactos en los modos de relación con la institucionalidad pública se concluye que los Programas promueven el ejercicio de una ciudadanía activa, la participación electoral y una mejor percepción de las instituciones, cambios que requieren largos tiempos de maduración. DNP, Evaluación de impacto de los programas de paz y desarrollo y laboratorios de paz: línea base e impactos preliminares-Ficha Resumen.</i> <p>Participation and control are clearly part of the expected outputs of the PL III programme:</p> <p>Result 1 <i>...to have increased by the end of 2012 in 40% the citizen participation in public affairs planning and control (control entities, participation in budget formulation, public accountability processes, regional commitments agenda, programming decisions) in the municipalities PL III, logframe</i></p> <p>Among the lessons learnt from the first PL, <i>La intervención participativa ha sido adecuada y eficaz en impulsar una cultura de paz y de apropiación de los DDHH en la población beneficiaria y la Institucionalidad local, construyendo las bases para el logro de los objetivos, como la constitución de los espacios humanitarios en el Magdalena Medio que han fomentado un cambio de actitud a favor de la concertación y cooperación entre los pobladores, organizaciones e instituciones. PL III, POG, 11.</i></p> <ul style="list-style-type: none"> • The 3rd issue, related to Technical capacity building of subnational bodies and control on corruption is included in the scope of action of the later programmes, although there is a lack of information about results for the moment. <p><i>Con el proceso de fortalecimiento de las capacidades institucionales a los 33 municipios, por parte de la DDT/DNP, se esperan cambios en la gestión técnica y financiera de los gobiernos locales, así como el fortalecimiento de la participación y la apertura de espacios como medidas de refuerzo para mejorar la gobernabilidad, legitimidad, efectividad, calidad y transparencia. En el caso de ser exitoso este proceso, a través de participación en la formulación de los planes de desarrollo municipal y nuevas estructuras de participación ciudadana, se estarán generando condiciones estructurales para garantizar el apoyo a los proyectos y a los resultados positivos del programa. LP III Midterm Evaluation 2010</i></p> • These aspects are further developed below, in: <ul style="list-style-type: none"> ✓ JC 4.2, Indicator I.4.2.1 on dialogue and participation mechanisms; ✓ JC 4.3, Indicator I.4.3.1 on most vulnerable population needs; ✓ JC 4.6, Indicator I.4.6.2 on institutional capacity development
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<p>Rule of Law, Justice and Human Rights</p>	<p>The documentary review did not reveal any further evidence.</p>																																																																		
<p>1.4.1.3 Evidence of adjustments in the distribution of responsibilities for public service delivery between national, regional and local public bodies, and of levels of coordination and complementarity between these different bodies.</p>																																																																			
<p>Non specific to selected interventions</p>	<div style="display: flex; justify-content: space-between;"> <div style="width: 45%;"> <p style="text-align: center;">Cuadro 3.1 Responsabilidades fiscales, por niveles de gobierno</p> <table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: center;">Función de gasto</th> <th style="text-align: center;">Responsabilidad de política y control</th> <th style="text-align: center;">Responsabilidad de provisión</th> </tr> </thead> <tbody> <tr><td>Defensa</td><td style="text-align: center;">C</td><td style="text-align: center;">C</td></tr> <tr><td>Asuntos exteriores</td><td style="text-align: center;">C</td><td style="text-align: center;">C</td></tr> <tr><td>Comercio exterior</td><td style="text-align: center;">C</td><td style="text-align: center;">C</td></tr> <tr><td>Política monetaria y financiera</td><td style="text-align: center;">C</td><td style="text-align: center;">C</td></tr> <tr><td>Seguridad social</td><td style="text-align: center;">C</td><td style="text-align: center;">C,D,M</td></tr> <tr><td>Política sectorial</td><td style="text-align: center;">C,D,M</td><td style="text-align: center;">C,D,M</td></tr> <tr><td>Ferrocarriles y aeropuertos</td><td style="text-align: center;">C</td><td style="text-align: center;">C,M</td></tr> <tr><td>Recursos naturales</td><td style="text-align: center;">C</td><td style="text-align: center;">C,D,M</td></tr> <tr><td>Protección del medio ambiente</td><td style="text-align: center;">C,D,M</td><td style="text-align: center;">C,D,M</td></tr> <tr><td>Educación</td><td style="text-align: center;">C,D,M</td><td style="text-align: center;">C,D,M</td></tr> <tr><td>Salud</td><td style="text-align: center;">C,D,M</td><td style="text-align: center;">C,D,M</td></tr> <tr><td>Asistencia social</td><td style="text-align: center;">C,D,M</td><td style="text-align: center;">C,D,M</td></tr> <tr><td>Policía (seguridad)</td><td style="text-align: center;">C,M</td><td style="text-align: center;">C,M</td></tr> <tr><td>Agua y alcantarillado</td><td style="text-align: center;">C,M</td><td style="text-align: center;">C,M</td></tr> <tr><td>Protección contra incendios</td><td style="text-align: center;">M</td><td style="text-align: center;">M</td></tr> <tr><td>Parques y recreación</td><td style="text-align: center;">C,D,M</td><td style="text-align: center;">C,D,M</td></tr> <tr><td>Carreteras</td><td></td><td></td></tr> <tr><td style="padding-left: 20px;">Nacional</td><td style="text-align: center;">C</td><td style="text-align: center;">C</td></tr> <tr><td style="padding-left: 20px;">Departamental</td><td style="text-align: center;">D</td><td style="text-align: center;">D</td></tr> <tr><td style="padding-left: 20px;">Interdepartamental</td><td style="text-align: center;">D</td><td style="text-align: center;">D</td></tr> <tr><td style="padding-left: 20px;">Municipal</td><td style="text-align: center;">M</td><td style="text-align: center;">M</td></tr> </tbody> </table> <p style="font-size: small;">C = Gobierno central; D = Gobierno departamental; M = Gobierno municipal. Fuente: elaboración de los autores con datos de la legislación colombiana.</p> <p style="font-size: x-small;">BID, 2010. Descentralización y sostenibilidad fiscal subnacional: los casos de Colombia y Perú, Marielle del Valle, Arturo Galindo Editores. Cap. 3</p> </div> <div style="width: 50%;"> <p>The documentary review does not bring clear evidence that adjustments in the distribution of responsibilities for public service delivery between national, regional and local public bodies have taken and are taking place, and that sufficient levels of coordination and complementarity between these different bodies have developed.</p> <p>Documentation on hand does not allow assessment of the local level.</p> <p>It is well admitted in public administration to consider that public service provision will furthermore benefit from a clear allotment of competencies between public entities of the national, regional and local levels as well as of a disposition to complementarity and coordination between those public bodies (“multilevel governance”).</p> <ol style="list-style-type: none"> Allotment of expenditure responsibilities between public entities of the different levels of government. <p>On this issue, Sánchez and Zenteno’s analysis is more critical. “Respecto al gasto público, no existe una ley orgánica que establezca la distribución de responsabilidades entre el gobierno central y las entidades territoriales. No obstante, las leyes 60 de 1993 y 715 de 2001 dictan algunas normas en materia de recursos y competencias para los tres niveles de gobierno. En general la mayoría de las responsabilidades asignadas a los gobiernos locales son compartidas con los otros niveles de gobierno”, as appears in the following chart.</p> <p>The authors consider that the allotment of responsibilities between national, regional and municipal public entities is unclear, especially in the sector of education, health, domiciliary services where the three levels play a role.</p> <p>“Aun cuando los cambios constitucionales recientes han permitido una mejor asignación de las competencias de municipios y departamentos, subsisten aún el traslape de funciones y conflictos inter administrativos”.</p> <p>Los alcaldes... tienen bajo su cargo la prestación de servicios de salud, agua potable y alcantarillado, y la construcción de infraestructura para la educación primaria y secundaria a nivel municipal.</p> <p>Los gobernadores... máxima autoridad de los departamentos... coordinan, junto con el Presidente de la República, la ejecución de la política</p> </div> </div>	Función de gasto	Responsabilidad de política y control	Responsabilidad de provisión	Defensa	C	C	Asuntos exteriores	C	C	Comercio exterior	C	C	Política monetaria y financiera	C	C	Seguridad social	C	C,D,M	Política sectorial	C,D,M	C,D,M	Ferrocarriles y aeropuertos	C	C,M	Recursos naturales	C	C,D,M	Protección del medio ambiente	C,D,M	C,D,M	Educación	C,D,M	C,D,M	Salud	C,D,M	C,D,M	Asistencia social	C,D,M	C,D,M	Policía (seguridad)	C,M	C,M	Agua y alcantarillado	C,M	C,M	Protección contra incendios	M	M	Parques y recreación	C,D,M	C,D,M	Carreteras			Nacional	C	C	Departamental	D	D	Interdepartamental	D	D	Municipal	M	M
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	<p>económica y social del departamento y toma decisiones sobre el orden público.</p> <p>2. Inter-institutional complementarity and coordination.</p> <p>This lack of clear distribution of competencies makes it difficult to promote inter-institutional complementarity and coordination processes.</p> <p>Sánchez and Zenteno consider this aspect as a weak point in the decentralization process and recommend working on the complementarity and coordination issue.</p> <p>Some of the Departments, like that of North Santander, already have included support to inter-institutional coordination as part of their institutional capacity building strategy (DDP 2008-11 and DDP 2008-11 final assessments).</p>
<p>JC 4.2:</p> <p>The EC cooperation strategy has helped and is helping achieving participation of civil society and citizens in debates and /or decision-making on key issues for the strengthening of Colombian society, thus contributing to building jointly a strategic vision of national development</p>	
<p>1.4.2.1 Formal constitution and effective operation of diverse dialogue and participation mechanisms (dialogue on peace, social and human rights issues; participation in public affairs management at local level) at national, regional and local levels as a (direct or indirect) result of EC support.</p>	
<p>Non specific to selected interventions</p>	<p>Building dialogue and participation mechanisms, meant to facilitate interaction between civil society and public institutions at local, regional and national level, is definitely part of the peace building process in Colombia.</p> <p>1. Dialogue and participation : a general approach</p> <p>a) Dialogue and participation mechanisms in EC cooperation programmes</p> <p>As stated in introduction of the PowerPoint presentation of the EUD in Colombia and Ecuador "Cooperacion de la CE en Colombia" , European cooperation in Colombia is based on EU fundamental principles, among which:</p> <ul style="list-style-type: none"> ✓ Promoción de los DD.HH. y la democracia. ✓ La equidad y la igualdad de género ✓ Promoción del diálogo político ✓ Participación activa de la sociedad civil <p>and it has been part of EC's philosophy and strategy to consider - in general and in particular in the conflict zones- <i>Civil society and local authorities ... (as) crucial partners not only in the formulation of the EU's cooperation strategy, but also in the implementation of cooperation programmes across a large part of the range of EU cooperation. MTR 2010,11.</i> And therefore it has been part of the Peace Laboratories (PL) and their successors' philosophy and strategy, to promote dialogue and CSO's and /or citizens' participation and create, when possible, mechanisms of dialogue and participation at local and regional level.</p>

	<p>b) Dialogue and participation in the Colombian context</p> <p>Civil society and citizens' participation is established with 1991 Constitution</p> <p>2. Dialogue and participation at subnational level</p> <p>a) EC cooperation programmes-such as the first PLs- supporting the local, regional and national peace and development efforts have in common 3 basic strategic lines of action: (1) Peace and Human Rights; (2) Democratic Governance (which include promoting CSO strengthening and participation); (3) Sustainable Integral Development; and have the particularity to build peace and development from the local sphere, to promote institutional capacity building of local public entities and of local CSOs; and participation at local and regional levels.</p> <p>b) The subsequent programmes –in particular, PL III and RDPE I- based on lessons learnt from the first PL in implementation, confirm as of strategic importance so as to achieve the expected peace and development objectives, to promote dialogue and coordination between civil society and local public authorities at local level. PL III and DRPE I, Action Fiches</p> <p>c) As CSO RedProdepaz puts it: a PDP (and Peace Laboratories are part of 11 of the 19 existing PDPs) is a bet on dialogue. The PDPs admit that it is necessary to foster peace and development at the confluence of local interests. Therefore, to build peace it is necessary to bring together to talk those who think differently and to de-construct violence around the dialogue roundtable. MN 022 field phase interviews.</p> <p>Therefore 3 modalities of dialogue platforms have been created. Those platforms do exist and are operational.</p> <ul style="list-style-type: none"> (1) PDPs have created dialogue platform within the (submunicipal) communities (<i>nucleos de pobladores</i>) aimed at fostering social capital (2) At local level, PDPs have created thematic dialogue platforms, according to regional / local priorities to discuss issues which are sources of conflict between local players and interests (dialogue platforms on mining, environmental issues, human rights, etc.) (3) PDPs have decided to help build the capacity of constitutional institutions like the territorial planning committees, the municipal and departmental committees on rural development, municipal social and political policy committees, initiatives for victim organization, committees attending IDPs. <p>EC has directly contributed to those 3 dialogue modalities in the 11 PDPs in which Peace Laboratories and RDPE are participating.</p> <p>And dialogue does help deactivate conflict <i>“Esta vaina sí sirve: el hecho de que se reúna la gente, el proceso desestimula el conflicto”</i>. MN 022 field phase interviews.</p> <p>d) On their side, EUD's officials also corroborate the formal constitution and effective operation –at local and regional levels- of dialogue mechanisms on peace and/or social and human rights issues and of participation mechanisms in public affairs management, as part of the EC's interventions (PL, RDPS). MN 019 field phase interviews.</p>
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- e) Finally, most of the 2008-11 Departmental Development Plans incorporate, in their institutional development component, actions aimed at promoting “participation and community development”. They focus on “la formación, fortalecimiento y consolidación de los espacios ciudadanos” (as in the “estrategia de participación efectiva del PPD del Meta) or on the institutionalization of annual dialogue round tables (as in the Gobierno Democrático line of action of North Santander). Nevertheless, the budgets allocated to this line of action appear to be rather limited (between 0.12% and 0.02% of total expenditure), just as the results shown, as for instance in North Santander’s DDP final evaluation.

3. Dialogue and participation at national level

Two situations have been identified on the issue of dialogue and participation at national level.

Active participation of CSOs in dialogue mechanisms which appear to be sterile

a) Such is the case of the **LPIII Dialogue on Policies**.

With its latest programmes – in particular, LPIII and DRPE I- the EC is launching a new line of action –which is a prolongation and a complement to the ones already existing- with the Dialogue on Policies (LPIII, component 3) and entering a new sphere of intervention, at national level: the building of deliberative roundtables where national players from the public and civil society spheres, among others, will jointly produce inputs for public policies on the basis of lessons learnt from local peace initiatives led by citizens. *Este componente expresa la intención del Gobierno Colombiano y la Comisión Europea de promover un aprendizaje nacional sobre las experiencias de iniciativas ciudadanas locales de paz*” DNP, Documento Referencia: Reunión Extraordinaria Comité Diálogo de Políticas, 2008.

LPIII midterm evaluation, dated November 2009, makes a review of the different consulting (more than dialogue) mechanisms created in the launching phase of the 3rd (Political) Component of the programme. Most of them are transitory tools, serving a specific, punctual and technical objective in the process of building the deliberative roundtables.

Yet, even though still in an early phase, the Dialogue on Policies line of action has promoted workshops on different issues, such as youth, land, etc. and has also promoted, in October 2010, the meeting of a *Taller de revisión de insumos: PND 2010-2014*. This workshop, aimed at reviewing inputs to the 2010-14 NDP, saw the participation of Colombian government entities, non-state and civil society organizations, and representatives of international organizations, European governments and the EC. DNP, Memorias, October 2010.

Interviewed in 2012 on this issue, EUD officials consider that this dialogue mechanism, even though structured and open to CSOs’ participation, has not become a stable fora for an on-going and productive dialogue (MN 017, interviews in Field Phase). Situation confirmed by Red Prodepaz MN 022 field phase interviews

	<p>b) Marginal participation of CSOs in important fora for dialogue</p> <p>One case is that of the London-Cartagena-Bogotá dialogue process and the G24²⁶. While CSOs have had full membership from the beginning in those fora, CSOs denounce their gradual marginalization from those fora during the evaluation period MN 016 field phase interviews.</p> <p>Another case is that of the Bilateral Dialogue on Human Rights, a mechanism established in 2009 between both the EU and the GoC. CSOs are not invited to participate directly to the dialogue on Human Rights. An information / consultation mechanism has been set up through which CSOs are consulted and/or informed before and after the official meetings. (MN 017, interviews in Field Phase)</p> <p>CSOs view themselves as fundamental players and consider with disappointment that the <i>UE has not understood that Civil Society is the opposition, not political parties; that when there is no opposition, there is no control over the power and, therefore, there is no democracy</i> (MN 016, interviews in Field Phase)</p> <p>4. Civil Society and the use of dialogue and participation mechanisms</p> <p>It seems appropriate here to take into account Sanchez and Zenteno's opinion about citizen participation in Colombia.</p> <p>In their 2010 BID publication, they consider that, "aunque la Constitución y la Ley han establecido mecanismos de participación, su uso ha sido muy limitado. No obstante, establecer o diseñar políticas para profundizar la participación ciudadana no es una tarea fácil. Hay experiencias particulares promovidas por la cooperación internacional, particularmente de la GTZ y la USAID, pero sin ningún resultado concreto y evaluado".</p> <p>EUD officials point out, from experience, the anti-institutional position some CSOs adopt when invited to dialogue (MN 017, interviews in Field Phase.)</p>
<p>Peace and Stability, including alternative development</p>	<p>Regarding the promotion of participation at local level:</p> <ul style="list-style-type: none"> • Among the lessons learnt from the first LPs, <i>La intervención participativa ha sido adecuada y eficaz en impulsar una cultura de paz y de apropiación de los DDHH en la población beneficiaria y la Institucionalidad local, construyendo las bases para el logro de los objetivos, como la constitución de los espacios humanitarios en el Magdalena Medio que han fomentado un cambio de actitud a favor de la concertación y cooperación entre los pobladores, organizaciones e instituciones. PL III, POG, 11.</i> • The 2nd line of action of the 1st component (geographical) aims at fostering <u>Participative governance</u>, i.e. "El fortalecimiento de las instituciones y de la gobernabilidad democrática con la participación ciudadana".

²⁶ More details on those fora in EQ8, CJ 8.1 on Donor Coordination Mechanisms

Rule of Law, Justice and Human Rights	As shown in EQ9, CJ9.3 below on territorial and social cohesion, the promotion of dialogue and participation at local level is included as a specific line of action in 3 EC programmes / projects: PL III, DRPE I and the Project <i>Apoyo al GoC Reintegración socioeconómica de desplazados y el fortalecimiento de comunidades orientado a procesos de reintegración y reconciliación</i> .
I.4.2.2 Formal constitution and effective bipartite and tripartite social dialogue mechanisms as a (direct or indirect) result of EC support.	
Productivity, competitiveness and Trade	<p>Among the activities included in the indicative list of activities of the component of EC cooperation aiming at <i>Increasing the country's capacity to integrate into, and take advantage of the global economy</i>, the following is proposed:</p> <ul style="list-style-type: none"> • <i>Promoting decent work and fostering social dialogue as an integrated part of business development strategies;</i> <p>MTR 2010, 25</p> <p>No information is available as regards the implementation of this line of action.</p> <p>Yet, it seems relevant to recall here that Human Rights CSOs point out that, in Colombia during the evaluation period, the OIT agenda has not so much been centred on labour rights as on violence against the trade unions, listing trade union members who have been assassinated, displaced, disappeared. They therefore indicate that, under such circumstances, labour rights should be considered as and associated to civil and political rights and action should aim at defending such rights. (MN016). Social dialogue seems rather out of place.</p>
I.4.2.3 Increase/decrease in the capacity of organized civil society to participate in public affairs management at local level, including participatory planning and budgeting, in EC intervention zones.	
Non specific to selected interventions	<p>1. EC basic approach as regards CSO' participation and capacity strengthening</p> <p>EC expresses its position about the role of civil society in peace building contexts and the importance of CSO' capacity building when claiming <i>the relationship between strengthening and improving governance and reinforcing both the social fabric and the capacity of civil society and grassroots organisations to confront and solve conflicts in a non-violent way</i>. MTR 2010, 20</p> <p>Therefore, CSOs' capacity building is part of EC cooperation programmes one way or other, closely interconnected with CSOs' participation in public affairs.</p> <p>2. EC proposals of CSO' capacity building</p> <p>In some programmes / projects, as shown in EQ9, CJ9.3 below on territorial and social cohesion, the promotion of dialogue and of participation of CSO at local level is included, as a specific line of action, in 3 of the EC programmes / projects selected for the present evaluation: (1) PL III, (2) DRPE I and (3) the Project <i>Apoyo al GoC Reintegración socioeconómica de desplazados y el fortalecimiento de comunidades orientado a procesos de reintegración y reconciliación</i>.</p> <p>In PL III, as in the 2nd component of Peace Laboratory II , the 2nd line of action of the 1st (geographical) component aims at fostering Participative governance, i.e. <i>"El fortalecimiento de las instituciones y de la gobernabilidad democrática con la participación ciudadana"</i>, expecting to achieve the following subresults:</p> <p>(1) Redes municipales de los PDPs participan en la formulación de los planes de desarrollo municipal;</p>

	<p>(2) El 50% de los municipios implementan presupuestos participativos e institucionalizan la rendición pública de cuentas, y alianzas en favor de la transparencia;</p> <p>(3) Por lo menos el 50% de los Planes de Ordenamiento Territorial - POT de los municipios se han revisado y ajustado con participación de la sociedad civil. PL III, Logframe, Result 1,</p> <p>3. Actions carried out and results</p> <p>The Observatory of Montes de María as well as PLIII project systematization fiches and EUD's officials confirm that expected subresults (1) and (3) of Logframe, Result 1 have been met, thanks to the implementation, at local level, of CSOs' capacity building actions, such as for instance:</p> <ul style="list-style-type: none"> • Strategic Territorial Plans of participative governance (PET de Gobernabilidad participativa) aimed at taking concrete action in order to support strategic territorial planning processes; • a great number of small <u>HRRR and Governance projects (component 2)</u>, which put the accent on civil society capacity building in the following fields "<i>seguimiento a Planes de Desarrollo y Presupuesto Públicos y la incidencia en espacios formales de planeación (p.e. Consejos Territoriales de Planeación, Comités municipales de infancia y adolescencia, creación de la Mesa Indígena, etc. "</i> ; • Socio-economic projects (component 3), which have promoted the participation of grassroots peasant organizations in Municipal Development Committees. • Capacity building projects aimed at building the lobbying capacity at local / regional level of women, youth, indigenous, afro-colombian networks. MN019 field phase interviews <p>4. CSO participation in local public affairs requires changes in the mutual relationship between public authorities and CSO, and therefore requires time.</p> <p>Finally, in this issue of CSO' participation in local public affairs management, it is important to pay attention to the findings of the impact evaluation of the PRDP and understand that to achieve CSO' participation in local public affairs management require changes in the mutual relationship between public authorities and CSO; and that change requires long term processes.</p> <p>Among the main conclusions highlighted in the <i>Evaluación de impacto de los programas de paz y desarrollo y laboratorios de paz: línea base e impactos preliminares:</i></p> <p><i>Los Resultados obtenido a través de la Línea Base confirman tres hipótesis: En cuanto los impactos en los modos de relación con la institucionalidad pública se concluye que los Programas promueven el ejercicio de una ciudadanía activa, la participación electoral y una mejor percepción de las instituciones, cambios que requieren largos tiempos de maduración.</i></p> <p>DNP, Evaluación de impacto de los programas de paz y desarrollo y laboratorios de paz: línea base e impactos preliminares-Ficha Resumen.</p>
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I.4.2.4 Degree of legitimacy and representativeness of organized civil society participating in dialogue on peace, social or human rights issues as a (direct or indirect) result of EC support

non specific to selected interventions

Organized civil society participating in dialogue on peace, social or human rights issues at local level benefit from a high degree of legitimacy and representativeness. Yet it is difficult to measure EC contribution to that high degree of legitimacy and representativeness.

Civil Society Organizations participating in dialogue on peace, social or human rights issues, enjoy high degrees of legitimacy and representativeness, partly as the result of their work, partly as a result of citizens' positive perception, partly as the result of a need to substitute the much discredited traditional bodies of political mediation and representation (i.e. political parties) **MN 016 field phase interviews.**

Following Sergio Guarín's thinking (in an article on the "Potentials and limits of civil society organizations (CSO)'s incidence in the design, implementation and monitoring of public policies: the case of Regional Programmes Development and Peace (PDP)), the lower the levels of citizens' trust towards public institutions in Colombia, the more significant the role of CSO as citizens' representation bodies.

... el avance del paradigma de la democracia participativa, que es visto como una vía para profundizar la democracia, está, en el caso colombiano, íntimamente relacionado con la incredulidad de los ciudadanos hacia las instancias tradicionales de mediación política y de representación.

Por consiguiente, no es extraño que, cada vez con más fuerza, las organizaciones de la sociedad civil asuman un papel activo en los procesos de participación ciudadana y que funjan como mediadores y voceros de las expectativas y deseos de la ciudadanía. En otras palabras, frente a la crisis de mediación de la democracia representativa, en la cual los partidos políticos llevan la peor parte, resulta natural que se active de manera importante la mediación política propia de la democracia participativa, la cual puede ser ejercida por parte de las organizaciones de la sociedad civil. En estos casos, el descrédito de los mecanismos tradicionales de representación se suma a la legitimidad que se atribuyen las organizaciones de la sociedad civil a la hora de ejercer como puentes, garantes o movilizados de la participación directa de parte de la ciudadanía.

En pocas palabras, el desencanto de la población con respecto a los escenarios tradicionales de representación y al uso que se ha hecho de ellos en un contexto dominado por la corrupción, justifica el surgimiento de los espacios alternativos de participación comunitaria liderados por las organizaciones de la sociedad civil. Sergio Guarín León, 2008, 4

Citizens, and OSC themselves, assess then OSC's credibility and representativeness in inverse ratio to the credit attributed to political parties, central bodies of representative democracy. And, as is shown in CJ4.5 on the issue of trust towards public institutions in Colombia, political parties are the worst assessed institutions.

Though it is difficult to assess EC's contribution to those high degrees of legitimacy and representativeness of organized civil society participating in dialogue on peace, social or human rights issues, it seems appropriate to underline 2 aspects:

- (1) At local level, the positive effect on CSOs' credibility of the fact that CSO are privileged interlocutors of EC projects and programmes, are eligible to receive grants and institutional capacity building actions,
- (2) At national level, as CSOs –in particular HR-CSOs- point out and signal as a weak point of EC cooperation, the lack of political support from the EUD during part of the evaluation period.

Rule of Law, Justice and Human Rights	There is a high degree of legitimacy and representativeness of organized civil society participating in dialogue on human rights issues. Groups include Redprodepaz, which coordinates the activities of numerous civil society organizations, and the Colombian Bishop's Conference.								
<p>JC 4.3: The EC cooperation strategy has contributed and is contributing to create an environment of equal opportunities for all, in particular for the most vulnerable groups of population in a context of armed conflict</p>									
I.4.3.1 Needs of the most vulnerable groups which are taken into account in governments' development plans and programmes as a (direct or indirect) result of EC support.									
non specific to selected interventions	<p>1. Identification of the most vulnerable groups</p> <p>TABLE 38: THE MOST VULNERABLE GROUPS IN COLOMBIA, IN THE PERIOD UNDER STUDY, ACCORDING TO GOc, DEPARTMENTS AND EC.</p> <table border="1"> <thead> <tr> <th data-bbox="519 587 734 624">Source</th> <th data-bbox="734 587 2011 624">The most vulnerable groups of population are ...</th> </tr> </thead> <tbody> <tr> <td data-bbox="519 624 734 783">According to NDP</td> <td data-bbox="734 624 2011 783"> <ul style="list-style-type: none"> • Ethnic groups (Afro-Colombian and indigenous) • women <p>According to the 2010 NDP, in Colombia there are 4 officially registered ethnic groups "la población indígena; la población raizal del Archipiélago de San Andrés, Providencia y Santa Catalina; la población negra o afrocolombiana - de la que también hacen parte los palenqueros de San Basilio del municipio de Mahates (Bolívar); y la población Rom o gitana".</p> </td> </tr> <tr> <td data-bbox="519 783 734 890">According to DDP</td> <td data-bbox="734 783 2011 890"> <ul style="list-style-type: none"> • Ethnic groups (Afro-Colombian and indigenous) • women and youth • Displaced and "Reintegrados" </td> </tr> <tr> <td data-bbox="519 890 734 1177">According to EC cooperation programmes in Colombia (2002-2011)</td> <td data-bbox="734 890 2011 1177"> <ul style="list-style-type: none"> • Ethnic groups (Afro-Colombian and indigenous) • Women and youth in particular, those living in the conflict zones¹. • Uprooted population / IDP (Displaced)² <p>1. Source: the Thematic Component of the LP III: "El componente temático se orienta en iniciativas de paz y desarrollo lideradas por grupos étnicos (indígenas y afro colombianos), organizaciones de mujeres y jóvenes del nivel local y regional, siendo estos grupos unos de los más vulnerables frente a los efectos del conflicto, ..." "LP III, POG, 38</p> <p>2. Source: DRPE I, Logframe, Result 2</p> <p>3. In general, PL III, POG, 19</p> </td> </tr> </tbody> </table> <p>Source: DRN, based on NDPs, DDPs and EC programming and programme documents</p>	Source	The most vulnerable groups of population are ...	According to NDP	<ul style="list-style-type: none"> • Ethnic groups (Afro-Colombian and indigenous) • women <p>According to the 2010 NDP, in Colombia there are 4 officially registered ethnic groups "la población indígena; la población raizal del Archipiélago de San Andrés, Providencia y Santa Catalina; la población negra o afrocolombiana - de la que también hacen parte los palenqueros de San Basilio del municipio de Mahates (Bolívar); y la población Rom o gitana".</p>	According to DDP	<ul style="list-style-type: none"> • Ethnic groups (Afro-Colombian and indigenous) • women and youth • Displaced and "Reintegrados" 	According to EC cooperation programmes in Colombia (2002-2011)	<ul style="list-style-type: none"> • Ethnic groups (Afro-Colombian and indigenous) • Women and youth in particular, those living in the conflict zones¹. • Uprooted population / IDP (Displaced)² <p>1. Source: the Thematic Component of the LP III: "El componente temático se orienta en iniciativas de paz y desarrollo lideradas por grupos étnicos (indígenas y afro colombianos), organizaciones de mujeres y jóvenes del nivel local y regional, siendo estos grupos unos de los más vulnerables frente a los efectos del conflicto, ..." "LP III, POG, 38</p> <p>2. Source: DRPE I, Logframe, Result 2</p> <p>3. In general, PL III, POG, 19</p>
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2. Needs of most vulnerable groups as taken into account in the National Development Plans in Colombia.

TABLE 39: NEEDS OF MOST VULNERABLE GROUPS AS TAKEN INTO ACCOUNT IN THE NATIONAL DEVELOPMENT PLANS IN COLOMBIA

NDP	Ethnic groups	Women	Youth	Displaced
PND 2002-2006	<ul style="list-style-type: none"> • Marginación • Pobreza • Falta de equidad • Violencia • Desplazamientos • Discriminación • Débil formación de capital humano • Fragmentación del tejido social • Pobreza • Analfabetismo • Mortalidad 	<ul style="list-style-type: none"> • Desempleo • Embarazo de adolescentes • Incidencia del VIH • Violencia intrafamiliar y de género • Baja participación política 	not informed	
PND 2006-2010	<p>Pueblos indígenas:</p> <ul style="list-style-type: none"> • participación en instancias locales de decisión • clarificación y legalización de la propiedad de la tierra • adquisición, ampliación y saneamiento de resguardos • ejercicio de la autonomía en sus territorios • alto grado de vulnerabilidad y riesgo de algunas comunidades, • bajas condiciones de calidad de vida, enfermedades • desnutrición • hechos de violencia • Falta de respeto a la diferencia 	<ul style="list-style-type: none"> • alta tasa de pobreza / indigencia • ingreso bajos o inexistentes • salud: mortalidad materna • violencia de género • participación política • acceso a empleo / ingresos y mercado laboral 	not informed	prevención, protección, atención humanitaria emergente, estabilización socioeconómica Registro
PND 2010-2014***	<ul style="list-style-type: none"> • elevados índices de pobreza • prácticas sociales de discriminación y exclusión • analfabetismo, bajos niveles escolares y baja tasa de asistencia escolar • alta tasa de informalidad laboral • alta tasa de desplazamientos forzados 	<ul style="list-style-type: none"> • situación laboral y salarial discriminatoria • acceso a servicios sociales y efectos sobre bienestar • violencia de género • participación política y acceso a cargos políticos 	not informed	atención integral hacia la estabilización socioeconómica (vivienda, ingresos, restitución de tierras)

3. Needs of most vulnerable groups as taken into account in Departmental Development Plans

TABLE 40: NEEDS OF MOST VULNERABLE GROUPS AS TAKEN INTO ACCOUNT IN DEPARTMENTAL DEVELOPMENT PLANS

	Ethnic groups	Women	Youth	Displaced
PDD 2008-2011 Antioquia	<ul style="list-style-type: none"> • violaciones derechos civiles y políticos, en especial el derecho a la vida en condiciones dignas 	<ul style="list-style-type: none"> • inequidad • falta autonomía 	<ul style="list-style-type: none"> • inequidad, • no respecto a sus derechos • limitadas oportunidades para el desarrollo de sus potencialidades. • el goce de su condición juvenil y su bienestar, 	
PDD 2008-2011 Bolivar	<ul style="list-style-type: none"> • Grupos poblacionales especiales : Deficiente garantía de derechos fundamentales • Grupos poblacionales que se encuentran en condición vulnerabilidad socioeconómica, física o mental, género o etnia, como son la población en situación de extrema pobreza, primera infancia, infancia y adolescencia, tercera edad, población discapacitada, afro descendientes y la mujer 			
PDD 2008-2011 Cauca	<ul style="list-style-type: none"> • not informed 	<ul style="list-style-type: none"> • exigua incorporación de las mujeres a la vida social, política, y económica del país 	<ul style="list-style-type: none"> • los jóvenes del Cauca no encuentran caminos de comunicación y reconocimiento • Falta de diálogos útiles, lúdicos y permanentes para que los jóvenes asuman el papel de líderes del desarrollo social y económico 	<ul style="list-style-type: none"> • Implementar las políticas y las medidas para la prevención del desplazamiento forzado, • atención, protección, consolidación y estabilización socioeconómica de los desplazados internos • Facilitar el acceso a la justicia y lucha contra la impunidad
PDD 2008-2011 Meta Los grupos vulnerables son: personas con Diversidad Funcional (Discapacidad), Desplazados, Desvinculados,	DERECHOS de Grupos Étnicos (Indígenas y Afrodescendientes) <ul style="list-style-type: none"> • Preservación Cultural • Reconocimiento de la diversidad, identidad étnico-cultural. • Territorialidad. • Gobernabilidad 	<ul style="list-style-type: none"> • Igualdad de oportunidades • Garantizar los derechos que apunten a fomentar las organizaciones y redes que incrementen las oportunidades económicas, sociales, políticas y culturales para hombres y mujeres. 	Los derechos de la niñez y la adolescencia ya se incorporan en los ejes de la política de juventud, para desarrollar las capacidades en los jóvenes que les permita asumir la vida de manera responsable y autónoma. <ul style="list-style-type: none"> • Acceso a bienes y 	DERECHOS de los DEZPLAZADOS <ul style="list-style-type: none"> • Acciones humanitarias • Hábitat. • Gestión social. • Desarrollo económico local. DERECHOS de los DESVINCULADOS Y REINSERTADOS <ul style="list-style-type: none"> • Generar espacios para fortalecer la cultura ciudadana.

	<p>Reinsertados y víctimas de la violencia.</p>	<ul style="list-style-type: none"> • Diversidad • Prevención de la violencia y promoción de la convivencia, • Participación 	<p>servicios públicos.</p> <ul style="list-style-type: none"> • Formación de capital humano. • Participación en la vida pública y en la consolidación de una cultura de • La solidaridad y la convivencia. • Oportunidades económicas, sociales, culturales y políticas. 	<ul style="list-style-type: none"> • Generación de alternativas económicas. <p>DERECHOS de las VICTIMAS DE LA VIOLENCIA (Desaparecidos, Secuestrados, Torturados, Afectados por minas anti persona, Amenazados)</p> <ul style="list-style-type: none"> • Visibilización. • Acciones humanitarias. • Protección y Reparación. • Organización.
	<p>PDD 2008-2011 Nariño Plan de Etnodesarrollo Nariño Pacífico.</p> <ul style="list-style-type: none"> • Las consecuencias de la coca en las comunidades afro descendientes • La pérdida de respeto entre las familias: cultura de la ilegalidad • Pérdida de identidad cultural: • Pérdida de seguridad alimentaria: • Violación de los DDHH • Afectación ambiental Otros derechos: • Derecho a la Vida: "... • El Deber de Cuidar La Naturaleza • Propia Lengua: • Los Mayores: • Derecho a Organizarse: <p>Pueblo Awá a través de sus organizaciones UNIPA y CAMAWARI IDENTIFICAN:</p> <ul style="list-style-type: none"> • Seguridad alimentaria • empleos e ingresos • defensa del territorio • Incorporación de planes por etnia 			

	<p>PDD 2008-2011 Norte de Santander Población más vulnerable como niñez, juventud, mujer, indígenas, adulto mayor, discapacitados y todos los que se encuentre en estado de indefensión</p>	<ul style="list-style-type: none"> • Reconocer y proteger la diversidad étnica y cultural y mejorar sus condiciones de vida 	<ul style="list-style-type: none"> • Generar procesos de transformación que favorezcan el reconocimiento del sujeto mujer • transformación de las relaciones de género • Definir políticas, proyectos y mecanismos de acción que contribuyan a la realización de los derechos de las mujeres • eliminación de todas las formas de violencia y discriminación 	<ul style="list-style-type: none"> • Desarrollo de las capacidades de los jóvenes, • Dinamización de su participación como sujetos de derecho, reconocimiento e inclusión dentro de la sociedad 	<p>Atención integral a los Desplazados</p> <ul style="list-style-type: none"> • participación y complementariedad en el desarrollo de iniciativas • Prevención, protección • Atención Humanitaria de Emergencia <p>Reintegrados</p> <p>Establecer una comunidad participativa, comprometida, a través de acciones pedagógicas que promuevan la garantía de los derechos y deberes humanos, los ejercicios de ciudadanía, la reintegración la reconciliación en participantes, comunidad receptora e instituciones</p>
	<p>PDD 2008-2011 Sucre</p>	<ul style="list-style-type: none"> • necesidades básicas insatisfechas (agua potable, redes de alcantarillado, educación, salud), gran parte de su población aun no se encuentra vinculada al régimen de atención en salud. • La población Afrocolombiana y Rom se encuentran casi totalmente desprotegida • Tenencia de la tierra, son pocas las hectáreas recuperadas que les han sido asignadas para el número de familias indígenas. • Problema de la tierra grave para la población Rom y Afrocolombiana: pocas familias poseen propiedad para cultivar sus productos; baja producción agrícola y bajos ingresos familiares. 	<p>not informed</p>	<p>Problemática de la juventud:</p> <ul style="list-style-type: none"> • - Drogadicción, alcoholismo, mala utilización del tiempo libre, por falta de recreación y de oportunidades de participación e integración • - Adolescentes gestantes y/o lactantes, madres solteras, por falta de planificación y poca orientación familiar • - Abuso sexual/engaño • - Violencia Intrafamiliar • - Homicidios • - Ausentismo escolar, por dedicarse a labores de trabajo • - Prostitución infantil, pandillas juveniles, sectas satánicas 	<p>Política de desplazamiento:</p> <ul style="list-style-type: none"> • prevención, protección y atención al desplazamiento forzado • responder sectorialmente a necesidades específicas en materia de tierras, vivienda, salud y educación. • restituir los derechos y las obligaciones <p>La política departamental se articulará bajo los principios de subsidiaridad y complementariedad</p> <p>Reintegración de desmovilizados</p> <ul style="list-style-type: none"> • falta de credibilidad, apoyo institucional y continuidad de los programas y compromiso de los entes territoriales • escasez de recursos económicos, • falta de solidaridad y aceptación social, • estigmatización e insensibilidad • garantía de la conducta del testimonio de la población desmovilizada,

	<ul style="list-style-type: none"> • - Pocas organizaciones de Jóvenes en la mayoría de municipios • falta de oportunidades de empleo e ideas de negocios factibles, • poca mano de obra calificada y capacitada, • falta de vivienda o tierra para incentivar las labores del campo, • falta de regulación y claridad jurídica del proceso de reintegración a la vida civil • la reincidencia, el incremento de homicidios (ajuste de cuentas y continuidad de su comportamiento delictivo), • aparición de otros actores del conflicto, • pobreza generalizada • poca voluntad política • apatía de los sectores económicos y gremios para realizar alianzas, <p>In conclusion, as regards EC's direct or indirect contribution to the fact that the Needs of the most vulnerable groups are or not taken into account in governments' development plans and programmes, we will underline the following points:</p> <ol style="list-style-type: none"> (1) While IdPs are the main subject of EC aid (Namely as IdPs in the 1rst part of the evaluation period (2002-06) and as victims of the armed conflict afterwards, IDPs are not considered among the most vulnerable groups in the successive NDPs. (2) As far as women, youth and afroindigenous populations are concerned, Interviewed CSOs consider that the EC has helped promote equal opportunities for all, particularly for the most vulnerable, with the concession of grants to finance projects like <i>la ruta pacifica de las mujeres o la casa de la mujer</i> and projects related to afroindigenous issues as well as with actions aimed at strengthening afroindigenous, youth and women's organizations. <p>Yet, they consider that the EC should have completed its financial and technical support with political support in order to strengthen CSOs in front of GoC. (MN 016, interviews in Field Phase).</p> <p>Finally, with the inclusion of the PDPs in the 2007-10 and 2010-14 NDP, we can consider that EC has contributed to include in the national plans and programmes the attention to the needs of the most vulnerable populations settled in the PDPs' intervention territories.</p>
<p>I.4.3.2 Degree of geographical correspondence between governmental programmes focused on MDG and vulnerable groups as a (direct or indirect) result of EC support.</p>	
<p>Non specific to selected interventions</p>	<p>1. Geographic location of vulnerable groups: The most vulnerable population groups as identified in the previous indicator (I.4.3.1) are ethnic groups, women and youth and displaced</p>

populations. Their location?

- Conflict zones
- Departments with a high concentration of indigenous and /or afro-colombian populations (Choco, Nariño, ..)
- Urban and rural areas with a high concentration of internally displaced and / or migrants

2. Governmental programmes focused on poverty reduction and most vulnerable populations: geographic coverage

TABLE 41: GOVERNMENTAL PROGRAMMES FOCUSED ON POVERTY REDUCTION AND MOST VULNERABLE POPULATIONS: GEOGRAPHIC COVERAGE

Programmes focused on MDG and /or poverty reduction	SOCIAL VULNERABLE GROUPS COVERAGE	National / Departmental	GEOGRAPHIC COVERAGE	
				Focused region or Municipalities
National Programmes				
• Familias en Accion	Families which enter in level 1 of SISBEN ²⁷ , households in displaced situation & indigenous families registered in the Indigenous Census endorsed by the Ministry of Interior and Justice that have Children and underage.	National coverage		Antioquia , Bolivar, Cordoba, Nariño, Bogota y Magdalena are the areas which benefit the most in terms of attended households
• Red para la superación de la Pobreza Extrema Red UNIDOS (before RED Juntos)	Families living in the V poorest quintile (level 1 of SISBEN system) and displaced people registered to the RUPD regardless of their income.	National coverage:		Antioquia, Casanares, Santander and Cundinamarca are the areas which benefit the most (See table 41 below)
• Protección de Tierras y Patrimonio de la Población Desplazada por la Violencia	Displaced households, displaced communities, Afro-Descendants, indigenous people			
• Programa contra Cultivos Ilícitos (PCI) "Familias de Guardabosques" and "Proyectos Productivos"		Departmental coverage		Sierra Nevada de Santa Marta (Bolívar), Antioquia, low Cauca river basin, Macizo Colombiano, Nariño,, Putumayo,, Caquetá, Vaupés, Guaviare, Vichada, Meta,, Arauca, Catatumbo, Norte de Santander
Departmental Programmes				
Alianza de Antioquia por la Equidad	3 million people of Antioquia regions living in poverty			• Agro-business centres in Ituango, Toledo, San Andrés de Cuerquia y San José de la

²⁷ SISBEN is a statistical tool and an index which orders the individuals according to their living conditions and it is used for subsidy allocation.

- Montaña; Uramita, Cañasgordas, Abriaquí y Frontino; Caicedo, Urrao, Concordia y Betulia; Necoclí, San Juan de Urabá, San Pedro de Urabá y Arboletes;
- Primary health Centre in Sonson
 - Community integral Development in Yolombó
 - Comunidad Machuga in Segovia municipality

UNIDOS is a comprehensive and coordinated intervention strategy within the broader framework of the Social Protection System –‘Sistema de Protección Social’ (SPS), created by Act 789 of 2002. This legal act was defined as the set of public policies to reduce vulnerability and improve the quality of life of Colombians, especially the most vulnerable population. The key beneficiaries of UNIDOS are a half million families belonging to SISBEN level 1 as well as all families in situation of displacement recorded in the Registry of Displaced Population (RUPD), whatever the level of SISBEN in which they are.

Familias en Accion programme aims at poor strengthening human capital formation within extremely households (Sisben 1), population suffering Displacement Condition and indigenous communities. The programme encompasses two strategies:

- Providing a supplement to the income of families with children under 18 years, encouraging the formation of human capital through: food consumption, enhancement of nutritional habits, health care and nutrition service provision, as well as school attendance and retention in basic education levels of primary, secondary and intermediate vocational schools.
- Serving as a linchpin in the implementation phase of the Social Protection Network for Overcoming Extreme Poverty (UNIDOS) integrating in a complementary and coordinated way UNIDOS intervention strategy with a focus on social promotion.

The Programme against Illicit Crops '**Programa contra Cultivos Ilícitos' (PCI)** encompasses two main strategic components:

- Alternative development which include two programmes: "**Familias de Guardiabosques**" and "**Proyectos Productivos**"
- Eradication of Illicit Crops: '**Grupos Mviles de Eradicacion' project**

TABLE 42: RED PARA LA SUPERACIÓN DE LA POBREZA EXTREMA (UNIDOS) BUDGET ALLOCATION BY DEPARTAMENT, (31/12/2010)

Tabla 1. Desembolso de recursos para financiar el acompañamiento familiar por parte de las gobernac

Gobernación	Valor pactado a desembolsar	Valor Desembolso Convenio	% de cumplimiento
Boyacá	\$ 30.000.000,00	\$ 30.000.000,00	100%
Boyacá	\$ 122.206.488,48	\$ 122.206.488,48	100%
Caldas	\$ 321.172.008,37	\$ 186.171.959,52	58%
César	\$ 1.475.010.270,00	\$ 1.475.010.270,00	100%
Córdoba	\$ 125.000.000,00	\$ 124.744.000,00	100%
Cundinamarca	\$ 1.300.000.000,00	\$ 1.299.993.201,00	100%
Huila	\$ 700.000.000,00	\$ 700.000.000,00	100%
Guajira	\$ 270.649.945,90	\$ 270.649.946,00	100%
Meta	\$ 396.826.771,00	\$ 171.826.771,00	43%
Quindío	\$ 208.000.000,28	\$ 208.000.000,00	100%
Santander	\$ 1.000.000.000,00	\$ 1.000.000.000,00	100%
Sucre	\$ 319.521.763,44	\$ 303.710.162,00	95%
Tolima	\$ 887.877.358,00	\$ 744.000.000,00	84%
Casanare	\$ 1.991.741.611,00	\$ 1.991.741.611,00	100%
Atlántico	\$ 600.000.000,00	\$ 300.000.000,00	50%
Guaviare	\$ 42.000.000,00	\$ 42.000.000,00	100%
San Andrés, Providencia y Santa Catalina	\$ 65.940.639,00	\$ 65.932.997,00	100%
Vaupés	\$ 12.232.025,00	\$ 12.232.025,00	100%
Risaralda	\$ 204.079.142,50	\$ 149.796.264,00	73%
Arauca	\$ 399.999.999,00	\$ 389.999.999,00	97%
Bolívar	\$ 497.561.177,00	\$ 487.609.954,00	98%
Antioquia	\$ 2.436.980.199,00	\$ 2.436.980.199,00	100%
Cauca	\$ 130.793.970,00	\$ 40.166.674,00	31%

Fuente: Coordinación de Planeación y Seguimiento a la Gestión y Sistema de Información- JUNTOS

Source: *Acción Social INFORME De Avances Y Resultados De Junto- Red De Protección Social para La Superación De La Pobreza Extrema, Segundo Semestre 2010, Dec.2010, p.3*

TABLE 43: FAMILIAS EN ACCION, NUMBER OF FAMILIES BENEFITTING FROM THE PROGRAMME, BY DEPARTMENT (DECEMBER 2010)

Tabla 6. Maximo número de familias y valores liquidados en 2010

DEPARTAMENTOS	NIVEL 1 SISBEN 2010		FAMILIAS DESPLAZADAS 2010		TOTAL FAMILIAS 2010	
	MAX. FAMILIAS LIQUIDADAS	VALOR LIQUIDADADO	MAX. FAMILIAS LIQUIDADAS	VALOR LIQUIDADADO	MAX. FAMILIAS LIQUIDADAS	VALOR LIQUIDADADO
AMAZONAS	1,777	\$ 1,207,805,000	169	\$ 117,750,000	1,946	\$ 1,325,555,000
ANTIOQUIA	203,220	\$ 117,462,572,000	54,235	\$ 31,955,536,000	257,455	\$ 149,418,108,000
ARAUCA	19,762	\$ 12,542,205,000	6,085	\$ 4,056,400,000	25,847	\$ 16,598,605,000
ATLANTICO	137,341	\$ 76,765,600,000	7,927	\$ 4,407,790,000	145,268	\$ 81,173,390,000
BOGOTA	109,264	\$ 61,459,250,000	21,566	\$ 14,462,595,000	130,830	\$ 75,921,845,000
BOLIVAR	170,082	\$ 101,756,725,000	16,895	\$ 10,253,320,000	186,977	\$ 112,010,045,000
BOYACA	70,641	\$ 43,228,385,000	2,132	\$ 1,341,290,000	72,773	\$ 44,569,675,000
CALDAS	28,983	\$ 16,154,045,000	5,200	\$ 3,104,625,000	34,183	\$ 19,258,670,000
CAQUETA	30,513	\$ 19,114,287,000	15,237	\$ 10,086,956,000	45,750	\$ 29,201,243,000
CASAVARE	29,783	\$ 18,092,775,000	3,598	\$ 2,334,295,000	33,381	\$ 20,427,070,000
CAUCA	83,457	\$ 45,731,447,000	12,753	\$ 7,624,990,000	96,210	\$ 53,356,437,000
CESAR	68,762	\$ 41,833,735,000	15,977	\$ 10,070,085,000	84,739	\$ 51,903,820,000
CHOCO	26,056	\$ 15,244,555,000	8,077	\$ 5,181,845,000	34,133	\$ 20,426,400,000
CORDOBA	158,934	\$ 92,595,610,000	15,934	\$ 9,588,276,000	174,868	\$ 102,173,886,000
CUNDINAMARCA	95,046	\$ 55,590,531,000	8,381	\$ 5,149,285,000	103,427	\$ 60,739,816,000
GUAINIA	404	\$ 249,135,000	521	\$ 371,225,000	925	\$ 620,360,000
GUAVARE	6,081	\$ 3,640,588,000	2,732	\$ 1,674,140,000	8,813	\$ 5,314,728,000
HUILA	82,475	\$ 51,271,070,000	12,214	\$ 7,988,520,000	94,689	\$ 59,259,590,000
LA GUAJIRA	29,812	\$ 19,097,600,000	7,361	\$ 4,781,730,000	37,173	\$ 23,879,330,000
MAGDALENA	105,086	\$ 65,111,950,000	17,938	\$ 11,347,295,000	123,024	\$ 76,459,245,000
META	36,564	\$ 21,759,340,000	14,712	\$ 9,456,586,000	51,276	\$ 31,215,926,000
NARIÑO	103,121	\$ 58,023,310,000	16,044	\$ 9,728,685,000	119,165	\$ 67,751,995,000
NORTE DE SANTANDER	75,514	\$ 44,709,625,000	11,041	\$ 7,236,155,000	86,555	\$ 51,945,780,000
PUTUMAYO	19,777	\$ 11,955,600,000	11,954	\$ 7,791,228,000	31,731	\$ 19,746,828,000
QUINDIO	24,172	\$ 13,038,305,000	2,981	\$ 1,772,565,000	27,153	\$ 14,810,870,000
RISARALDA	33,779	\$ 18,468,550,000	5,554	\$ 3,472,825,000	39,333	\$ 21,941,375,000
SAN ANDRES	1,708	\$ 916,415,000	5	\$ 2,075,000	1,713	\$ 918,490,000
SANTANDER	86,059	\$ 49,697,071,000	14,586	\$ 8,891,620,000	100,645	\$ 58,588,691,000
SUCRE	78,247	\$ 48,391,340,000	17,277	\$ 10,951,010,000	95,524	\$ 59,342,350,000
TOLIMA	81,759	\$ 48,139,360,000	13,097	\$ 8,008,500,000	94,856	\$ 56,147,860,000
VALLE DEL CAUCA	130,933	\$ 71,751,085,000	17,414	\$ 10,740,885,000	148,347	\$ 82,491,970,000
VAUPES	364	\$ 227,275,000	146	\$ 109,690,000	510	\$ 336,965,000
VICHADA	2,028	\$ 1,235,480,000	446	\$ 303,185,000	2,474	\$ 1,538,665,000
Total País	2,131,504	\$ 1,246,452,626,000	360,189	\$ 224,362,957,000	2,491,693	\$ 1,470,815,583,000

Source: Acción Social, "Familias en Acción. -INFORME DE ESTADO Y AVANCE SEGUNDO SEMESTRE DE 2010, February 2011., page

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	<p>3. Degree of geographical correspondence between governmental programmes focused on MDG and vulnerable groups</p> <p>The 4 main national programmes that aim at poverty reduction have a social and geographic coverage which corresponds in a high degree to the vulnerable population groups as identified in the previous indicator (I.4.3.1).</p> <p>Yet, the financial data on the JUNTOS programme implementation in the different departments (tables above) indicates that departments, like Meta and Cauca, where there is an acknowledged zone of conflict and vulnerable population groups, show the lowest levels of financial execution of those programmes.</p> <p>4. As regards EC's direct or indirect contribution to this geographic correspondence between governmental programmes focused on MDG and vulnerable groups, it has to be said that most of those programmes started at the beginning of the years 2000, that this is when the EC started drafting a peace-building strategy (see CSP 2002-06 and EQ9) which diverged from the philosophy of those programmes.</p>
<p>I.4.3.3 Participatory approach in designing strategies and programmes targeting vulnerable groups as a (direct or indirect) result of EC support.</p>	
<p>non specific to selected interventions</p>	<p>1. Legal framework for participation in Colombia and Organized Civil Society's participation in consulting processes</p> <p>Citizens' and CSO's participation is regulated, at national level, since the 1991 Constitution (art. 270), through different laws.</p> <ul style="list-style-type: none"> • LEY 134 DE 1994 (31st May 1994) "Por la cual se dictan normas sobre mecanismos de participación ciudadana" • Ley 152 de 1994, ley Orgánica del Plan de Desarrollo ley de Planeación Participativa • LEY 472 DE 1998 (5th August 1998) Diario Oficial No. 43.357, de 6 de agosto de 1998 "Por la cual se desarrolla el artículo 88 de la Constitución Política de Colombia en relación con el ejercicio de las acciones populares y de grupo y se dictan otras disposiciones" • Ley 850 de 2003, por medio de la cual se reglamentan las Veedurías Ciudadana <p>CSO will then take a certain part, through a variety of consulting mechanisms, in the drafting of the main programming documents (NDP, DDP), though not automatically in policy drafting.</p> <p>The departmental processes of drafting DDPs confirm this participation:</p> <ul style="list-style-type: none"> • Antioquia's government confirms the participation of CSO in the drafting of the 2010-14 DDP in the introduction to the DDP: <i>La formulación del Plan de Desarrollo utilizó como método de análisis, fundamentos conceptuales y herramientas, las incorporadas por el Enfoque del Marco Lógico, y contó con la activa participación de todas las Secretarías y Gerencias de la Gobernación, así como Entidades e Institutos Descentralizados del orden departamental y nacional. Labor enriquecida con la efectiva participación del Consejo de Planeación Departamental, diversas organizaciones de la sociedad civil e importantes representantes de los sectores académico, público y privado; quienes finalmente validaron su estructura y enfoques propuestos. Estructura Y Metodología de Formulación del Plan, Proyecto de Ordenanza No X de Mayo __ De 2008, Gobernación de Antioquia.</i> <p>✓ In a similar way, the other departments considered in this evaluation (Meta, Bolivar, etc.) have led consulting processes for the drafting of their DDP.</p>

	<p>In multicultural Nariño, participation takes a different path:</p> <ul style="list-style-type: none"> • Nariño's DDP, called Etnoplan, incorporates the plans (<i>planes de vida in the case of indigenous population</i>) the indigenous and Afro-Colombian ethnic groups have designed and submitted for incorporation. It is, in the present case, a process of participation based on a relative margin of autonomy. <p>No interviews at departmental level took place, so as to establish a possible link between participation at departmental level and EC cooperation.</p> <p>2. Organized Civil Society's participation in processes of drafting national programmes and strategies (targeting vulnerable groups), linked to EC cooperation in the country.</p> <p>As reported in CJ 4.2 above, CSO have participated, at some final stage, in the drafting of the 2010-14 NDP.</p> <ul style="list-style-type: none"> ✓ The Dialogue on Policies line of action (PL III) has promoted in October 2010 the meeting of a <i>Taller de revision de insumos: PND 2010-2014</i>. This workshop, aimed at reviewing inputs to the 2010-14 NDP, saw the participation of Colombian government entities, non-state and civil society organizations, and representatives of international organizations, European governments and the EC. DNP, Memorias, October 2010 ✓ With its latest programmes – in particular, LP III and DRPE I, the EC is launching a new line of action –which is complementary as well as a prolongation to the ones already existing- with the Dialogue on Policies (LP III, component 3) and entering a new sphere of intervention, at national level: the building of deliberative roundtables where national players from the public and civil society spheres, among others, will jointly produce inputs for public policies on the basis of lessons learnt from local peace initiatives led by citizens. DRN, Documento Referencia: Reunión Extraordinaria Comité Diálogo de Políticas, 2008. Yet, as expressed by EUD officials and CSO RedProdepaz, this dialogue mechanism has not become a stable fora for an on-going and productive dialogue (MN 017, 022 field phase interviews) <p>3. Participation and trust</p> <p>Further to the legal framework and its formal application, participation is an issue closely connected with –and therefore favoured or hindered by- trust and how CSO and citizens' initiatives conceive their relationship with the State.</p> <ul style="list-style-type: none"> • Mutual trust: as developed in the introductory section of Antioquia's DDP, trust is a 2-way notion. <i>Fortalecimiento Institucional</i> <i>Uno de los fundamentos en los que se edifica al Plan de Desarrollo y se define el estilo de gobierno para el período 2008-2011, es la confianza, entendida en un doble sentido: el de depositar confianza en el otro y el de hacerse merecedor de confianza. Lo primero supone despojarse de prevenciones y prejuicios, abrirse al otro en actitud positiva y esperar de él comportamientos regulares y correctos; lo segundo, supone actuar recta y honestamente de tal manera que los otros se sientan inclinados a depositar su fe en uno y a actuar en consecuencia. En el contexto del Plan, la confianza significa que el gobierno parte de confiar en los ciudadanos, en las organizaciones sociales, en los funcionarios del Estado a todos los niveles y en sus instituciones; pero a la vez, pone todo el empeño en que sus actuaciones honestas, eficientes y transparentes, le acarreen la credibilidad de los antioqueños y generen la confianza de la</i>
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	<p><i>ciudadanía hacia su gobernante y sus colaboradores....</i> Gobernación de Antioquia, DDP 2010-14, 19</p> <ul style="list-style-type: none"> As regards the issue of participation in public policy design as closely connected with how OCS and citizens' initiatives conceive their relationship with the State, In Potencialidades y límites de la incidencia de las organizaciones de la sociedad civil en la formulación, implementación y seguimiento de las políticas públicas: el caso de los Programas Regionales de Desarrollo y Paz, S. Guarín underlines the main topics which can be raised over the participation of the CSO and citizens' initiatives which are stakeholders of the Peace and Development Programmes (incl.. PL). Guarín 2008,9ss <p>In conclusion, regarding EC cooperation, the question to be answered is: Has EC cooperation contributed to build trust between the public governmental institutions and CSO at national and subnational level?</p> <ul style="list-style-type: none"> EC contribution through the PL programmes Among the main conclusions highlighted in the Evaluación de impacto de los programas de paz y desarrollo y laboratorios de paz: línea base e impactos preliminares, trust is an issue: the PDPs are helping improve citizen's perception towards public institutions, quite particularly at local level, as appears from the LP III project systematization fiches. <i>Los Resultados obtenidos a través de la Línea Base confirman tres hipótesis: En cuanto los impactos en los modos de relación con la institucionalidad pública se concluye que los Programas promueven el ejercicio de una ciudadanía activa, la participación electoral y una mejor percepción de las instituciones, cambios que requieren largos tiempos de maduración.</i> DNP, Evaluación de impacto de los programas de paz y desarrollo y laboratorios de paz: línea base e impactos preliminares-Ficha Resumen See also CJ 4.5 on citizens' trust in public institutions.
<p>Rule of Law, Justice and Human Rights</p>	<p>'The first CBSS call for proposals will be launched later during 2009, and we intend to organize a formal consultation with a small selected sample of organizations and some independent university based persons. Considering that the CBSS has a very open thematic framework we consider that it is not possible to carry out open consultations, since each sector will try to lobby for its own priority for the CfP. It is therefore necessary that the Delegation chooses priorities and then establishes a dialogue which also has to be well defined in order not to give unrealistic expectations to CSOs.' EIDHR Strategy Paper 2011-2013, Questionnaire, p. 3.</p>
<p>JC 4.4: The EC cooperation strategy has helped and is helping to promote transparency and accountability in public management at national, regional and local levels.</p>	
<p>I.4.4.1 Formal existence and effective operation of mechanisms and tools of accountability in selected public bodies benefitting from EC support.</p>	
<p>Overall, There is evidence of accountability tools and mechanisms in the public bodies benefitting from EC cooperation (see Table 46)</p> <p>Further to the analysis of the website of key bodies, there is often a section so-called transparency or accountability "<i>rendición de cuentas</i>" where the institution publishes the following documents: i) accountability Reports to the General Comptroller, Improvement Plans and their progress assessment, management Plans and financial statements.</p> <p>Management reports and accountability reports are usually made for the Congress, the General Comptroller '<i>Contraloría de Nación</i>' and in some cases to the citizens.</p>	

TABLE 44: ACCOUNTABILITY TOOLS AND MECHANISMS IN SELECTED PUBLIC BODIES BENEFITTING FROM EC SUPPORT

MAIN PUBLIC BODIES BENEFITTING FROM EC SUPPORT	MECHANISMS AND TOOLS OF ACCOUNTABILITY (EXISTENCE & EFFECTIVE OPERATION)	REGULARITY AND TIMELINESS	MECHANISMS AND INFORMATION TOOLS	QUANTITY, QUALITY, RELIABILITY AND TIMELINESS OF INFORMATION PROVIDED
ACCIÓN SOCIAL	Accountability Reports like: 1. Veeduría Especial del Fondo de Inversión para la Paz “Informe de resultados Fondo de Inversión para la Paz 2000-2005 2. Veeduría Especial del Fondo de Inversión para la Paz “Informe de Gestión Fondo de Inversión para la Paz (2000-2007) 3. Dirección de Cooperación internacional Informe de Gestión Junio 2007 – Mayo 2008 4. Informe de Gestión 2010 5. Accountability Report 2010	According to the web analysis, there is no regularity or timeliness in the accountability exercise.	Website & press conferences.	Information available only for 2010. There is no information relating to the financial statements. The information relating to the Investment Budget is available only for 2006, 2008, 2010
DNP	1. In compliance with article 254 of Law 5a of 1992, the DNP reports to the Congress of the Republic on the management of the national planning sector. Reports to the Congress from 2005-2011 2. Reports to the Contaduria General de la nacion (from 2007 to 2011, quarterly base) 3. Reports to the Congress (2003 to 2006, yearly) 4. Accountability report to the citizens (2007-2011 yearly base) 5. Semestral reports to the Comptroller General of the Republic “ Contraloria”	<ul style="list-style-type: none"> Yearly (congress) Quarterly (contaduria) Yearly (citizens) Semestral (contraloria) 	Website	Detailed information on financial management and allocation. “Synthetic” information on the reports for the citizens.
CORDEPAZ	No information relating to accountability is available			
FRDPMMA	No information relating to accountability is available			
MINISTERIO DE COMERCIO, INDUSTRIA Y TURISMO DE COLOMBIA DIRECCIÓN DE MPME	1. Report to the Congress 2010 2. Management Report 2010 3. Follow-up reports on cooperation projects 2007-2011	Yearly, but only for 2010	Website	Limited and very synthetic information
FONDO COLOMBIANO DE MODERNIZACIÓN Y DESARROLLO TECNOLÓGICO DE LAS MICRO, PEQUEÑAS Y MEDIANAS EMPRESAS – FOMIPYME-	No information relating to accountability is available			
MINISTERIO DE INTERIOR Y JUSTICIA	1. Report to the Congress (from 2007 to 2011) 2. Purchase Plan (from 2008 to 2011)	Yearly	Website, press conferences, auditing	Very detailed and accurate

DRN

	<ol style="list-style-type: none"> 3. Plans for Internal Improvement (2009-2011) 4. Strategic Plans 5. Action and Monitoring plans (from 2008 to 2011) 6. Loans and International Cooperation 7. Financial and accounting statements (from 2008 to 2011) 8. Management Report from the Committee 'Government Online' (only for 2009) 		meeting open to citizens	
VICEPRESIDENCIA DE LA REPÚBLICA	<ol style="list-style-type: none"> 1. Government Financial Statements (not available) 2. Management Reports Programa Presidencial de Derechos Humanos y Derecho Internacional Humanitario (2008, 2009, 2010) 3. Management Reports of the Programa Presidencial para el Sistema Nacional de Juventud - COLOMBIA JOVEN (2000-2010) 4. Management Report-Programa Presidencial para la Acción Integral contra Minas Antipersonal (2010) 	Yearly	Website, conferences	press Information is scattered, most of the links cannot be opened,
CONSEJO SUPERIOR DE LA JUDICATURA	<ol style="list-style-type: none"> 1. Financial Statements (2007, 2008, 2009) 2. Improvement Plans (2005-2009) 3. Evaluation of Improvement Plans (2005-2009) 	Yearly	Website,	Information is not up-to-date, as all the reports date back to 2009. No reports for 2010.
FISCALÍA GENERAL DE LA NACIÓN (PUBLIC PROSECUTOR)	<ol style="list-style-type: none"> 1. Management Reports (from 2005 to 2010) 2. Informe de Rendición de Cuentas a la Ciudadanía (2009-2010) & (2008-2009) 3. Budgetary Execution (2001-2009) 4. Balance Sheet (2007-2010), (Quarterly) 5. Improvement Plans (quarterly) from 2010 National Consolidated Evaluation of Improvement Plans signed with the Comptroller General of the Republic (From December 2010 quarterly) 6. Detailed Report on the State of Internal Control - Ley 1474 de 2011 	Yearly & Quarterly	Website,	Different reports, detailed information well organised. The only body that has a report on the state of internal control based on the 1474 Law of 2011.
DEFENSORIA DEL PUEBLO- OMBUDSMAN	<ol style="list-style-type: none"> 1. Reports to the Congress (2004-2010) available on the website. The prior reports are available in the library 2. Ombudsman's Reports published to inform the public, civil society, or private entities on various aspects that have to do with the situation of human rights and international humanitarian law in Colombia 3. Evaluation on Public Hearings (2009-2010) 4. Public Hearings (one published on the website in 2008) 5. Accountability Report (2008-2009) and (2009-2010) 	Yearly,	Website,	Detailed information on the reports towards the congress, limited information on financial flows. Limited information and relevance of Public hearings.

<p style="text-align: center;">PROCURADURÍA GENERAL DE LA NACIÓN</p>	<ol style="list-style-type: none"> 1. Transaction Process Consultation (from 2004 to 2011) 2. Purchase Plans (from 2001 to 2011) 3. Institutional strategic Plans (2009-2012) & (2005-2008) & (2001-2004) 4. Management Reports (from 2001 to 2010) 	<p style="text-align: center;">Yearly</p>	<p style="text-align: center;">Website,</p>
<p>I.4.4.2 Regularity and timeliness of accountability exercises in selected public bodies benefitting from EC support.</p>			
<p>The quantity, quality and reliability of information of the accountability reports vary across the various institutions and depending on the reports. Further to the exam of the websites of the relevant institutions, there has been an enhanced effort to make public this information as of 2006. In spite of this, sometimes there is not sufficient and detailed information. Furthermore the information available is often scattered and it is not under the same name/appellation, as well as the quality of reports vary from one institution to another.</p> <p>Another major issue is the lack of updated information, in some cases, the most recent reports date back 2009. This negatively affects the timeliness and regularity of reports submitted. Relating to the frequency, usually the reports to the Congress have a yearly frequency while reports to the General Comptroller are submitted on a quarterly base. The Frequency of the Financial statements and the assessment of Improvement Plans are usually done on a quarterly base. The role played by the ' <i>Veedurias Ciudadanas</i>' is quite limited and there is little mention on the various websites.</p> <p>The regularity and timeliness of accountability exercise does not appear satisfactory, as mentioned in indicator I.4.4.2.1, the reports are not published on the website at a regular basis. Some of the reports date back to 2009 implying that most updated information is not available.</p> <p>Overall, it appears that the Ministry of Justice and Home Affairs, the DPN and Fiscalia General de la Nacion are the entity which provide with the most detailed information. The Fiscalia General de la nation is the sole institution which has issued Detailed Report on the State of Internal Control- based on the Ley 1474 de 2011. The 1474 Law of 2011 has been issued to establish rules and procedures aimed at strengthening the mechanisms to prevent, investigate and punish acts of corruption and enhance the effectiveness of public management control. Article 90 of the 1474 Law establishes that:</p> <p><i>“El jefe de la Unidad de la Oficina de Control Interno deberá publicar cada cuatro (4) meses en la página web de la entidad, un informe pormenorizado del estado del control interno de dicha entidad, so pena de incurrir en falta disciplinaria grave. Los informes de los funcionarios del control interno tendrán valor probatorio en los procesos disciplinarios, administrativos, judiciales y fiscales cuando las autoridades pertinentes así lo soliciten.”</i></p> <p>This new Law constitutes an additional indication of established mechanisms to enhance transparency and accountability.</p> <p>Based on the Auditing Report 2008 of the III Peace Laboratory, there is little evidence about EC cooperation strategy's contribution to this issue. For instance, in the 2008 Auditing Report of the III PL underlines the lack of documents and adequate documents, for instance the financial report of Accion Social does not include the elaboration of the " <i>Estado de rendicion de cuentas</i>" because the EU Delegation does not ask for this output, while the auditors highly recommend to prepare a monthly <i>estado de rendicion de cuentas</i>. Other major issues emerge in the execution of the agreements signed with CORDEPAZ and Cartagena University.</p>			

JC 4.5:

The EC cooperation strategy has helped and is helping foster citizens' trust in public institutions at national, regional and local levels

I.4.5.1 Trends in the levels of trust expressed by citizens

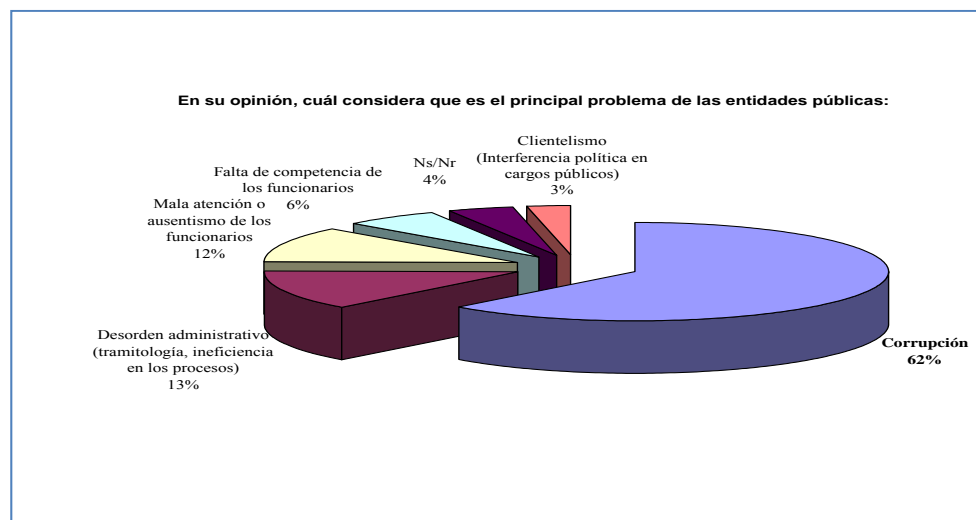
- in the legal system and the judiciary institutions;
- in local, regional and/or national institutions in the context of conflict resolution, defence of human rights, public management

non specific to selected interventions

In the period under study, **the levels of trust as expressed by citizens** are as follows:

1. In general, as regards public management

FIGURE 6: EC MTR RESULTS OF THE PUBLIC CONSULTATION ON THE PERCEPTION OF THE MOST SIGNIFICANT ISSUES AFFECTING PUBLIC INSTITUTIONS



Corruption is perceived as the main problem in public institutions in Colombia.

Source: MTR 2010, Consulta con la institucionalidad Pública, Anexo 2, Recomendaciones Institucionales, 12

La percepción de los niveles de corrupción entre la ciudadanía en general es alta ... lo señala la encuesta del Departamento Administrativo Nacional de Estadística – DANE sobre “Cultura Política”, en la cual el 62% de los encuestados señalaron como principal problema de las entidades públicas la corrupción.

2. As regards transparency of local, regional and/or national public institutions

Trust in local, regional and national governments, as measured through an indicator of performance, very similar to that of **transparency**, gives very low levels of trusts.

Citizens were asked if they considered that the government consult them on its decisions, make public those decisions and share information in due time. Municipal, departmental and national governments stood at 29%, 25% and 33% respectively (out of a maximum of 100). **America's Barometer 2010.**

FIGURE 7: LEVELS OF TRUST OF COLOMBIAN POPULATION TOWARDS PUBLIC INSTITUTIONS IN 2010

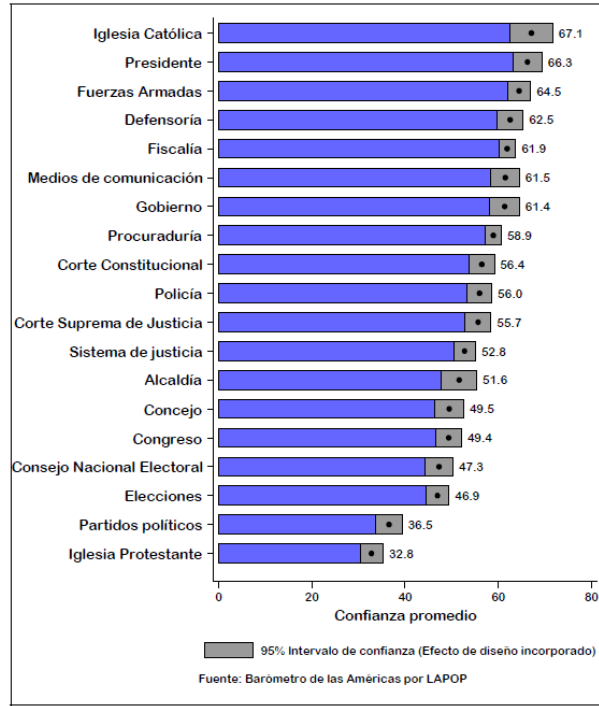


Figure V.14 – Trust in Institutions in Colombia, 2010

Source: Rodríguez Raga Juan Carlos (Universidad de los Andes) y Mitchell A. Seligson, Ph.D. (Vanderbilt University), *Political Culture of Democracy in Colombia, 2010 - Democratic Consolidation in the Americas in Hard Times, Barometro de las Americas et al.*, Bogota August 2011

FIGURE 8: TRUST SHOWS THE FOLLOWING TRENDS BETWEEN 2004 AND 2010 AS REGARDS THOSE SAME INSTITUTIONS ²⁸

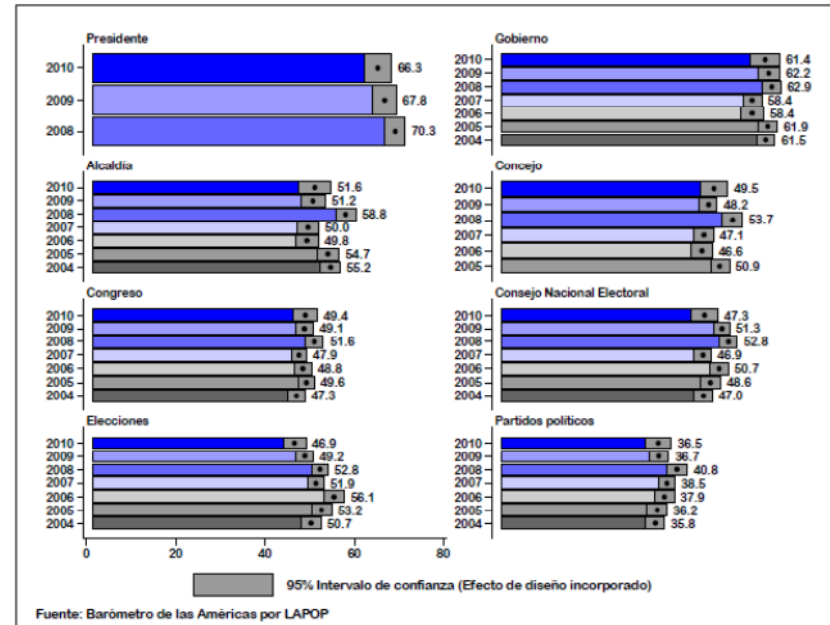


Figure V.15 – Trust in Governments, Legislatures and Electoral Institutions, Colombia 2004-2010

Source: Rodríguez Raga Juan Carlos (Universidad de los Andes) y Mitchell A. Seligson, Ph.D. (Vanderbilt University), *Political Culture of Democracy in Colombia, 2010*

²⁸ Idem

FIGURE 9: TRUST IN THE JUDICIAL INSTITUTIONS

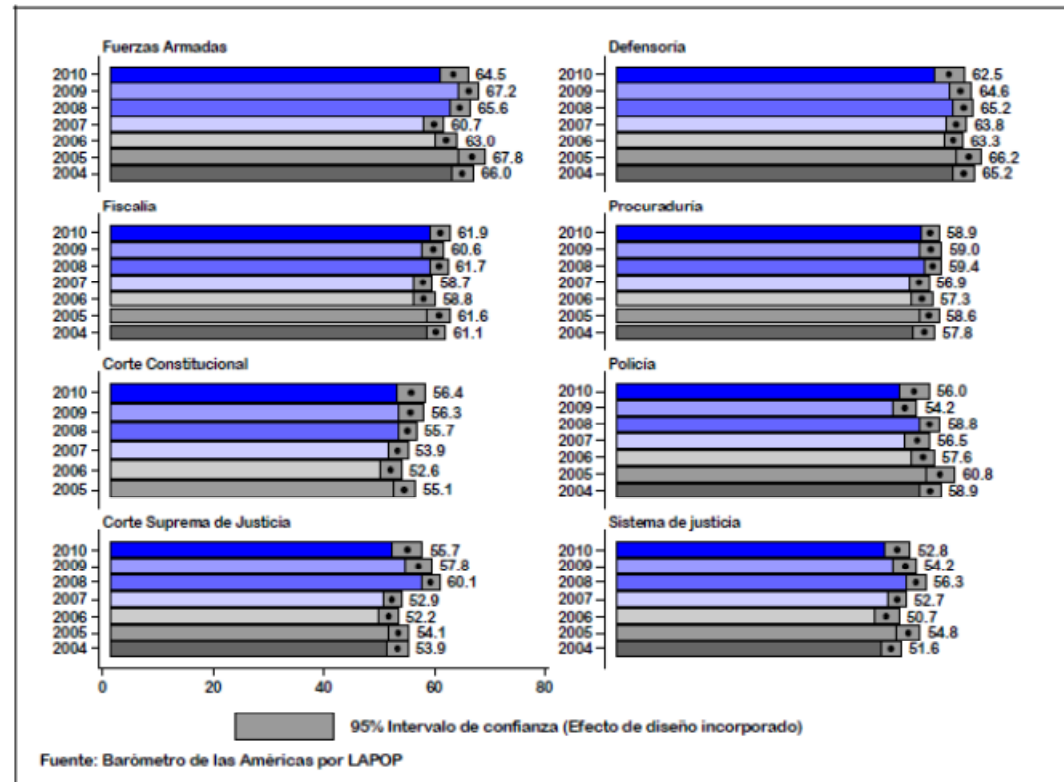


Figure V.16 – Trust in Justice Institutions, Organisms of Control and Military Forces, Colombia 2004-2010

Source: Rodríguez Raga Juan Carlos (Universidad de los Andes) y Mitchell A. Seligson, Ph.D. (Vanderbilt University), *Political Culture of Democracy in Colombia*. Desempeño que es comparable al de la “transparencia”, tema en el que se preguntó a los ciudadanos si, desde su perspectiva, el gobierno consulta sus decisiones, las hace públicas y comparte la información a tiempo. El índice de transparencia construido en el marco de este estudio con base en estos cuestionamientos, el cual oscila entre 0 y 100, entrega un resultado de 29 para el gobierno municipal, 25 para el departamental y 32.7 para el nacional. **America’s Barometer, 2010**

1. As regards a wide range of institutions in 2010²⁹.

Levels of trust are:

- high, towards the Catholic Church, President of the Republic, Armed Forces, Defensoría, Fiscalía, Medias and the Government (67.1%, 66.3%, 64.5%, 62.5%, 61.9%, 61.5% and 61.4% respectively);
- average, towards the Procuraduría, Police, Corte Suprema de Justicia and the judicial system (58.9%, 56%, 55.7% and 52.8%);
- low, towards local institutions -Mayors, Municipal Councils (51.6% and 49.5% respectively) and the Congress (49.4);
- very low, towards political parties (36.5%)

1. As regards the legal system and the judiciary institutions according to other sources.

Trust in the judicial institutions has been relatively low across Latin America in the evaluation period. Colombia is no exception. For instance, in 2007 and 2009-2010, citizen trust in Colombia's judicial system was 31% and 34%, respectively, while in 2009-2010 trust in the armed forces, the government, Congress and the political parties stood at 58%, 48%, 33% and 23%. (**Latinobarometro, Informe 2007 and Informe 2010, p. 73**)

2. 2 complementary comments

- Among the main conclusions of the *PRDP impact assessment*, the following statement about the positive impact of the Peace and Development Regional Programmes on the citizens' perception of public institutions:

*Los Resultados obtenido a través de la Línea Base confirman ... (que) en cuanto a los impactos en los modos de relación con la institucionalidad pública se concluye que los Programas promueven el ejercicio de una ciudadanía activa, la participación electoral y una mejor percepción de las instituciones, cambios que requieren largos tiempos de maduración. **Evaluación de impacto de los programas de paz y desarrollo y laboratorios de paz: línea base e impactos preliminares - Resumen***

- Finally, it is interesting to note here that credibility and trust in public management is an issue at subnational level. In Antioquia's 2008-11 DDP, the institutional development strategy aims at building una "Adecuada credibilidad y confianza en la gestión de Gobierno".

²⁹ Source: Rodríguez Raga Juan Carlos (Universidad de los Andes) y Mitchell A. Seligson, Ph.D. (Vanderbilt University), *Political Culture of Democracy in Colombia, 2010 - Democratic Consolidation in the Americas in Hard Times, Barometro de las Americas et al. , Bogota August 2011*

JC 4.6:

EC's enhancement of the above- mentioned good governance principles responds to a genuine and effective demand by the public sector, non-State actors and /or the donor community and is framed in a coherent national, regional and/or local capacity development strategy.

I.4.6.1 Existence of a structured and ongoing political dialogue on governance issues

non specific to selected interventions

1. Main initiatives which have promoted **dialogue on governance issues**.
 In the period under study, different initiatives for dialogue have been launched. The most important are:

TABLE 45: DIALOGUE INITIATIVES BETWEEN THE EC AND GOC

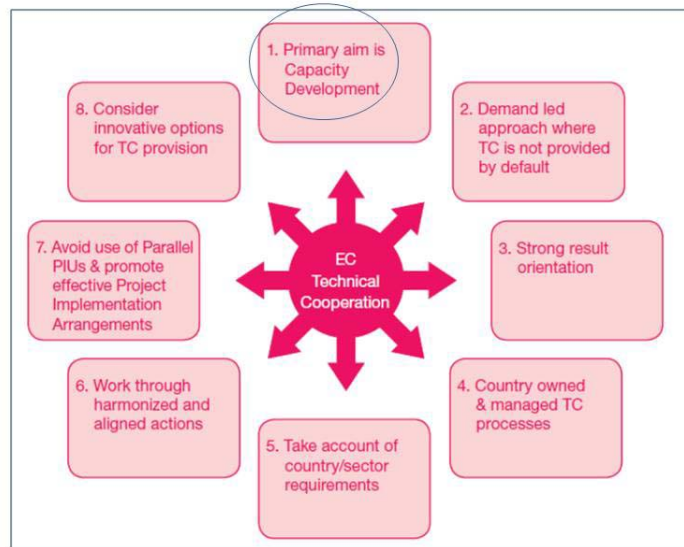
Dialogue initiatives	Type of Meeting	Issues discussed and / or Products
Tripartite Dialogue CoG, CSO, G24	<ul style="list-style-type: none"> London, Cartagena and Bogota Conferences & Declarations 	<ol style="list-style-type: none"> The "London Declaration" (2003) identified the key areas of donor cooperation in the country: democracy, terrorism, illegal drugs, human rights, international humanitarian law violations and the serious humanitarian crisis. Based on the context analysis, the donor representatives agreed to review and refocus their cooperation programmes with particular emphasis on contributing to the strengthening of State institutions, alleviation of the humanitarian crisis, protection of human rights, environmental activities, and development of alternatives to drug production. With the Cartagena Declaration (2005) the donor community assumed a commitment to continue to support the International Cooperation Strategy ... pursuant to the priorities established in the six thematic blocs: "Forest; Return to Civility; Productive and Alternative Development and Peace Programs; Forced Displacement and Humanitarian Assistance". In this context they acknowledged the Governments' commitment to the Millennium Goals. The Bogotá Declaration (2007) (destaca) los avances en el proceso de coordinación de la cooperación internacional y los consensos alcanzados dentro del proceso de consulta de la Estrategia de Cooperación Internacional del Gobierno 2007-2010, en el que participaron la Comunidad Internacional, el Sistema Nacional de Cooperación y representantes de la Sociedad Civil nacional e internacional. Las tres áreas prioritarias de la Estrategia: Objetivos de desarrollo del milenio, Lucha contra el problema mundial de las drogas y protección del medio ambiente, y Reconciliación y gobernabilidad, formarán la base para la alineación de la cooperación que reciba Colombia.
G24	<ul style="list-style-type: none"> G24 Meetings (Thematic round tables, local cooperation round tables) 	<p>The G-24 represents the 'international community in Colombia. Although with internal differences, this group seeks to promote collective interests and assumes joint positions in their relationship with the Government of Colombia. Early on the process of Londres-Cartagena- Bogota (LCB), the 'international community' was held at the 'G-24', the group of 24 foreign governments and intergovernmental bodies started it. From its initial role of silent witness in the discussions between the GC and civil society actors, this group responded to the course of events gradually assuming a more dynamic role and positioning more open about sensitive issues. Although it had no decision-making power, it began to send signals around these issues and did manage to influence the establishment of priorities and policies by the</p>

	<p>Government. (Source: Rosemary McGee e Irma García Heredia París en Bogotá: Aplicación de la Agenda de la Eficacia de la Ayuda en Colombia, page 7, page 14, page)</p> <p>Existen mecanismos establecidos de coordinación entre donantes, particularmente a través del Grupo de apoyo al proceso de paz de los 24 – G24. Éste grupo, en el cual la CE participa activamente desde sus inicios, brinda apoyo al Gobierno en el monitoreo al seguimiento de las recomendaciones de Naciones Unidas para el respeto de los derechos humanos y en el seguimiento de las acciones financiadas por la cooperación internacional en concordancia con la estrategia del Gobierno sobre el tema. Es importante resaltar que la sociedad civil es participe del proceso de consulta.</p> <p>(Source: TAPs, Regional Development, Peace and Stability, 9)</p> <p>During the G-24 meeting in December 2007, the international community expressed political support for the GOC at the G-24 Third International Conference on Colombia on November 29-December 1. The joint G-24 Bogota declaration recognized GOC advances on human rights and sustainable development, stressed the international commitment to support GOC efforts to fight narco trafficking, and called for more GOC action to against impunity. Local civil society groups urged better implementation of the Justice and Peace Law and voiced concern about human rights abuses and victims' rights. International civil society groups criticized spray programs for allegedly harming the health of local communities.</p> <p>Over 400 representatives from 35 countries participated in the Group of 24 (G-24) Third International Conference on Colombia on November 29-December 1 in Bogota. Building upon conferences in London in 2003 and Cartagena in 2005, delegates from international organizations, local civil society groups, the GOC and donor countries focused on four themes (poverty, victims, peace and human rights, democracy) to coordinate international assistance to Colombia. The U.S. Head of delegation, Paul Bonicelli, USAID Assistant Administrator for Latin America and the Caribbean, welcomed robust dialogue among the GOC, civil society and the international community, and praised GOC progress on human rights. He also clarified that Plan Colombia is not solely about military aid, noting USG programs to strengthen democratic institutions and assist victims, indigenous, Afro Colombians, and displaced persons.</p> <p>(Source: Wikileaks, Cable viewer 07BOGOTA8390)</p> <hr/> <p>Bilateral dialogue EUD - GoC</p> <ul style="list-style-type: none"> • Consultation with National Government on the CSP (2005-06) and MTR (2009) • En vue de rédiger le document de stratégie 2007-2011, incluant le programme indicative national de programmation de l'aide communautaire en Colombie, la Commission européenne a réalisé une étude de pré-programmation. Cet exercice (in which the CoG has participated) a permis de valider les 3 secteurs stratégiques proposés par la Commission et les thèmes fondamentaux à prendre en compte au moment de la mise en oeuvre. • In April 2009, MTR Consultations were held with the Government. The CSP document was shared and a meeting was held between Acción Social and 19 public entities to discuss the objectives of CSP implementation and progress made, as well as review the distribution of resources between the different cooperation components. The consultation concluded that the EC cooperation strategy in Colombia remained pertinent; the three cooperation sectors were validated and ratified by the public institutions as the most appropriate for addressing the needs of Colombia.
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	Bilateral dialogue	<ul style="list-style-type: none"> Meeting with Acción Social and Ministry of Environment 	<ul style="list-style-type: none"> Environment, forests
	Bilateral dialogue	<ul style="list-style-type: none"> Dialogue with The Ministry of Trade 	<ul style="list-style-type: none"> Trade, competitiveness issues, Trade Agreement
	Multiactor dialogue	<ul style="list-style-type: none"> Policy dialogue with the GoC, civil society and experts on land and territory issues Policy Dialogue with DNP (Department of National Planning) on key policies 	<ul style="list-style-type: none"> IDPs & Land Tenure, Land, regional inequalities and social cohesion In 2010 a strategic policy dialogue was held between the GoC and the Delegation based on the EC intervention model for IDPs in the country, with a view to contributing to public policy. Meetings and talks with experts and CSO were also held on land and territory issues.
And ultimately			
	Bilateral dialogue (UE-GoC)	<ul style="list-style-type: none"> Bilateral Dialogue on HHRR 	<p>Started in 2009, it is reckoned to be an exemplary initiative in Latin America because of the frequency and regularity of its meetings (6 meetings have taken place between 2009 and 2011), its composition and the high political profile of its participants. (MN 017, interviews in Field Phase)</p> <p>Critics have arisen about its effectiveness, insofar as it is not result-oriented (MN 017, interviews in Field Phase)</p> <p>On the other hand, the GoC wonders if it can be considered a dialogue platform when there is only a one-way communication (MN 016, interviews in Field Phase)</p>
	Bilateral dialogue (UE-GoC)	<ul style="list-style-type: none"> Dialogue on Policies 	<p>Following a MoU signed in 2009, it is an incipient platform of coordination (one meeting has taken place in 2011, at the end of the evaluation period) which is meant to help identify opportunities of cooperation and make the link between political dialogue and the cooperation strategy; i.e. help build coherence between the political and technical (cooperation) dimensions of the relationship (MN 017 interviews in Field Phase).</p>
<p>Sources : CSP 2007-13, Annex 14 « Processus de rédaction du document de stratégie Colombie » ; MTR 2010, Annex 4 ; London Declaration, Cartagena Declaration, Declaración de Bogotá ; EAMR 1/2011, 1/2010, 1/2009, field phase interviews</p> <ul style="list-style-type: none"> An ongoing and structured dialogue? 			

	<p>In contradiction with EUD's EAMR reports, according to EUD officials interviewed, no constant political dialogue, directly or indirectly referred to governance issues, has been taking place within the established fora referred above or within other less formally established spaces. those fora and platforms have contributed to build a political dialogue on governance which has been constant, in spite of ups and downs, moments of tensions (over the 2004 GoC's position and militarized response to the conflict), dead times (between the Cartagena and the Bogota Conferences, for instance) (MN 017, interviews in Field Phase).</p> <p>In fact, they consider more accurate to say that, until 2011 when a Political Counsellor– specifically responsible for political issues, including political dialogue- was appointed to the EUD, there is no political dialogue of institutional calibre. Before that, political dialogue depended on individual will and initiative and did not set up any connection between cooperation and political issues (MN 017 interviews in Field Phase). Therefore, It cannot be considered that there has been a structured dialogue during the evaluation period.</p>
<p>Rule of Law, Justice and Human Rights</p>	<p>Plan Nacional de Accion en Derechos Humanos y DIH: Since 2006, the international community in Colombia has played a facilitating role between the Colombian government/state and civil society in the elaboration of this plan. The document review revealed that Sweden and Spain participated in the process and UNDP/Colombia acted as technical secretariat but it is unclear whether the EC has participated (see PNUD, De Londres a Cartagena a Bogota, pp. 48-520).</p> <p>'El gobierno nacional con el apoyo de la comunidad internacional y la sociedad civil comenzaran a diseñar un plan nacional de acción de derechos humanos que será la guía hacia el futuro en esta materia.</p> <p>Según el vicepresidente Francisco Santos, es un gran logro comenzar a construir este plan de manera conjunta, luego de que el gobierno durara dos años en coordinar todas sus instituciones internas.</p> <p>Este plan nacional es una de las recomendaciones hechas por la Alta Comisionada de las Naciones Unidas para los Derechos Humanos, para fortalecer el estado de derecho, según lo explicó el representante de esta oficina para Colombia, Juan Pablo Corlazzoli.</p> <p>Por su parte, los diferentes representantes de la sociedad civil celebraron su participación en este proyecto, a la vez que exigieron del gobierno todas las garantías para intervenir en este proceso.' (Radio Caracol, 26 September 2006)</p>
<p>I.4.6.2 EC support is underpinned by a broader strategic view on institutional capacity development</p>	
<p>1. EC approach on Institutional Capacity Development</p> <p>The issue of Institutional Capacity Development (CD) is developed in the so-called Backbone Strategy (Reform of Technical Cooperation) elaborated by EuropeAid and it is, among other, emphasised in the EC Communication "PROPOSAL FOR THE EU COMMON POSITION FOR THE 4TH HIGH LEVEL FORUM ON AID EFFECTIVENESS, BUSAN, 2011" page 5</p> <p><i>"Partner countries and donors should iv) reaffirm their commitment to capacity development as one key element for ownership, and v) agree to seek approaches that balance results orientation and long-term capacity development. Partner countries should commit to vi) continued leadership in country system reforms, and donors vii) should provide their capacity development support according to local priorities, context and capacity and use sectors as the primary entry point for joint approaches. Partner countries and donors viii) should work together towards harmonised and results-based conditionality."</i></p>	

FIGURE 10: GUIDING PRINCIPLES OF EC FUNDING TECHNICAL COOPERATION



Source : Reforming Technical Cooperation and Project Implementation Units for External Aid provided by the European Commission – A backbone Strategy, 2008, 14

Source: EC, 'Backbone Strategy" (2011) page 14

FIGURE 11: EC BACKBONE STRATEGY, FOUR DIMENSIONS OF SHAPING CAPACITY

Table 2: The four dimensions shaping capacity

	Functional dimension	Political dimension
Internal dimension	Internal, functional dimension: Strategy, systems, structures, work processes, internal relationships, etc.	Internal, political dimension: Leadership, power distribution, material and non-material incentives, rewards and sanctions, possible vested interests, conflicts.
External dimension	External, functional dimension: Legal framework, timeliness and adequacy of resources, results-based performance targets, oversight bodies, formal accountability requirements.	External, political dimension: Political governance, possible vested interests, pressure from clients/customers, competitors, media attention.

Source: European Commission Technical Cooperation reform, Introduction to the EC's approach, Nov 2010, 2-3

2. EC cooperation with Colombia in the period under study has taken into account a strategic view on CD

While we acknowledge the existence of the Backbone strategy and its importance as a first effort to deal with capacity development purposes in EC TC cooperation, the current country evaluation will nevertheless build on the analysis carried out within the ongoing study developed by DRN on behalf of the European Commission (Evaluation Methodology & Baseline Study of European Commission Technical Cooperation Support, 2010 - ongoing). This study, for which the main stakeholder is the Devco Unit in charge of implementing the Backbone Strategy, has, among other, elaborated an in-depth literature review on capacity development (in the private sector and in the development field) that has led to an agreement on concentrating future CD evaluation exercises (in the framework of the Backbone strategy) on capacity development intended as an iterative process. The literature review found that technical cooperation is generally used to improve systems, processes and structures as part of a CD strategy (i.e. CD-push), rather than the organisational and institutional dynamics, motivations, political support and other factors that are seen as pre-requisites to change (i.e. CD-pull). Usually, when evaluating capacity development, the focus is on the performance of the intervention, and not on the complex dynamics that result in a

sustainable new capacity that is generated. The majority of indicators used in CD are performance indicators for the intervention, and not capacity-driven. Although training individuals, transferring capacity and developing more performing systems is important, capacity depends more on improved management and the integration of new abilities into everyday work. Based on this analysis, the current evaluation therefore concentrates on a broader strategic view of institutional capacity development, not exclusively linked to the interventions performance in terms of the effective achievement of the expected outputs and outcomes.

There is no specific information referring to the application of the Backbone Strategy from 2008 onward, neither in EC programming documents nor in project / programme identification and programming documents. Therefore, no reference is made to institutional assessment in those documents. The only exception is the needs assessment carried out in 2006 in the formulation phase of the *Asistencia técnica al Comercio en Colombia* (TA to Trade) programme (see Cap. 7.2 (Institutional Strengthening) and 8.1.1 (Needs Matrix) of the Final Report of the Misión de análisis sobre las necesidades comerciales y formulación del programa de asistencia técnica al comercio exterior de Colombia –ACEXCOL dic. 2006).

Also, even if the most recent ROM reports contain a benchmarking on TC with standard structured questions (based on the backbone strategy, and in some cases qualitative information, CD outputs are not detailed in order to enable the project team on the ground to manage a CD process.

Therefore, Institutional Capacity Development, intended as a strategic and long-term process vision, is not integrated into EC cooperation in Colombia in the period under study as an imperative issue.

3. CD in national and subnational development plans

Yet, Institutional Capacity Development is an issue of interest for the public sector at national and departmental level as can be seen in the NDP and in some of the 2008-11 DDP.

Further to the analysis of national development plans of Colombia: '*Plan Nacional de Desarrollo 2002-2006*', '*Plan Nacional de Desarrollo 2006-2010*' and '*Plan Nacional de Desarrollo 2010-2014*', Institutional strengthening and capacity development constitute important elements of the national strategy. As illustrated in Table 48 below, the three national plans stress the importance of institutional strengthening namely in specific areas like decentralization, judicial system and citizen participation and control bodies. The departmental plans also detail areas of actions for institutional strengthening. Yet the corresponding budget is too limited to give much relevance to the issue of institutional strengthening (Table 49 below)

TABLE 46 INSTITUTIONAL CAPACITY DEVELOPMENT WITHIN THE NATIONAL DEVELOPMENT PLANS

<i>Plan Nacional de Desarrollo 2002-2006</i> <i>Hacia un Estado Comunitario</i>	<i>Plan Nacional de Desarrollo 2006-2010</i> <i>Estado Comunitario: Desarrollo para Todos</i>	<i>Plan Nacional de Desarrollo 2010-2014</i>
1. Democratic Security: strengthening of the judicial system	1. Consolidating institutional presence in the areas affected by widespread violence	1. Institutional Strengthening of Transport Sector
2. Enhancing the Transparency and efficiency of the State: reform of public administration <ul style="list-style-type: none"> • citizen participation, i • enhanced management capacities, • transparency and fight against corruption. 	2. Consolidating of information, monitoring and evaluation systems on the implementation of the Democratic policy	2. Institutional Strengthening of the Mining Sector for its Sustainable Development
3. Enhancing the Transparency and efficiency of the	3. Institutional strengthening and implementation	3. Presence of the State and efficient institutional

State support to the decentralization process:	of public policy on human rights and international humanitarian law	structure
<ul style="list-style-type: none"> strengthening of local democracy and civil society participation strengthening of administrative and fiscal decentralization process 		
4.	4. Consolidation of the democratic process, the fight against Political Patronage, strengthening the electoral system, and accounting mechanisms on public financial management	4. Institutional strengthening of local authorities
5.	5. The enhancement of social control on public administration activities	5. Strengthening and modernization of the organs of control
6.	6. Improvement of judicial system	6. Institutional strengthening of local authorities and nation-territory relationship

TABLE 47 INSTITUTIONAL CAPACITY DEVELOPMENT WITHIN THE DEPARTMENTAL DEVELOPMENT PLANS

Departments	INSTITUTIONAL CAPACITY DEVELOPMENT IN DDP 2007-11	
	Areas of action included	% of global budget
ANTIOQUIA	<ul style="list-style-type: none"> Decentralization and institutional coordination; Participation; Good governance; Administrative modernization, Quality of public management; subregional priorities 	3.5%
BOLIVAR	<p>BOLÍVAR CON ELEVADA GOBERNABILIDAD</p> <ul style="list-style-type: none"> Fortalecimiento Institucional, Eficiencia y Eficacia en la Gestión Pública Territorial <p>Fortalecimiento Institucional de la Gestión Pública Departamental</p> <p>Proyecto Acuerdo de Reestructuración de Pasivos</p> <p>Fortalecimiento institucional de la planeación del desarrollo y las finanzas en la gestión municipal</p> <p>Modernización del Fondo de Transporte y Tránsito de Bolívar</p> <p>Interventoría, Gastos de Operación y puesta en marcha de los proyectos financiados con Recursos de Regalías Directas</p> <ul style="list-style-type: none"> Departamento seguro y Convivencia Pacífica Paz y Derechos Humanos. Participación Ciudadana y Desarrollo Comunitario. 	na
CAUCA	<p>DIMENSIÓN ADMINISTRACIÓN INTERNA Y MODERNIZACIÓN</p> <ul style="list-style-type: none"> Democratización y participación ciudadana en la Administración 	0.1%

	<ul style="list-style-type: none"> • Pública • Coordinación Íter administrativa Municipal • Modernización Institucional • Moralidad y Transparencia Pública 	
META	<p>4 ESTRATEGIAS</p> <ul style="list-style-type: none"> • Gerencia pública <p>Modernización institucional Fortalecimiento institucional para la competitividad Sistema integral de información departamental SIID Progr modelo de planeación y gerencia</p> <ul style="list-style-type: none"> • Visibilidad <p>Probidad Medios de comunicación Imagen</p> <ul style="list-style-type: none"> • Regionalización y alianzas <p>Fortalecimiento de gobiernos locales y comunidades indígenas Asociatividad Cooperación internacional</p> <ul style="list-style-type: none"> • Participación efectiva (participación ciudadana) 	na
Nariño	<p>Linea 1 del componente estratégico : Gobiernos con transparencia, legitimidad y seguridad</p> <ul style="list-style-type: none"> • Política: transparencia y legitimidad de los gobiernos regional y local • Fortalecimiento administrativo y financiero de los entes territoriales • Desarrollo comunitario • política seguridad ciudadana 	na
NORTE DE SANTANDER	<p>UN NORTE EFICIENTE y TRANSPARENTE PARA TODOS</p> <ul style="list-style-type: none"> • Eficiente en lo regional y local <p>Fortalecimiento de la capacidad de gestión departamental Fortalecimiento de la capacidad de gestión municipal</p> <ul style="list-style-type: none"> • Más fuerte en sus finanzas <p>Desarrollo institucional y financiero de la Hacienda Pública Desarrollo Institucional y Financiero de lfinorte Desarrollo institucional y financiero de la Lotería de Cúcuta</p> <ul style="list-style-type: none"> • Con gobierno transparente <p>Gobierno en línea Gobierno democrático</p> <ul style="list-style-type: none"> • Con justicia <p>Accesibilidad a la respuesta gubernamental Prevención del daño antijuridico</p>	3.5%
SUCRE	Finanzas sanas y desarrollo institucional	0.33%

- Finanzas departamentales
- Dimensión regional y desarrollo institucional
- Recursos físicos y sistemas
- Equipamiento

It is relevant here to mention the NSA-LA in- country interventions which the EU Delegation in Colombia has launched and managed from 2007 onwards, in conformity with the REGULATION (EC) No 1905/2006 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL of 18 December 2006 establishing a financing instrument for development cooperation –in particular as regards the NSA and LA thematic programme (Art.14)- and with the successive NSA – LA Strategy Papers for the programming periods 2007-2010 and 2011-2013, in their Objective I (which is aimed at “*promot(ing) an inclusive and empowered society in partner countries to facilitate non-state actor and local authority participation in poverty reduction and sustainable development strategies*”). These “... interventions are expected to strengthen the capacity of civil society organisations and local authorities in partner countries, with a view to facilitating their involvement in the policy-making process, and their capacity to deliver basic services to the poorest peoples in developing countries (NSA – LA Strategy Paper 2007-2010 & 2010-13, 12) ... in the context of armed conflict, as specified in the **Guías del solicitante 2007, 2008-09, 2010.**

The NSA –LA thematic programme is an actors-focused programme and clearly fosters the strengthening of actors (NSA and LA). Yet, the documentary review does not bring evidence that this programme is underpinned by a broader strategic view on institutional capacity development

Sources of verification :

- Other external studies and reports (Transparency International, OAS Inter-American Commission on Human Rights, Latinobarómetro, etc)
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EQ 5: PRODUCTIVITY, COMPETITIVENESS AND TRADE

EQ 5	To what extent is EC support contributing to improving private sector productivity and competitiveness and helping Colombian Micro, Small and Medium Enterprises (SME) to position value-added goods on national and international markets effectively?
<p>Evaluation criteria: Relevance, Effectiveness, Sustainability</p> <p>Key issues: Cross-cutting issues: gender, vulnerable populations (ethnic groups)</p>	
<p>Rationale:</p> <p><i>The objective of the EC strategy is to increase SMEs' competitiveness and subsequently help position their products on local, national and international markets. The achievement of this objective is considered a key factor in reactivate the Colombian economy and promoting the country's integration into the world economy. This EQ aims at investigating whether the choices made by the Commission and the Government of Colombia reflected identified needs and were relevant to the wider objectives of the cooperation. It also addresses effectiveness, focusing on the outputs and results of the Commission's interventions in the Economic development focal area. Support for economic development was not contemplated as a key component of the EC support strategy until the second part of the evaluation period. Therefore interventions in this sector start in 2007. The evaluation will then focus on relevance, efficiency, as far as possible effectiveness and aspects of sustainability, but not on impact. In this EQ attention is paid to coordination, synergies and coherence of the EC's cooperation with Colombia in relation to trade negotiations, although this issue does not fall within the evaluation's scope.</i></p> <p><i>Among other sources of information, the question will cover the interventions that are at present addressing this sector: (1) Local Economic Development and Trade in Colombia (6M€) and (2) Technical Assistance to Trade in Colombia (5.4 M€).</i></p>	
<p>SOURCES OF INFORMATION</p> <p><i>The answer presented below is based on several sources:</i></p> <ul style="list-style-type: none"> ▪ <i>Interviews with EC officials and with national stakeholders in Bogotá</i> ▪ <i>Analysis of the Colombian national context in relation to competitiveness, trade balance, international trade policies and access to business services.</i> ▪ <i>Analysis of EC policy and strategy evolution</i> ▪ <i>Inventory of EC financial commitments</i> ▪ <i>Analysis of selected EC interventions: (1) Local Economic Development and Trade in Colombia (6M€) and (2) Technical Assistance to Trade in Colombia (5.4 M€).</i> ▪ <i>Analysis of all CSP/NIP for the programming periods 2002-2006 & 2007-2013</i> ▪ <i>Field assessment of relevant policy evolution and incorporation of EC related policy commitments into country programming and interventions.</i> 	

OVERVIEW RESPONSE

The EC contribution has helped micro, small and medium enterprises to access local and national markets, particularly in the rural areas of the country with an important emphasis on environmental sustainability aspects. On the other hand it has contributed to strengthening the National System of External Trade, which in the medium term will facilitate commercial activity in the enterprise sector and therefore its competitiveness.

For the national government, trade, competitiveness and productivity are fundamental axes that are prioritized in the national development plans elaborated during the last 10 years, along with elaboration of the national competitiveness and productivity policy CONPES. Additionally, during the last two periods of government (2002-2006 and 2006-2010), trade liberalisation has been prioritized, which is reflected in the conclusion of free trade agreements, particularly with the EU, Canada and the USA. In the 2007-2013 CSP the EC included the area of competitiveness and productivity in its cooperation strategy, with proposals for intervention in line with national policies.

Governmental policy has aimed at increasing access to finance, improving provision of business development services and enhancing the business enabling environment. According to the report Doing Business 2010 in Colombia, the country has made many improvements since 2007. With a total of 24 reforms across the ten Doing Business topics, Colombia has made it easier for firms to start and operate, has strengthened property rights and has improved bankruptcy procedures. In this regard, it is not possible to determine the level of contribution of the EC's strategy.

With the implementation of the DELCO programme in six regions, micro and small businesses have been supported, with important achievements such as tying them into regional productive chains, improving their commercial management and levels of sales, and developing new brands and products for local and national markets. The current application of the LEADER approach adopted by DELCO (refer to footnote 71) could represent a successful example of fostering the competitiveness of rural areas through economic diversification and territorial development. Additionally, the regionalised approach has been also adopted by the Ministry of Trade through the FOMIPYME, the national fund supporting MSMEs in promoting technological development and productive transformation.

Although it is premature to mention the effects it will have on the competitiveness and productivity of the national companies, the EC has contributed to strengthening the National System of External Trade and to reducing the impact of non-tariff barriers to trade, which in the medium term will facilitate export activity and access to new markets. This contribution includes the creation of the National Institute of Metrology and the recognition of the National Organism of Accreditation, as well as the strengthening of institutions linked to the System, such as the Superintendence of Commerce and Industry, the National Institute for the surveillance of food and drugs (INVIMA), the Colombian Agricultural Institute and the Risk Assessment Unit for Food Safety (UERIA).

There is very little harmonisation between regional and sub-regional programmes in this respect, even if there are similarities (such as INTERCAN, FAT Trade, INPANDES, AL-Invest, CESCO I). Only in this last case is there evidence of synergy with the DELCO Project.

Both in the local and national governments, as with project partners, there is evidence of sustainability of the activities promoted by the EC cooperation programme. At national level the National Policy of Competitiveness and Productivity was drawn up, and the CONPES for the Local Economic Development is being revised. Also, regional authorities have included in their development plans action and financial resources for Local Economic Development promotion activities

JC 5.1:

The EC support strategy reflects the evolution of national needs and priorities and takes into account the overarching objectives of the specific EC regional policy framework.

This productivity and competitiveness approaching has left behind the discussion about the enclave economy and its negative implications. Despite the fact that many regions across the country appear to have this sort of economy (Magdalena Medio, for example).

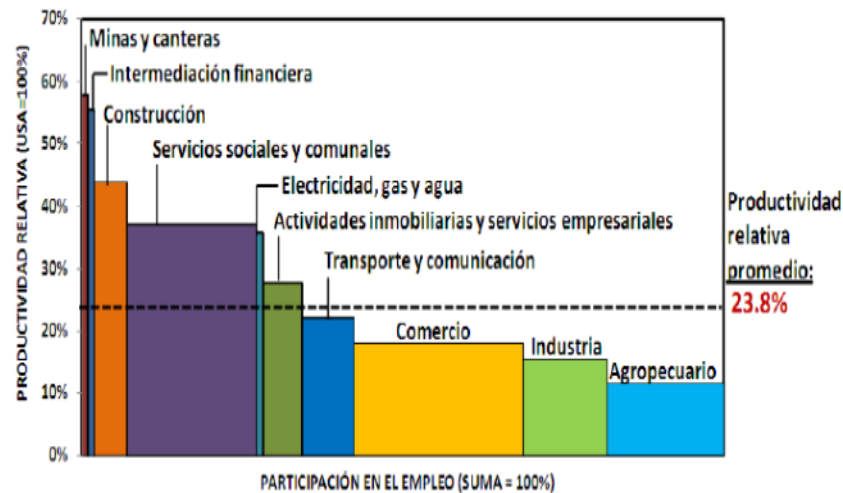
I.5.1.1 Existence of GoC national plans, programmes, studies and/or analyses describing country priorities in the areas of productivity, competitiveness and trade.

There is remarkable evidence that the GoC have developed a significant number of programmes and studies relating to productivity, competitiveness and trade. The three National development plans issued during the evaluation period (2002-2011) have always taken into account economic growth and employment creation. Across the three plans there is a common pattern: trade liberalisation and integration to world and regional markets, support to the agricultural sector, focus on the development of MSMEs, increasing FDI inflows, promoting innovation and ICT.

During the evaluation period (2002-2011), the GoC has issued three development Plans

1. The National Development Plan 2002-2006 '*Hacia un Estado Comunitario*'; encompasses five components : i) Achieve Democratic security; ii) Foster sustainable Economic Growth and employment creation; iii) Build up social equity; iv) enhance State's transparency and effectiveness and v) enhance the macro-economic environment. Within the framework of the second pillar of the Plan '*Foster sustainable economic growth and employment creation*' The competitiveness policy of the government includes 6 essential components: i) Streamlining bureaucratic process; ii) strengthening the coordinator role of the state, iii) creating a balanced system of property rights, iv) enhancing access to ICT within the framework of Connectivity Agenda, v) developing integral policies of tourism and biotechnology, vi) protection and development of domestic market. Referring to the trade policy, trade policy was focused on trade liberalization, export promotion, service and capital market deregulation. Economic integration to global market through WTO and regional economic integration within the Andean community appears key objective for the country. Trade policy was articulated in order to enhance: i) promoting agricultural exports, ii) increasing FDI and iii) enhancing the competitiveness of the coffee sector with governmental support through economic incentives, support programmes, access to credit and measures promoting innovation. Employment creation constitutes a priority for the government which focused on four priority strategies: 1) employability reform; 2) direct support to employment, 3) social protection to unemployed people, iv) strengthening capacity building and training systems.
2. Chapter IV of the National Development Plan 2006-2010 "*Un Estado Comunitario para todos*" refers to high and sustained economic growth as the condition for equal growth '*Crecimiento Alto y Sostenido*'. As stated in the plan, in order to increase the economic growth rate and reducing unemployment, it is important to raise total factor and labour productivity. The plan foresees reducing unemployment rate up to 6% by 2019. The objective of the 2006-2010 plan was to boost growth average at a rate not less than 5%, in order to raise investment up to 26.1% of GDP in 2010, equivalent to an average annual growth of investment of 6.4% from 2007. Exports played a fundamental role. The government expected to increase exports by 8.5 yearly percentage- rate and no-traditional exports by a 12.5-percentage rate. The Plan aims to foster competitiveness through five major strategies: 1) business development, innovation and technological development; 2) Saving, investment and financing; 3) physical capital; 4) human capital, 5) Productive development institutions.
3. In the new Plan of Development 2010-2014, '*Prosperidad para Todos. Más Empleo, Menos Pobreza y Más Seguridad*' (DNP 2010), sustained growth, competitiveness and innovation are the central strategies. Five driving forces have been identified in the economic growth process
 - a. Science, Technology and Innovation with the provision of tax benefits and income deduction of 175% for the invested among developing innovation-based sectors,
 - b. Agricultural development through the elimination of restriction on family farming in order to encourage large scale agricultural projects, establishment of a subsidy reform

- c. Housing: implementation of construction projects without the project plan requirement, rehabilitation of urban areas through partnership between national and local authorities with private sector
 - d. Mining and energy : design of National Plan for Mining sector, identification of areas with special concession contracts for the exploitation of strategic repository
 - e. Infrastructure: implementing a programme of maintenance and rehabilitation of the '*red terciaria*' (consisting of local roads small towns and municipalities); expropriating real properties when declared of public utility or social interest for building transport infrastructure
4. National Policy to enhance the competitiveness of the Colombian Dairy Sector (CONPES 3675 - 2010). The objective of the document to improve the competitiveness of the Colombian dairy sector through the development of strategies and instruments capable of reducing production costs and increase productivity in five steps: 1) lowering production costs of the primary chains, 2) promoting partnership schemes and enhancing horizontal and vertical integration in diary value chain, 3) developing clusters, expanding domestic and foreign markets, 4) providing high quality dairy products at competitive prices, 5) strengthening intuitional management of the diary sector.
 5. CONPES document 3621 (2009) on the Strategic Importance of the supporting projects for MSMEs. Three instruments have been put in place in order to support the competitiveness of MSMEs: 1) Investment projects: Colombian Fund for the Technological Modernization and Development of MSMEs (Fomipyme), 2) Strengthening capacities of Local Public and Private Institutions supporting MSMEs, and Trade Technical Assistance in Colombia which aim at providing tools MSMEs to improve their working conditions, competitiveness and market access.
 6. CONPES (3527) National policy of Competitiveness and Productivity (2010) '*POLÍTICA NACIONAL DE COMPETITIVIDAD Y PRODUCTIVIDAD*'. This document outlines 15 action plans to develop the National Competitiveness Policy: (1) world-class sectors, (2) leap in productivity and employment, (3) competitive agricultural sector, (4) business formalization, (5) labour formalization, (6) Science, technology and innovation (7) education and work skills, (8) mining and energy infrastructure, (9) transport and logistics infrastructure, (10) financial deepening, (11) simplifying tax system (12) ICT (13), enforcing contracts, (14) environmental sustainability as a factor competitiveness, and (15) institutional strengthening.
 7. National Planning Department '*Visión Colombia II Centenario: 2019*' (2005) (Prospects for the Bicentenary of Colombia: 2019) is a document published in August 2005 by the National Planning Department, which constituted an ambitious proposal for the future of Colombia over the coming 14 years. The document takes account of demographic changes entailing ageing and urbanization and elaborates 4 objectives to be achieved: (1) rising exports, set to reach 25% of GDP ;(2) a fairer and more united society (poverty level will fall from 45% to 15%); among other.

Figure 12: Average Productivity (average by sectors)

Source: DNP (2010, p. 78).

The productivity is higher in mines and financial sectors. The value-added is important, but that sectors have a very low impact in the employment. That situation is an expression of Dutch Disease.

The Plan of Development proposes modifying this scenario, and transforms the mine sector in a “leader” of the national growth. In general, the “total productivity of factors” has decreased. In the period 1960-2007 the productivity decreased. The reduction was strong after 1981. For the government is important to increase the productivity in the industry and rural sector. Changes in the productivity - Solow productivity or “total productivity of factors

The government proposes weak instruments for the transformation of the productivity and competitiveness. The way to modify the actual tendency is not clear. In the Plan of Development, the free trade agreements with USA, Canada, and EU are very important in the transformation of actual conditions of productivity and competitiveness. The EU, Colombia and Peru concluded the negotiations for a trade agreement on may 2010.

I.5.1.2 References to the country-specific situation and to the corresponding national strategies are included in CSP sections on country context

Overall, there are extensive references to the country specific situation both in the CSPs and in the Mid-term review. Referring to the CSP 2002-2006, the document referred to the difficult situation Colombia was facing at the beginning of the 2000s determined by internal factors such as the increase in illegal drug industry, the upsurge of violence, the sharp recession affecting the country as of 1999 and the increase in unemployment as well as the chronic problem of underemployment. As mentioned in the CSP, Pastrana government requested a 2.7 billion Extended Fund Facility (EFF) from the IMF. The IMF fund supported the Government's agenda of fiscal consolidation, macroeconomic stabilization including a stringent budget policy, the cutting of the operational costs of the central government, as well as measures to fight tax evasion, smuggling, and to improve tax collection. The increase in FDI is underlined in the Strategic Document which underlines that direct investment grew at a 97% annual rate, given an increase of 62% for investments destined to areas other than the oil sector.

In the CSP 2002-2006, it is mentioned the request from the Colombian government for technical assistance in the area of trade, in order to better to participate in the WTO system and improve its economic growth. The commission in the Strategy Paper mentioned the possibility to explore approaches to support Colombian efforts and strengthening Colombian capacities in the area of technical assistance to build capacity in the areas of trade facilitation, domestic competition and further development of Colombia's foreign direct investment regime.

In the CSP is also mentioned that the EC will provide supports to Trade related Technical Assistance (TRTA) through sub-regional cooperation, addressing in

Civil society involvement in the regional integration process, supporting statistics and also implementing AL-Invest. Indeed as mentioned in the CSP regional cooperation programmes relating to economic co-operation will be important for Colombia since bilateral economic co-operation will give priority to the Peace Process and the effects of violence in the country.

The Country Strategy Paper (EC-CSP 2007) picks the general government priorities up, emphasizing the political aspects. The information relating to the economy is very few. There is not a single mention to the micro, small and medium enterprises (SME). Macro aspects linked to productivity and competitiveness haven't been explicitly considering. Such is the case of the exchange rate, and free trade agreements, among others. Finally, the enclave economy effects and problems derived from Dutch Disease haven't been taken into account.

The issues that emerge in the last programming document are mainly framed within the regional context.

The Mid-Term Review (EC 2010) concluded:

"In the meantime, Component 3 (productivity, competitiveness and trade) has gained further in relevance, given the conclusion of trade negotiations between the EU and some of its Andean partners. It is clear that the entry into force of a trade agreement would give rise to new challenges and opportunities for Colombian industry and services, a fact that is to be reflected in a specific chapter on economic cooperation in the agreement. Accordingly, the government is requesting an increase in the allocation for the component, in order to support legal and regulatory changes which will become necessary to comply with a trade agreement, and activities helping Colombia's commercial sector to take advantage of the opportunities presented by the agreement. This legitimate request should be heeded" (EC 2010, p. 16).

I.5.1.3 References to trade negotiations are included in CSP sections on country context

Overall, there is little reference to the trade negotiation process. The CSP briefly outline the trade regime applying to Colombia.

In the CSP 2002-2006, there is a specific paragraph '*External Environment, including cooperation agreement*' which describes the various agreement Colombia was negotiating in 2000-2001 as the Andean free Trade Area, the Partial Scope Economic Complementation Agreements with Brazil and Argentina, the Economic Complementation Agreement with Chile, and the Partial Scope Agreements with Paraguay and Uruguay. The main characteristic of partial scope agreements is that they are exclusively binding for the signatory or adherent Contracting Parties. And they usually refer to specific topics like trade, economic complementation, and agriculture and trade promotion.

In 2000, Colombia benefitted of the Generalised System of Preferences (GSP) and more specifically the GSP "drugs from the European Commission (EC) trade relations. The special SPG "drugs", from which the Andean countries benefit, facilitated access to European markets notably of alternative development products

(main example: coffee), hence providing a marketing perspective for these products.

Despite the GSP Drug, Colombia did not always succeed in realising exports to Europe given the obstacles of TBT and SPS measures.

In the CSP 2007-2013 mentions the decision established in Guadalajara summit (2004) of signing an association agreement establishing a free trade area between the EU and the countries of the Andean Community. Moreover in the CSP 2007-2013, Colombia has changed its trade regime with the EU benefitting of the GSP + which is granted to countries which undertake to ratify and implement effectively the principal international standards on human rights and labour, as well as the conventions on the environment and good governance. These are the measures the EU will take by way of additional support for

Colombia's further efforts in these fields.

(Source: CSP 2007-2013, page 20-21)

In the CSP 2007-2013, trade and competitiveness turns to be a key sector of cooperation between the EU and the Andean Community. With a view to the possible signature of a free-trade agreement between the EU and the Andean Community, the EU aimed to support the Colombian Government's efforts to integrate into the Andean region and apply the regional strategy. The results of the study of requirements in this sector will also be taken into account.

The overall objective is "increasing the country's capacity to integrate into a global economy". The specific objectives are: i) Increasing the competitiveness and capacities of economic operators. ii) Helping to market goods produced in Colombia nationally and internationally. iii) Providing outlets for products emanating from alternative development areas where production projects are set up to combat illicit crops.

In relation with these objectives, EC programmes are very different and heterogeneous. The instruments to achieve those objectives are not clear. And in this approximation there isn't any consideration about macro variables like exchange rates. The incidence of this kind of factors is important, and difficult the analysis of the specific impact of the EC projects.

It is important to underline that in 2002 the GSP was the object of a claim in the Dispute Settlement Body of the WTO, which posed doubts and uncertainty as to its future. After resolution of the appeal against the European position, the EU adopted in 2005 the new system of GSP-Plus. The latter is a regime of incentives granted in exchange of the ratification and effective implementation of 27 specified international conventions in the fields of human rights, core labour standards, sustainable development and good governance³⁰. As with the previous system, the GSP-Plus has been considered unsatisfactory by the governments of the Andean region³¹.

The final declaration of the EU-LAC Guadalajara Summit (2004) confirmed this objective again and opened the process leading to conclusion of such an Agreement. In this framework, a joint assessment phase of the Andean integration process was launched. The realization of a sufficient level of regional economic integration is stated as a precondition for the conclusion of such an Agreement.

This precondition was already present in the Communication elaborated in preparation of the Guadalajara Summit³². This Communication recalls that it is not possible to establish a bi-regional free trade area if there is no free effective circulation of goods, services and capital in one of the two regions concerned, because of weaknesses in the integration process. Such free circulation was not guaranteed in the Andean region³³.

The joint assessment agreed on in Guadalajara started in the framework of the EU-CAN Joint Committee in January 2005. At the Vienna Summit (2006) a decision to start the negotiation process for an Association Agreement, which would include three different chapters (political dialogue, cooperation and a trade agreement), was taken. At the Lima Summit (2008), given the asymmetries between the regions, the European parties decided to give special attention

³⁰ For the list of Conventions refer to: http://trade.ec.europa.eu/doclib/docs/2009/october/tradoc_145261.pdf

³¹ Due to its unilateral and temporal character as well as for the exclusion of key products (i.e. banana)

³² Comisión Europea (2004), *Communication from the Commission to the European Parliament and the Council on the Commission's objectives, in the framework of the relations between the European Union and Latin America, in view of the 3rd Summit of Heads of State and Government of the European Union and Latin America and the Caribbean to be held in Guadalajara (Mexico) on 28 May 2004*, Brussels, COM(2004) 220 final.

³³ Christian FRERES and José Antonio SANAHUJA (coords.) (2006), *América Latina y la Unión Europea. Estrategias para una Asociación necesaria*, Barcelona, Icaria

to the specific development needs of Bolivia and Ecuador.

Such asymmetries, and the different development speeds, led to a decision to continue the negotiations, not between regional blocs but between the EU and each single Andean country, aiming at a Multiparty Trade Agreement. In the light of that decision, Bolivia decided in February 2009 to abandon the negotiations, arguing that only a negotiation between blocks could benefit Andean integration. In July 2009 Ecuador also decided to suspend the negotiation process, alleging that the EU banana tariff was not in line with international trade rules (the tariff set was considered too high), as confirmed also by the WTO. In December 2010 Bolivia decided to re-launch the negotiations with the EU, and on 21 February 2011 Ecuador also officially expressed its willingness to re-initiate the negotiations.

In March 2010, during the ninth negotiation round, Colombia, Peru and the EU reached an agreement on the trade deal. The agreement was confirmed in May 2010, during the Madrid Summit. The agreement provides for total liberalisation of trade in industrial products and fisheries including, at entry into force, 80% liberalisation of industrial products with Peru and 65% with Colombia. As far as sectors are concerned, it will offer new market access prospects for exporters of all signatory parties in fruit and vegetables, fisheries, automobiles, electronics and machinery, wines and spirits, services (in particular telecoms), banking and others. The market access package is complemented by a comprehensive set of rules that guarantees - in areas such as intellectual property (including more than 200 Geographical Indications), trade defence, and competition - respect for common disciplines beyond those agreed at multilateral level.

In the MTR 2011-2013, support to private sector and trade gains additional importance and there is a more detailed description of trade and competitiveness in view of the signature of the trade agreement. The Document states that assistance in this area will be an important tool to help Colombia to deal with the challenges and opportunities arising from further trade liberalisation. It is thus proposed to increase the allocation for this area, as requested by the Colombian government, by an additional €3 million, on top of the original 10%. Measures such as trade negotiation, capacity building, assistance in designing and implementing trade development strategies infrastructure and marketing development, capacity building to meet technical, sanitary and phytosanitary standards, quality assurance, accreditation, metrology and other business services could all qualify for EU support. Accordingly, the government is requesting an increase in the allocation for the component, in order to support legal and regulatory changes which will become necessary to comply with a trade agreement, and activities helping Colombia's commercial sector to take advantage of the opportunities presented by the agreement. **(source MTR 2011-2013 page 10)**

5.1.4 Evidence of private sector involvement in both identification of priorities and establishment and financing of EC activities in the area of productivity, competitiveness and trade (and, in particular, of the TA to Trade programme)

Tanto en el proyecto de Desarrollo Económico Local y Comercio, hay evidencias de la participación del sector privado en la identificación y definición de prioridades, a continuación se describe:

- En el proyecto Desarrollo Económico Local y Comercio, previo a la definición de líneas y sectores a invertir, se implementó una metodología participativa para el diagnóstico competitivo y de identidad de los territorios, resultado final de este ejercicio fue el documento: "Diseño y Desarrollo de un Plan de Marketing Territorial como estrategia de fortalecimiento del Desarrollo Local". En este proceso de consulta y diagnóstico se evidencia la participación de la sociedad civil y entidades del gobierno a nivel local y nacional, sin embargo no se aclara el nivel de participación de empresas privadas. La metodología fue la siguiente:

1. Recopilación de Información secundaria. 2. Entrevistas con actores representativos y expertos territoriales: 3. Mesas de trabajo regional en el territorio y

Grupo Focal con entidades colaboradoras. Estas Mesas Regionales participaron los principales actores regionales vinculados al desarrollo, tanto de la sociedad civil como entidades gubernamentales. 4. Encuestas: para la definición de los elementos principales de la identidad local se desarrollaron encuestas cuyo universo era la población mayor de edad residente en cada región con un tamaño de muestra promedio por región de 300 cuestionarios diligenciados y en entrevista personal cara a cara, con un tiempo de duración de entrevista de 20 minutos. La selección de entrevistados fue aleatoria. 5. Sondeos: La selección del producto representativo por región se complementó además de la revisión de estudios sectoriales con preguntas a profundidad a actores informados del territorio respecto a las vocaciones productivas y competitivas de la región tanto de manera personal como a través de un aplicativo online.

Finalmente, se analizaron los planes regionales de competitividad y la política nacional definida por el Ministerio de Comercio, para cada una de las regiones. Este diagnóstico se elaboró en las 6 regiones donde se implementó el proyecto a saber: (i) Hoya del río Suárez – Santander. (ii) Ciénaga de Zapatoza - Cesar. (iii) Montes de María - Bolívar. (iv) Río Ariari – Meta. (v) Región BRUT - Valle del Cauca, y (vi) Valle de Tenza – Boyacá.

- Previo a la implementación del programa de Asistencia Técnica al Comercio ATC, se elaboró la Misión de ANÁLISIS SOBRE LAS NECESIDADES COMERCIALES Y FORMULACIÓN DEL PROGRAMA DE ASISTENCIA TÉCNICA AL COMERCIO EXTERIOR DE COLOMBIA, el cual tuvo una metodológica concertada y participativa con los diferentes actores vinculados al Sistema de Comercio Exterior, con espacios como:
 - Entrevistas. La Misión mantuvo encuentros y entrevistas con 160 personas, representantes de los cuatro grupos indicados en los términos de referencia: a) instituciones gubernamentales, b) sector privado, c) academia y organizaciones sociales y d) donantes internacionales. Entre las instituciones gubernamentales, se mantuvieron encuentros con todos los departamentos del Viceministerio de Comercio Exterior del Ministerio de Comercio, Industria y Comercio. Además, la Misión se entrevistó con funcionarios del Ministerio de Agricultura (ICA e INVIMA), Ministerio de Relaciones Exteriores, Ministerio de Protección Social, Presidencia y Acción Social. Así mismo, se mantuvieron encuentros con profesores universitarios, gremios empresariales, dirigentes de los principales sindicatos y representantes de las ONGs. En cuanto a la Comunidad Internacional, la Misión se entrevistó con los Consejeros de Cooperación, Consejeros Comerciales y Cámaras de Comercio de los Estados Miembros; con la cooperación bilateral de EEUU y con los principales organismos internacionales. En el anexo de este informe figura la lista completa de las personas entrevistadas.
 - Talleres. El taller de apropiación y validación de los resultados realizado por la Misión en el Hotel Tequendama de Bogotá, con la participación de las principales instituciones colombianas, públicas y privadas, implicadas en el fortalecimiento del comercio exterior, ha contribuido también a garantizar el consenso necesario sobre el contenido de la Matriz de Necesidades Comerciales y el Marco Lógico del Proyecto, para que tanto uno, como otro, sirvan realmente para dar solución a los problemas y dificultades comerciales de Colombia para hacer frente a las exigencias actuales del comercio mundial. Así mismo, la Misión asistió también al taller regional de Barranquilla, organizado por el Alto Consejero para la Competitividad de la Presidencia. El objetivo de estos talleres es fortalecer la presencia y opinión de las regiones en la elaboración de la Agenda Interna de la Competencia. Dicho taller ha servido a la Misión para comprender la importancia de contar con las regiones en el proceso de fortalecimiento del comercio exterior colombiano. En los anexos de este informe figura la relatoría de este taller, así como la del taller de Antioquia
- The private sector participated in Agenda Interna para la Productividad y la Competitividad: Metodología (DNP 2004). The project was the result of a discussion between the government and the entrepreneurs.

Recently, special programmes with milk producer associations have been established (2011 – 2013)^{34/}. These associations are: Colombian Federation of Dairy Cooperatives (FEDECOLECHE), Colombian Cattle Ranching Federation (FEDEGAN), Colombian Association of Milk Processors (ASOLECHE), the National Association of Milk Producers of Colombia (ANALAC) and the Chamber of the Food Industry (ANDI) - Food industry chapter.

Milk producers are the target population of this Programme because they will be badly affected for the current EU Free Trade Agreement.

“The development of strategies and policies for the dairy sector is based on the role of the sector in the national economy, in terms of job creation, food security and local and regional development. A problem analysis was carried out for each level of the productive chain, with the active involvement of the different relevant trade associations for production, storage, transport, processing and commercialization, as well as entities responsible for inspection, surveillance and control of the production and commercialization of milk and milk-based products” (Budget Support to the Dairy Sector in Colombia, p. 4).

Nevertheless that specific participation of the private sector in the definition of the agenda, in general, the relation between the government and the privates are very poor.

Also the Mid-term evaluation makes little mention about the inclusion of private sector in the formulation phase. There is only reference to a bottom-up approach of the programme.

I.5.1.5 Key stakeholders at local, regional and/or national levels confirm the consistency and responsiveness of EC support to local, regional and/or national priorities in the areas of productivity, competitiveness and trade

Durante las entrevistas elaboradas en la fase de campo a los socios vinculados a los proyectos confirmaron la coherencia de las estrategias de cooperación de la UE con las prioridades nacionales en cuanto a comercio y competitividad

Actor/Entidad	Nivel	Ref. Entrevista	Extractos de la Entrevista
Red de Agencias de Desarrollo Local Adelco	Local	MN211	- La definición de las prioridades, líneas y sectores de inversión del proyecto DEL en cada uno de los territorios se hizo después de un diagnóstico del territorio donde se tuvo en cuenta las agendas de competitividad y las principales apuestas de desarrollo definidas en cada uno de los territorios. Así como la visión de los pobladores del territorio. En este sentido, el apoyo de la UE es coherente con las prioridades de las regiones y sus pobladores

³⁴ According to Analac, the milk production rates during the latest years (millions of liters) have been: 2000 [5.594], 2001 [5.513], 2002 [5.717], 2003 [5.833], 2004 [5.863], 2005 [5.993], 2006 [6.035], 2007 [5.654], 2008 [5.866], 2009 [5.760]. This baseline would provide a primary input for next discussions with stakeholders.

<p>Ministerio de Comercio, Industria y Turismo Proyecto Desarrollo Económico Local</p>	<p>de y -</p>	<p>Nacional</p>	<p>MN209</p>	<p>- El apoyo al fortalecimiento y desarrollo de la Micro, Pequeñas y Medianas Empresas es una de las prioridades del Gobierno y del Ministerio de Comercio, Por esta razón, existe a interior del Ministerio la dirección de MIPYMES quien es la responsable de la ejecución del proyecto DEL.</p> <p>- La visión de desarrollo territorial y no departamental es una prioridad para el gobierno nacional y se ve reflejado en el plan de desarrollo y en la ley en construcción de desarrollo rural. Igualmente en los contratos Plan que el gobierno incentiva para la articulación de varios departamentos en un solo proyecto. Lo anterior es coherente con la propuesta de Desarrollo Económico Local y la iniciativa LEADER</p> <p>- Las 6 gobernaciones departamentales priorizadas incluyeron el tema DEL en los Planes de Desarrollo Departamental 2008-2011. Las Gobernaciones de Boyacá, Santander, Meta y Valle del Cauca, al igual que cerca de 30 Alcaldías están dando continuidad al proceso. (ii) Se generaron insumos de Política Pública como apoyo al DNP para la elaboración de un CONPES en Desarrollo Local. (iii) 4 de las 6 regiones del proyecto fueron priorizadas como áreas de desarrollo rural por el INCODER</p>
<p>Ministerio de Comercio, Industria y Turismo Proyecto Asistencia Técnica al Comercio Súper Industria de Comercio</p>	<p>de y - al</p>	<p>Nacional</p>	<p>MN 212</p>	<p>- El país esta iniciado y gestionando varios tratados de libre comercio, los mas importantes con USA y la Unión Europea, y para esto se está preparando fortaleciendo la capacidad técnica de las instituciones que hacen parte del Sistema de Comercio Exterior. Es por esto que acciones de formación y fortalecimiento del SIC, del INVIMA, la creación del Instituto Nacional de Metrología, entre otras, que has sido apoyada por el programa ATC son prioridades para el gobierno nacional y en este sentido el apoyo de la UE es coherente con las necesidades y los esfuerzos del gobierno nacional</p>

1.5.1.6 Evidence of search for complementarity and synergies between national, sub-regional and regional interventions in the areas of productivity, competitiveness and trade, in the programming, implementation and evaluation phases.

There is significant evidence of complementarities and synergy between national interventions. Indeed the Programme ‘*Desarrollo Economico Local y Comercio*’ complements the activities financed within the Peace Laboratories within the component ‘Sustainable Local Development.

Within the call for proposal launched under Result 1 of the Programme ‘Desarrollo Economico Local y Comercio’, which aims at developing institutional capacities of public institutions and private actors to strengthen the Nation system supporting MSMEs, the EC has financed 9 projects on economic productivity

which have been financed by the first peace Laboratory. The objective is to consolidate and to strengthen the initiatives set up in the Montes de María, Palenque and Santander departments.

Nonetheless as stated in the Mid-term evaluation, these activities aiming at consolidating prior initiatives were not considered relevant in terms of programme's objectives as they were not feasible in a perspective of local economic development as isolated from the other interventions financed by the programme.

'En alternativa, sería mejor concentrar la actividad del Proyecto DEL solo en las sub-regiones identificadas como prioritarias, evitando así dispersar los esfuerzos en iniciativas que, si bien son interesantes y cualitativamente significativas, no son relevantes al fin de la obtención de los resultados establecidos en el Proyecto DEL. El hecho de que estas iniciativas sean en su mayoría de consolidación de precedentes intervenciones realizadas en el marco de las subvenciones de los Laboratorios de Paz, puede ser una razón de oportunidad política perfectamente aceptable, pero difícilmente viable en una óptica de promoción del desarrollo económico local por cuanto se ven aisladas de las demás acciones' **Source: (Mid-term Evaluation (2010) page 77**

Sin embargo a nivel de cooperación regional y sub regional, las evidencias muestran un nivel bajo de articulación entre proyectos que por su objetivo y alcance, muestran altas posibilidades de articulación y complementariedad. En este sentido, en las siguientes intervenciones no hay evidencias de articulación con DEL y/o ATC:

- Integración Económica y Regional en la Comunidad Andina – INTERCAN, que tiene por objeto contribuir a fortalecer la integración económica regional en la Comunidad Andina y facilitar las relaciones con la UE.
- Facilidad de Cooperación UE–CAN para la Asistencia Técnica al Comercio - FAT COMERCIO, que tiene por objeto contribuir al fortalecimiento del proceso de integración de los países de la CAN y a la intensificación del intercambio comercial intrarregional andino y entre la CAN y la UE
- Proyecto de Promoción de la Cohesión Económica y Social y Fortalecimiento de la Sociedad Civil en la Comunidad Andina – INPANDES, que tiene por objeto contribuir al proceso andino de integración regional mediante el fortalecimiento de las condiciones para el desarrollo de un proceso participativo regional sostenible y a través de iniciativas regionales que promuevan el desarrollo humano, económico y de cohesión social.
- AL-Invest: Apoyo a la internacionalización de las PyMEs para contribuir a la cohesión social en América Latina mediante el fortalecimiento de pequeñas y mediana empresas.

Tan solo en el proyecto APOYO A LA COHESIÓN ECONÓMICA Y SOCIAL EN LA COMUNIDAD ANDINA, CESCAN I; hay evidencias de articulación con el Proyecto de Desarrollo Económico Local, DEL. A través de CESCAN I se espera contribuir a la formulación de una estrategia andina de cohesión económica y social. Además, se busca incentivar el desarrollo futuro de otras políticas regionales en medio ambiente, desarrollo territorial e integración y desarrollo fronterizo, que comprenda la reducción de la pobreza, la inclusión social, la igualdad y la creación de empleo.

La interacción que ha existido entre CESCAN I y DEL ha consistido en una serie de reuniones y encuentros para explicar a representantes de la SGCAN, autoridades nacionales/departamentales/municipales de los países andinos y sector público-privado (Cámaras de Comercio, Sociedad nacional de Industria, etc.) la dinámica de trabajo de DEL, los parámetros de intervención propuestos y los elementos requeridos para conformar una Agencia de Desarrollo Económico Local. El interés de los socios andinos y de CESCAN consiste en promover el desarrollo en zonas de frontera. Uno de los elementos priorizados por los países andinos consiste en promocionar iniciativas productivas generadoras de ingreso y empleo. El problema es que no tienen ideas muy concretas de cómo promover este desarrollo. CESCAN se ha beneficiado de la experiencia adquirida por la DelCol en la implementación de DEL, explicar en qué consiste, mostrar resultados y compartir las lecciones aprendidas por el proyecto hasta la fecha. El resultado de este intercambio de conocimiento y experiencias es que distintas regiones fronterizas de la región andina están considerando avanzar hacia el desarrollo productivo sobre la base de la experiencia DEL.

JC 5.2:

EC support is focused on helping improve national SMEs' productivity and competitiveness, while complying with social responsibility and energy efficiency criteria

I.5.2.1 Improved business environment in the country (indicators measuring "ease of doing business" including international comparisons and national indicators). And EC contribution to it.

Table 48: Ease of Doing Business Rank Latin America y Caribbean region 2010

Country	Rank n°
Chile	1
Peru	2
Colombia	3
Puerto Rico (U.S.)	4
St. Lucia	5
Mexico	6
Antigua and Barbuda	7
Panama	8
Dominica	9
Trinidad and Tobago	10
Grenada	11

Table 49; Colombia, Ease of Doing Business Rank 2010 & 2011

	2010	2011	Ch
Doing Business Ranking	47	42	5
Topic ranking			
Starting a Business	73	65	8
Dealing with Construction Permits	29	29	
Getting Electricity	131	134	-3
Registering Property	54	51	3
Getting Credit	64	67	-3
Protecting Investors	5	5	
Paying Taxes	120	95	25

Colombia has been placed 3th in the LA and the Caribbean countries ease of doing business ranking. This is a very good rating.

In the international ranking, Colombia has risen from 47th (2010) to 42th (2011). The most prominent performances were: paying taxes, resolving insolvency and starting a business. On the other hand, the worst indicator was trading across borders, especially because of the serious diplomatic crisis with Venezuela.

Ease of *Doing Business 2010 report* investigated the regulations that enhance business activity and those that constraint in 21 cities³⁵ of Colombia which were selected together with the National Department of Planning and the Ministry of Trade, Industry and Tourism .

³⁵ Armenia (Quindío), Barranquilla (Atlántico), Bogotá (Distrito Capital), Bucaramanga (Santander), Cali (Valle del Cauca), Cartagena (Bolívar), Cúcuta (Norte de Santander), Ibagué (Tolima), Manizales (Caldas), Medellín (Antioquia), Montería (Córdoba), Neiva (Huila), Pasto (Nariño), Pereira (Risaralda), Popayán (Cauca), Riohacha (La Guajira), Santa Marta (Magdalena), Sincelejo (Sucre), Tunja (Boyacá), Valledupar (Cesar), Villavicencio (Meta).

DRN

St. Vincent, Grenadines	12	Trading Borders	Across	83	87	-4
Bahamas, The	13					
Jamaica	14	Enforcing Contracts		149	149	
Uruguay	15	Resolving Insolvency		29	12	17
Belize	16					
St. Kitts and Nevis	17					
Guatemala	18					
Paraguay	19					
Dominican Republic	20					
El Salvador	21					
Argentina	22					
Guyana	23					
Nicaragua	24					
Costa Rica	25					
Brazil	26					
Honduras	27					
Ecuador	28					
Bolivia	29					
Suriname	30					
Haiti	31					
Venezuela, RB	32					

Source: Ease of Doing Business

Doing Business in Colombia 2010 does not measure all aspects of the business environment that matter to firms or investors—or all factors that affect competitiveness. It does not measure, for example, i) security, ii) macroeconomic stability, iii) corruption, iv) labour skills of the population, v) the underlying strength of institutions or the quality of infrastructure. Nor does it focus on regulations specific to foreign investment.

Research shows that the number of new firms increases and employment grows when starting a business becomes easier. In Mexico, after the introduction of a one-stop shop for business registration, the number of new firms increased by 5% and employment grew by 2.8%. In Colombia, after the introduction of one-stop shops (Centros de Atención Empresarial or CAEs) in 6 cities, new firm registration increased by 5.2%. These findings are confirmed by additional studies in other countries. Business registration also relates to informality and productivity. Requiring fewer procedures to start a business is associated with a smaller informal sector.⁴ In addition; formally registered businesses grow larger and more productive than informal ones. In a recent study on informality in São Paulo, entrepreneurs reported that they could double operations after registering.⁵ Upon formal registration, entrepreneurs could access courts and credit, supply more important customers and avoid harassment from government inspectors or the police. Reforms that ease new firms' entry are relatively simple and inexpensive to implement and often do not require major legislative changes.

According to the report Doing Business 2010 in Colombia, the country has made a lot of improvements as of 2007. With a total of 24 reforms across the 10 Doing Business topics benchmarked annually, Colombia has made it easier for firms to start and operate, strengthened property rights and improved bankruptcy procedures (This consistent pace of reform allowed Colombia to move up the ease of doing business ranking over time. In the most recent report, Doing Business 2011, Colombia ranks 42nd of 183.

Colombia's start-up reforms have cut 10 procedures and 40 days from the process to start a business in Bogotá which now takes 9 steps and 20 days. The successful introduction of the one-stop shops at the Chambers of Commerce (known as '*Centros de Atención Empresarial*' or CAEs) and subsequent CAE upgrades account for much of this progress. Also, the time and cost to start a business dropped, thanks to legal changes that allow the creation of a company with a private document, without a notary. In 2008, the government also issued decrees to cut the number of mandatory company books and the cost of registering them.

Access to credit is also improving. A new credit information law (*Ley de Habeas Data*) regulates credit information sharing and introduces protections for consumers by allowing them to access and review their data.

Colombia also modernized its system to pay taxes and social security contributions. Now businesses pay all social security contributions online using a single

electronic form—instead of separate payments to health care providers, pension funds, professional risk insurers and other welfare entities. As of 2008, income and value added taxes can also be paid online.

It is not possible to determine the EC specific impact on these indicators. The impacts are to be seen in the medium to long term.

En el marco del Proyecto de Asistencia técnica al Comercio ATC, se implementado actividades de formación y fortalecimiento de la capacidad técnica de las instituciones públicas que hacen parte del Sistema Nacional de Comercio; esto que supone que en el mediano y largo plazo se mejorará la prestación de servicios a las empresas y facilitará el comercio nacional e internacional. Algunas de ellas son:

- Programas de formación para funcionarios de la Súper Intendencia de Industria y Comercio
- Creación del Instituto Nacional de Metrología y Red Nacional de Metrología.
- Fortalecimiento de la capacidad técnica del INVIMA
- Propuesta de modificación del Sistema Nacional de Calidad.

Sin embargo, es prematuro evidenciar en indicadores la contribución de estas actividades al comercio nacional e internacional.

I.5.2.2 Greater and better supply of financial and non-financial Business Development Services (BDS) for SME development in the country, in particular BDS aiming at the technical development of products and compliance with quality and regulatory standards on national and international markets. And EC contribution to it.

The Colombian Government is committed to increasing financial access for the country's population and has embarked on a number of regulatory reform and promotion initiatives. Recent reforms include (i) the creation of a fairly open regulatory framework for the use of agents by financial institutions, (ii) the use of financial incentives for banks to offer low-value savings accounts, (iii) improvements on the regulatory redefinition of microcredit, (iv) exemptions from the financial transaction tax that is imposed on bank customers, and (v) regulation of electronic accounts and mobile bank accounts. Although much has been achieved, there is still a long road ahead.

In the financial system the SME portfolio has increased rapidly in the latest years. Nowadays represents the 27% of the enterprise's portfolio. In 2004 this was the 14.2%. Colombian industry is mainly composed of SME (90%). Most of them (65%) remain informal. Many studies have shown that one of the development industrial biggest limitations is the lack of credit. The supply of financial and non-financial business development services (BDE) for SME development is extremely low compared to the needs.

As illustrated in Table 52, access to finance in Colombia differs according to the enterprise size. Indeed out of the 349 small enterprises taking part to the survey only half of them have access to a loan or line of credit in spite the fact that more than 94% of them have a saving account. On the other side, the large firms have easily access to financial services and only 11.6% of them identify finance as major constraint compared to small one. (more than 50% of small enterprises consider access to finance as major constraint.

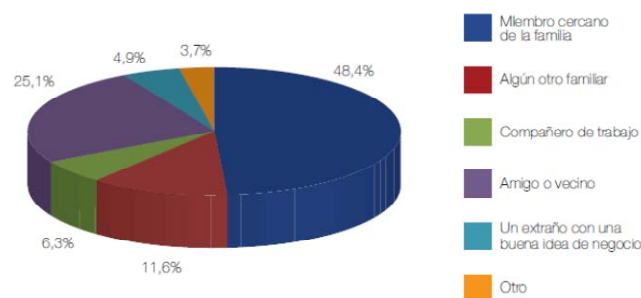
Table 50: Access to Finance in Colombia according to the Enterprise Survey , by enterprise size, (2010)

Subgroup Level	Percent of firms	Percent of firms with a	Percent of firms using	Proportion of	Proportion of investments	Proportion of loans	Value of collateral	Percent of firms	of
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	with bank loan/line of credit %	a checking or savings account %	banks finance investments %	to investments financed internally (%)	financed banks (%)	by requiring collateral (%)	needed for a loan (% of the loan amount)	identifying access to finance as a major constraint
Small (5-19) Average	50.6	94.3	21.4	45.0	9.9	65.2	189.5	51.6
Small (5-19) SE	9.0	6.0	2.7	11.1	1.9	9.6	11.3	10.0
Small (5-19) N	349.0	349.0	128.0	128.0	128.0	198.0	82.0	347.0
Medium (20-99) Average	64.2	99.8	29.4	52.2	24.9	64.2	143.7	15.7
Medium (20-99) SE	10.3	0.2	6.4	9.2	5.4	8.9	27.0	3.5
Medium (20-99) N	326.0	326.0	190.0	190.0	190.0	256.0	111.0	324.0
Large (100+) Average	92.2	100.0	86.1	32.1	56.0	38.8	109.4	11.6
Large (100+) SE	4.7	0.1	8.2	5.2	4.3	18.9	8.6	6.2
Large (100+) N	267.0	267.0	206.0	206.0	206.0	235.0	91.0	266.0

Source: World Bank, 'Enterprise Survey' Colombia (2010)

Figure 13: Relation between the Investor and the entrepreneur, 2010



Source: Global Entrepreneurship Monitor Colombia³⁶ 2010, (2011)

increase access to credit. But with the available information it is not possible to analyze the EC specific effect

Based on the Global Enterprise Monitor Publication for 2010, according to the entrepreneurs and experts interviewed, start-up firms' lack of access to a sound professional and commercial infrastructure including : good providers, consultants and subcontractors. Additionally, they do not have enough capital to bear the costs of hiring them.

Based on the statistics of DANE' survey 'Encuesta de Microestablecimientos'2010, the total number of micro enterprises which do not have or who do not renew their commercial register amount to 63% in 2009 with a 15-percent increase of nom registered firms compared to 2008. Nonetheless the increase in number of microenterprises could be explained by the increase in the number of registered enterprises, which almost doubled going from 630,159 enterprises in 2002 up to 1,161,996. (Source: DNP Dinamica e informalidad empresarial 2010).

Indeed, as illustrated in figure 14, in 2010, 48.4% of the asked entrepreneurs receive the financial capital by close relatives, followed by a 25% of friends and neighbours.

In rural areas, the services offer has been limited. The National Human Development report 2011 (PNUD 2011), Colombia rural. Razones para la Esperanza, analyzed how services offer in rural areas have dramatically decreased during the last 10 years.

"...supporting SMEs and other economic operators in strengthening organizational and technological innovation, promotional, negotiation and business development capacities, participating in trade fairs, forming business associations, developing local trade marks and geographical denominations and human resources development" (EC 2010, p. 25).

Through improving enterprises negotiation capacity, will be easier to

I.5.2.3 Easier access to BDS for SMEs, by gender, ethnic group and zone of EC intervention. And EC contribution to it.

³⁶ GEM explores the role of entrepreneurship in national economic growth, unveiling detailed national features and characteristics associated with entrepreneurial activity. The data collected is 'harmonized' by a central team of experts, guaranteeing its quality and facilitating cross-national comparisons. The data collection engine powering GEM research is composed of two complementary tools: The Adult Population Survey (APS), which tracks the entrepreneurial attitudes, activity and aspirations of individuals; The National Expert Survey (NES), which monitors Entrepreneurial Framework Conditions (EFCs) - nine aspects of a country's socio-economic milieu that are believed to have a significant impact on national entrepreneurship.

Regarding easier access to BDS services, statistics are not available both at disaggregated level by gender or indigenous group. Additionally no information at all is available on the Project documents of the targets achieved by the programmes in terms of strengthened business service providers or number of MSMEs benefitting of non-financial services. Overall, in the documents, there are general commitments to enhance gender equality or indigenous community inclusion:

Adicionalmente, y considerando la experiencia obtenida bajo la formulación del III Laboratorio de Paz, los programas “Colombia Joven” y “Equidad de la mujer” serán invitados a participar durante la preparación de las convocatorias a subvenciones, con el fin de propiciar cláusulas de acción positivas a favor de iniciativas empresariales de jóvenes y mujeres y grupos étnicos. (Source TAPS: Desarrollo Económico local y Comercio page 9)

But nor in *Desarrollo Económico Local y Comercio*, neither in *Asistencia Técnica al Comercio*, there is any disaggregated indicator by gender or ethnic group.

Indeed, as stated in the ROM 2009 of ‘Desarrollo Económico Local y Comercio’ : ‘El proyecto no se planifico sobre una base de un análisis de beneficiarios diferenciado por género, y no existe claridad a nivel del equipo de gestión de como implementar acciones para promover equidad de género.[...] El enfoque de género puede ser importante en temas de Responsabilidad social empresarial, y al promover la implementación de regulaciones internacionales de trabajo a favor de igualdad de oportunidades en género y lucha contra la discriminación. The monitors recommended to include and monitor the gender perspective in the programme because, as underlined in the ROM 2011, the target beneficiaries of the programme were poor and vulnerable population, most of them IDP, female heads of household who risk the most poverty.

I.5.2.4 Strengthened institutional capacity of public and private sector BDS providers. And EC contribution to it.

The EC has strengthened BDS providers not only through interventions at national level but also through horizontal programmes at regional level like Al-Invest .

1. Within the Programme ‘ Desarrollo Economico Local y Comercio’ Result 2 which foresees that the local production initiatives of MSMEs have been strengthened in terms of regional development, value chain creation and integration into markets. In the ROM 2011, based on the application of the Organisational capacity Index (ICO), the monitors say that there is a wide range of information available at territorial level. However, this information needs to be organized and structured. Indeed there is no information available on the achieved results and BDS providers that have been strengthened.

Adicionalmente, en el documento de sistematización de los proyectos subvencionados, se hace referencia a los programas de formación dirigidos a empleados públicos vinculados al sector de promoción de la Mipymes con el objeto de mejorar la prestación de sus servicios a la comunidad. Entre ellos se destacan:

- Talleres de fortalecimiento ara la gestión de Mipymes: 25 funcionarios de la dirección de Micro, Pequeña y Mediana empresa, del Ministerio de Comercio, Industria y Turismo, como también entidades dl sistema Nacional de apoyo a Mipymes, como lo son Incoder, Sena, Bancoldex, Min Agricultura, entre otros; se capacitaron y actualizaron en diferentes temas alrededor de las gestión de Mipymes. “La constante actualización frente a los conocimientos de buenas prácticas y tendencias dirigidas al desarrollo de las Mipymes, tiene como fin fortalecer las capacidades y conocimientos de los funcionarios que en su trabajo se relacionan con procesos de apoyo a las empresas, bajo la premisa que dicho programa permite analizar, gestionar y promover políticas públicas encaminadas a robustecer el desarrollo de las Mipymes.
- Formación en alto nivel en Desarrollo Económico Local: 54 personas formadas; funcionarios del Incoder, la Gobernación del Valle del Cauca, profesores de universidades, coordinadores de los proyectos DELCO del Ministerio de Comercio y representantes de las organizaciones

beneficiarias de las 6 regiones. "El Desarrollo Económico Local se constituye no solo en una práctica, sino también en un objeto de reflexión académica y en una alternativa que pone a la comunidad como actor central del proceso y una de las aspiraciones sociales y políticas de toda democracia.

- Asistencia Técnica Ambiental a las Corporaciones Autónomas Regionales para la elaboración de 38 planes de manejo ambiental en las 6 regiones donde se implementó el proyecto, para proyectos de los sectores agropecuarios, agroindustriales, artesanías, ecoturismo, reciclaje y abono, producción y desarrollo sostenible. Así mismo, permitió la elaboración de 6 planes de uso sostenible de la biodiversidad y se sistematizaron 47 casos de buenas prácticas ambientales.

2. Within AL-Invest Programme, the AL-INVEST IV project "Institutional Co-ordination for the Internationalisation of SMEs from the Andean Community" will be implemented by a consortium of business organisations led by the Chamber of Commerce, Services and Tourism of Santa Cruz (CAINCO). In Colombia 5 organisations implement the Phase IV of AL-INVEST:

- National Association of External Trade (Analdex)
- Chamber of Commerce of Bogotá.
- Chamber of Commerce of Bucaramanga.
- Chamber of Commerce of Cartagena.
- Corporación Colombia Internacional.

During the IV phase of AL-Invest, the five BDS providers benefitted of workshops and seminars with Spanish Chambers of commerce in order to transfer and share know how in order to provide more effective assistance to their clients. Another workshop was held in the Chamber of Commerce of Bogotá relating to arbitration and mediation process.

Within the III phase of AL-Invest, six Eurocentros from Colombia took part to the programme,

- Bogotá Chamber of Commerce
- Medellín Chamber of Commerce
- Cartagena Chamber of Commerce
- Manizales Chamber of Commerce
- Corporación Colombia Internacional

Based on the biannual report of the horizontal programme, Of the 604 (out of 1017) projects where the principal operator of a project has been Latin-American, Colombian *Eurocentros* have led 28 of them (approx. 5 %). Colombian SMEs have also collaborated in 184 activities organised by AL-INVEST to date, involving 1,261 companies. The value of the contracts signed between European and Colombian enterprises amounts to € 3,156,175 and covers a wide range of sectors from coffee, fruits, flowers and plants, agro-industry, machinery and mechanical equipment. **(Source: European Commission Colombia Country Briefing, Programme review for Horizontal Programme, July 2008)**

The local governments and the national government have sought ways to improve BDS. Especial programmes aimed at increasing public capacity in order to stimulate private sector investment.

En el marco del Programa de ATC se implementaron actividades dirigidas al fortalecimiento de las entidades vinculadas al Sistema de Comercio Exterior, a continuación los principales logros:

- Apoyo INVIMA para definición de líneas bases y formulación de planes nacionales de vigilancia y control de patógenos en alimentos de consumo humano
- Intercambios de experiencias ICA sistemas de certificación de exportaciones vegetal/animal (SAG Chile).
- Política Nacional de Metrología: Organización del sistema metrológico nacional para su reconocimiento internacional
- Creación de la Red Colombiana de Metrología, apoyando en la categorización de laboratorios de referencia metrológica, trazabilidad de la cadena metrológica, plan de formación transversal de laboratorios en regiones de Colombia. Pre auditoría de laboratorios por parte de Súper Intendencia de Industria y Comercio SIC, Montaje del primer laboratorio de metrología química
- Asesoría organizacional de la UEIRA
- Creación del Instituto Nacional de Metrología: Intercambio de experiencias a CENAM, Plan Nacional de Desarrollo, Ley de Facultades Extraordinarias: Decreto 4175 del 3 de noviembre del 2011
- Apoyo presentación Megaproyecto para el fortalecimiento del sistema nacional de metrología a Colciencias, DNP y MHCP (Regalías).
- Apoyo al proceso de reconocimiento internacional de Organismo Nacional de Acreditación: Apoyo para la participación de ONAC en el Comité del IAAC (Comité de Cooperación Interamericana de Acreditación).
- Capacitación especializada a funcionarios públicos: 453 funcionarios capacitados en: Solución de controversias Inversionista-Inversionista y Estado-Inversionista, TLT marcas, importancia de las denominaciones de origen-consorcios de exportación, protección de la competencia, y Acuerdos de Inversión (apoyo a la DIES)

I.5.2.5 Evidence of the effectiveness of the EC's programmes in this area from an analysis of ROM reports.

Table 51: ROM Report Analysis for Trade And Economic Development Sector

	Number of projects Monitored	Number of ROMs	Committed Amount	Relevance Average Score	Efficiency Average Score	Effectiveness Average Score	Impact Average Score	Sustainability Average Score
Trade & Economic Dvpt	2	3	10,410,000	2.58	2.00	2.42	3.00	3.00
MSME support	2	1	6,000,000	3.00	2.00	2.00	3.00	3.00
Trade-related Assistance	1	1	4,410,000	2.00	2.00	3.00	3.00	3.00

**The average score for the five DAC Evaluation criteria has been calculated using the weighted average. Each sector has been calculated weighting the ROM scores by the value of the programme, divided by total value of the monitored programme in the sector.*

Source: DRN elaboration based on ROM reports

Based on the ROM analysis, two programmes: 'Desarrollo Económico Local y Comercio en Colombia' (2007) & 'Asistencia Técnica al Comercio Exterior en Colombia' (2007) were monitored. The two programmes are related respectively to the promotion of competitiveness and productivity of MSMEs in Colombia through two different level of interventions: Asistencia Tecnica aims at strengthening the Ministry of Trade namely the Directorate for the development of Micro, Small and Medium Enterprise / Ministry of Commerce, Industry and Tourism and institutions at meso-level specifically: institutions in charge of standards and normalization procedures, trade facilitation. On the other side Desarrollo Economico Local focuses at two levels: national and decentralised.

Further to the ROM analysis emerges that Trade and Economic Development sector suffered serious weaknesses in terms of efficiency, for instance, the programmes experienced significant delays in contracting funds and implementing activities. The main causes identified were: i) the delays in the starting of the technical assistance, ii) delays in the document approval, iii) difficulties in applying EC procedures, inexperience of National counterparts in implementing projects under EC procedures and structural incompatibility of these with the Budget Law and the Colombian administrative structure.

As explained in the ROM 2010 of *AT of Comercio*: the Technical Assistance started 13 months later the signature of the Financing Agreement. Moreover, after 23 months since the launch of the programmes only 14.4% of the funds have been allocated. Those efficiency problems have affected the effectiveness of the two programmes indeed: in the ROM 2009 of '*Desarrollo Económico Local y Comercio en Colombia*' it was highlighted that EC procedures did not foresee the participation of MSMEs which are actually the final beneficiary of the programme.

"El proyecto ha promovido las convocatorias de los R1 y R2 en el PP2009. Estas convocatorias son financiadas con fondos en régimen de gestión administrativa - procedimientos CE-. La normativa aplicable a los contratos de subvención de estas convocatorias impide la participación de empresas, lo que supone una desviación considerable en los grupos meta del proyecto. Está previsto que la convocatoria presupuestada en el PP2009 con fondos de contrapartida y que gestionará el Fomipyme incorpora la financiación a las Mipymes. Sin embargo es preciso velar porque la orientación de esta convocatoria respete los principios y fortalezca los procesos de articulación y planificación territorial del proyecto. Dicha financiación deberá responder a las necesidades y prioridades manifestadas por los GAL" (SOURCE: Desarrollo Económico Local y Comercio en Colombia ROM 2009).

I.5.2.6 Evidence, from the analysis of ROM reports and other sources, that the EC's programmes in this area manage issues relating to social responsibility

and energy efficiency.

&

I.5.2.7 Key stakeholders at country level, notably national counterparts and the EC Delegation, confirm that EC support is contributing to increasing SMEs' productivity and competitiveness.

Referring to non-specific interventions, environmental sustainability appears to be extensively mentioned in the following programme "*Desarrollo Economico Local y Comercio en Colombia*" and the Third Peace laboratory.

Referring to "*Desarrollo Economico Local y Comercio*", the programme entails a component dealing with mitigation measures of MSMEs' production strategies.

One of the activities of the programme under result one³⁷ includes de Support to the National of Green Markets elaborated by the Ministry of Environment.

RIA3 Apoyo al "Plan Nacional de Mercados Verdes" del MinAmbiente, con el objeto de promover productos y servicios ambientalmente amigables y la producción más limpia en el sector Mipymes.'

The National Strategic Plan for Green Markets "*Plan Estratégico Nacional de Mercados Verdes*" (PENMV) was prepared and published in July 2002 by the Ministry of Environment (now Ministry of Environment, Housing and Territorial Development) with the participation of the National Environmental System entities, public sector institutions and representatives of private sector. The objective is to strengthen national production of environmental goods and services and exploit Colombia's comparative advantages in this sector, in order to meet the growing international and domestic demand for more environmental friendly products.

The PENMV proposes a vision for 10 years and has four objectives:

- Boost domestic demand for green products
- Position Colombia as a supplier of green products
- Strengthen organizational structures of green products
- Establish sector support instruments for green products

Furthermore, the Ministry of Environment, also created the eco-label '*Sello Ambiental Colombiano*' (SAC). This instrument seeks to provide consumers with information that is verifiable, accurate and not misleading on the environmental aspects of products, to stimulate environmental improvement of production processes and to encourage the demand and supply of products to a lesser extent affect the environment.

Indeed the programme '*Desarrollo Economico Local y Comercio*' intervenes at three level to mainstream environmental sustainability:

1. Supporting the coordination with the Ministry of Commerce and Ministry of Environment as well as the Regional Autonomous Entities to ensure that

³⁷ Result one of the Programme '*Desarrollo Economico Local y Comercio*' aims at developing institutional capacities in public and private stakeholders to strengthen the national system of care to MSMEs.

environmental rules are applied at national level

2. Finance a Technical assistance: 2 people for 36 months with a professional background relating to green economies and management of natural resources

'Asistencia Técnica por aproximadamente 72 personas/mes (equivalentes a 2 personas por 36 meses c/u), con perfiles profesionales expertos en: formulación y diseño de proyectos productivos enmarcados en el aprovechamiento de los recursos naturales, indicadores de desempeño ambiental, y experiencia en el diseño de metodologías de apoyo a Mipymes.

3. Elaboration of two sectoral studies on green market and green production stated in order to identify relevant value chains which could provide for green products and services.
4. Supporting through Calls for Proposal: initiatives which stimulate good environmental practices.

As mentioned in the Mid-term Evaluation of *'Desarrollo Economico Local y Comercio'*, almost 400,000 EUR have been allocated to finance initiatives relating to cleaner production. In spite of these initiatives, the Mid-Term review underlines the importance of greater visibility of environmental issues as well as an enhanced clarity on the promotion and support of green products.

The Third Peace Laboratory is structured along three components: geographic, thematic and political. Within the geographical component three areas "Desarrollo Socio-Economico Sostenible" encompasses:

- Develop and implement environmental management programs and their various operating instruments which has to be related to the use of departmental plans
- Promote the use of clean technologies in local economic development initiatives in order to foster competitiveness and productivity of local and regional market in the territories of the Laboratory.

Additionally, the thematic component for Ethnic Groups identifies the promotion and implementation of clean agricultural technologies.

Based on the 2010 ROM Report, there is a positive assessment of the Environmental component. Indeed as mentioned by the monitors, in the great part of financed programmes, the environmental issues are mainstreamed above in the interventions in the META department.

"Es de resaltar el buen manejo del tema ambiental. Casi en su totalidad, las subvenciones financiadas en el marco de los componentes Geográfico y Temático insertan transversalmente el tema ambiental, en particular a nivel del departamento del Meta, bien sea mediante la aplicación de la legislación ambiental nacional y/o la incorporación de buenas prácticas agrícolas en los proyectos productivos." **(Source: Third Peace Laboratory ROM 2010).**

The significance of environmental issues in Meta department is stressed out also in the Mid-term Evaluation:

"Los temas de seguridad alimentaria, empleo, producción y procesamiento eco-sostenible, ordenamiento y desarrollo alternativo, se cruzan en un gran tema prioritario sobre todo para el departamento del Meta: la sostenibilidad territorial" [...] La énfasis del PET en el tema ambiental a nivel productivo y de transformación crea sinergias y refuerza los argumentos del PET de "Desarrollo Alternativo", en el que una visión común del rumbo del territorio es ventajosa. Los temas de las bio-regionalismo, sostenibilidad ambiental y comercio justo pueden ser considerados, estableciéndose acuerdos con el proyecto DEL y la Gobernación de Meta que está adelantando una iniciativa de apoyo a la gestión comercial de rubros agropecuarios del departamento [...] Desarrollo Alternativo Preventivo y Legalización de Predios - Sur del Meta: Las agendas regionales y pactos de gobernabilidad pueden facilitar la preparación de un Plan de Desarrollo Integral que incluya los temas estratégicos de medio ambiente (incluyendo los de los Parques Naturales), los temas de infraestructura, tipologías de economía

productiva, gobernabilidad democrática y otros temas institucionales, incluyendo la posible creación de soluciones administrativas especiales para la región. Actores-clave en la preparación de este Plan deberían ser las autoridades locales (alcaldías, concejos municipales), organizaciones campesinas, autoridades regionales (Gobernación, Corporación Regional Cormacarena), nacionales como el Ministerio de Ambiente, de Agricultura, DNP, entre otras. Debe de revalorarse, además, la promoción del programa Familias Guardabosques que podría generar problemas de seguridad a los beneficiarios, al poder ser considerado por los actores armados ilegales como objetivo militar.

(Source: Third Peace Laboratory Mid-term Evaluation page 15-16)

I.5.2.8 Comparative statistics, over the last 5 years, of Colombian SMEs' competitiveness and productivity vs. other Andean countries' SMEs

Competitiveness

Several statistics have been taken into consideration in order to analyse the competitiveness and productivity of Colombian SMEs compared to the other Andean economies. Based on this analysis, some major findings relating to an enhanced business enabling background combined with a good access to finance emerge, constituting a conducive environment to competitiveness of Ecuadorean SMEs.

The instruments employed to draw some comparative statistics were Ease of Doing Business Indicators, The Global Innovation Index and the Enterprise Surveys.

Table 52 Ease Of Doing Business Index (CAN)2010-2011

Country Name	2010	2011
Colombia	47.0	42.0
Bolivia	147.0	153.0
Ecuador	131.0	130.0
Peru	39.0	41.0

Source: Ease of Doing Business 2011

Referring to the Ease of Doing business Index, there is a huge gap between Colombia, Peru from one side and Ecuador and Bolivia on the other. In 2011, Colombia enhanced its position in the global ranking going from the 47th position to 42 (one position behind Peru). On the other side, Bolivia and Ecuador stay at the bottom of ranking.

Indeed, if taking into consideration some of the most significant indicators, as the 2011 cost to start a business, in Colombia it is necessary 8% of per capita to start a business compared to Bolivia which amount to 90% of income, in Peru in 11.9%

Trading across borders result more complex and costly for Colombian enterprises. Colombia ranks 126 in the global ranking "Trading across border while Peru 53 and Colombia 99.

When analysing the time to required to import and export, Colombia is the Andean Country which requires the least number of document to export (5); 14 days for exporting and 13 days for importing, while Peru 12 days for exporting and 17 for importing Bolivia and Ecuador lay behind.

The table below illustrates the costs to import and exports per container. It is observed that Colombia is the most expensive country

Table 53 Ease Of Doing Business Indicators, Trading Costs, (US\$), 2005-2011

Country Name	Indicator Name	2005	2006	2007	2008	2009	2010	2011
Bolivia	Trade: Cost to export (US\$ per container)	1110.0	1110.0	1110.0	1425.0	1425.0	1425.0	1425.0
Colombia	Trade: Cost to export (US\$ per container)	1745.0	1745.0	1440.0	1690.0	1770.0	1770.0	2270.0
Ecuador	Trade: Cost to export (US\$ per container)	1200.0	1200.0	1200.0	1455.0	1455.0	1455.0	1455.0
Peru	Trade: Cost to export (US\$ per container)	575.0	575.0	575.0	860.0	860.0	860.0	860.0
Bolivia	Trade: Cost to import (US\$ per container)	1452.0	1452.0	1452.0	1747.0	1747.0	1747.0	1747.0
Colombia	Trade: Cost to import (US\$ per container)	1773.0	1773.0	1440.0	1640.0	1750.0	1700.0	2830.0
Ecuador	Trade: Cost to import (US\$ per container)	1160.0	1160.0	1160.0	1402.0	1402.0	1402.0	1432.0
Peru	Trade: Cost to import (US\$ per container)	670.0	670.0	670.0	895.0	895.0	880.0	880.0
Bolivia	Trade: Documents to export (number)	8.0	8.0	8.0	8.0	8.0	8.0	8.0
Colombia	Trade: Documents to export (number)	5.0	5.0	5.0	5.0	5.0	5.0	5.0
Ecuador	Trade: Documents to export (number)	9.0	9.0	9.0	8.0	8.0	8.0	8.0
Peru	Trade: Documents to export (number)	6.0	6.0	6.0	6.0	6.0	6.0	6.0
Bolivia	Trade: Time to export (day)	24.0	24.0	24.0	19.0	19.0	19.0	19.0
Colombia	Trade: Time to export (day)	34.0	34.0	24.0	14.0	14.0	14.0	14.0
Ecuador	Trade: Time to export (day)	22.0	22.0	22.0	20.0	20.0	20.0	20.0
Peru	Trade: Time to export (day)	22.0	22.0	22.0	22.0	21.0	12.0	12.0
Bolivia	Trade: Time to import (days)	36.0	36.0	36.0	23.0	23.0	23.0	23.0
Colombia	Trade: Time to import (days)	48.0	35.0	20.0	15.0	14.0	13.0	13.0
Ecuador	Trade: Time to import (days)	44.0	44.0	44.0	29.0	29.0	29.0	25.0
Peru	Trade: Time to import (days)	29.0	29.0	29.0	25.0	24.0	17.0	17.0

Source: World Bank Indicators 2011

Table 54 Ease Of Doing Business Indicators, Access to Finance, 2005-2011

Country Name	Indicator Name	2005	2006	2007	2008	2009	2010	2011
Bolivia	Credit: Strength of legal rights index (0=weak to 10=strong)	1.0	1.0	1.0	1.0	1.0	1.0	1.0
Colombia	Credit: Strength of legal rights index (0=weak to 10=strong)	5.0	5.0	5.0	5.0	5.0	5.0	5.0
Ecuador	Credit: Strength of legal rights index (0=weak to 10=strong)	3.0	3.0	3.0	3.0	3.0	3.0	3.0
Peru	Credit: Strength of legal rights index (0=weak to 10=strong)	3.0	7.0	7.0	7.0	7.0	7.0	7.0
Bolivia	Depth of credit information index (0=low to 6=high)	5.0	6.0	6.0	6.0	6.0	6.0	6.0
Colombia	Depth of credit information index (0=low to 6=high)	5.0	5.0	5.0	5.0	5.0	5.0	5.0
Ecuador	Depth of credit information index (0=low to 6=high)	4.0	5.0	5.0	5.0	6.0	6.0	6.0
Peru	Depth of credit information index (0=low to 6=high)	6.0	6.0	6.0	6.0	6.0	6.0	6.0
Bolivia	Private credit bureau coverage (% of adults)	24.6	20.3	22.6	29.7	33.9	31.4	35.9
Colombia	Private credit bureau coverage (% of adults)	31.7	28.3	39.9	42.5	60.5	63.1	71.2
Ecuador	Private credit bureau coverage (% of adults)	0.0	43.7	44.1	46.8	46.0	45.0	57.9
Peru	Private credit bureau coverage (% of adults)	27.8	28.6	33.0	33.2	31.8	33.3	36.0
Bolivia	Strength of investor protection index (0 to 10)	4.0	4.0	4.0	4.0	4.0	4.0	4.0
Colombia	Strength of investor protection index (0 to 10)	6.0	6.0	6.3	6.3	8.3	8.3	8.3
Ecuador	Strength of investor protection index (0 to 10)	4.0	4.0	4.0	4.0	4.0	4.0	4.0
Peru	Strength of investor protection index (0 to 10)	6.3	6.7	6.7	6.7	6.7	6.7	7.0

Source: World Bank Indicators 2011

Access to finance constitutes a key ingredient for a thriving private sector. It is considered as one of the means for building a country's productive base. Based on Ease of doing Business Indicators 2011, Colombia ranks 67, Ecuador 89 for Getting Credit Index³⁸, while Peru ranks 15, and Bolivia 116.

Another useful tool to measure the access to finance of SMEs has been the World Bank Enterprise Surveys. They capture business perceptions on the biggest obstacles in a given country to enterprise growth, the relative importance of various constraints to increasing employment and productivity. Access to finance is one of the dimensions studied. The sub-indicators used for assessing the situation with regard to access to finance include the percentage of firms with bank loans or lines of credit; percentage of firms using banks to finance purchases of fixed assets; percentage of firms using bank loans to finance working capital; value of collateral needed for a loan or line of credit as a percentage of the value of loan or line of credit; percentage of firms identifying access/cost of finance as a major constraint

Table 55 Enterprise Survey, Access to Finance, Andean Countries, (2010)

Country	% of Firms with Line of Credit or Loans from Financial Institutions	% of Firms Using Banks to Finance Investments	% of Firms Using Banks to Finance Expenses	Value of Collateral Needed for a Loan (% of the Loan Amount)	% of Firms Identifying Access to Finance as a Major Constraint***
Bolivia	49.09	27.77	40.46	183.86	28.74
Ecuador	48.88	17.04	42.28	209.52	19.33
Colombia	57.19	34.97	49.19	169.61	41.35
Peru	66.85	45.92	49.94	229.12	8.51

Source: Enterprise Survey, 2010

³⁸ This topic explores two sets of issues—credit information registries and the effectiveness of collateral and bankruptcy laws in facilitating lending. This index namely assess the legal rights of borrowers and lenders with respect to secured transaction and the sharing of credit information. Four indexes are used to measure Getting Index opportunity: Strength of legal rights index; Depth of credit information index (0-6), Public registry coverage (% of adults) Private bureau coverage (% of adults).

As illustrated in table 57, in 2010, more than 57% of Colombian firms used loans and credits to finance the whole enterprise universe, while in Peru was almost 67%. Ecuador and Bolivia

The value of collateral asked in Colombia is lowered if compared to the other three countries.

In the Global Innovation Index ranking (2011), Colombia ranks 71, Ecuador ranks 93 out of 125 economies³⁹, Peru 83 and Bolivia 112.

Figure 14 Global innovation Index, Business Sophistication (2011), Andean Countries

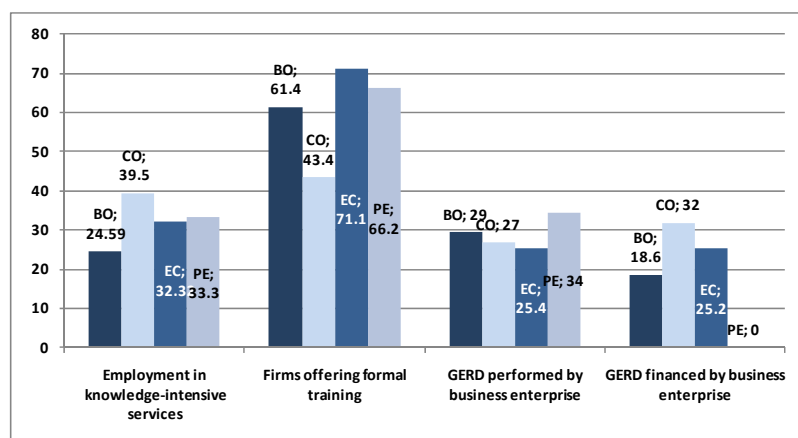
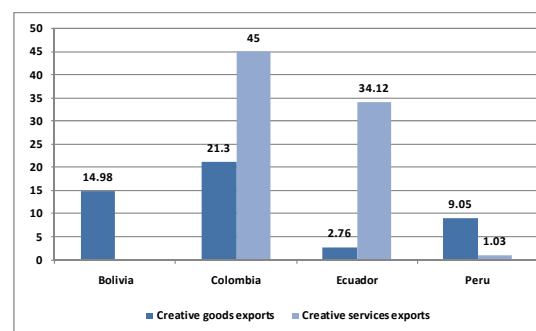


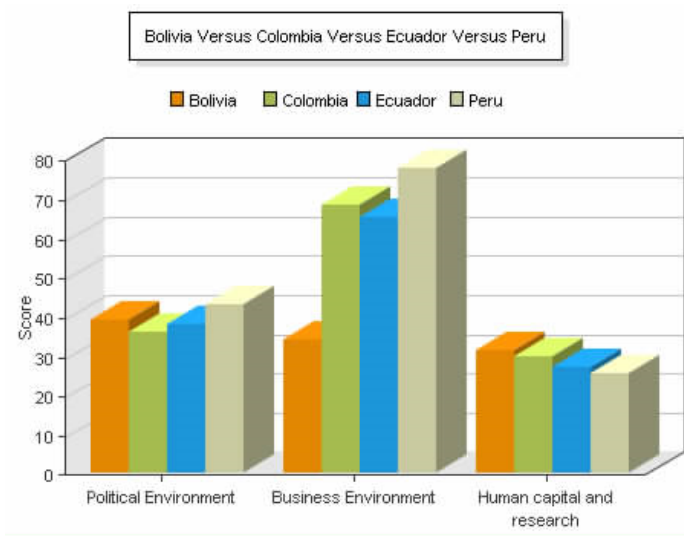
Figure 15 Creative Goods and Services (% of total goods and service exports)



Source: Global innovation Index 2011

Figure 16, Global innovation Index,

³⁹ The Global innovation Index is an example of a framework for assessing countries' innovation. It brings together indicators to measure innovation performance, taking into account the country's ability to draw the best advantage from leading-edge technologies, expanded human capacities, better organisational and operational abilities and improved institutional performance. The framework is based on five 'input pillars' ('Institutions and Policies', 'Human Capacity', 'General and ICT Infrastructure', 'Market Sophistication' and 'Business Sophistication'), defining aspects of the conducive environment required to stimulate innovation within an economy. Furthermore, the framework includes 3 'output pillars' ('Knowledge Creation', 'Competitiveness' and 'Wealth Creation'), which provide evidence of the results of innovation within the economy.



Source: Global innovation Index 2011

Percentage of gross expenditure on R&D performed by business enterprise in Colombia amount to 27% which is lower than Peru, while the Employment in knowledge-intensive services (% of workforce) is almost 40% (the highest in the region).

Referring to creative service exports, Colombia appears to be the most competitive with more than 45% of creative service export and 21% of creative good exports. As 45% of its exports are considered creative. When considering creative services, UNCTAD refers to the following categories of services: (1) advertising, market research and public opinion polling services; (2) architectural, engineering and other technical; (3) research and development services; (4) personal, cultural and recreational services, (including 4.a. audiovisual and related services); and (5) other personal, cultural and recreational services.

Nonetheless, the competitiveness of Colombian SMEs has been negatively affected by the political environment, specifically by the political stability as also illustrated in the Global innovation index.

JC 5.3:

The EC support is contributing to improving the positioning of MSMEs' products on regional, national and international markets

I.5.3.1 National legislation and regulatory standards (mainly related to technical barriers to trade, sanitary and phytosanitary standards, product traceability and public procurement) adapted and/or in process of adjustment to new trade-related international commitments.

The national and regulatory standards are controlled and supervised by the Instituto Colombiano Acropeacuario (ICA) and by the Instituto Nacional de Vigilancia de Medicamentos y Alimentos (INVIMA). In Colombia, there are 370 SPS measures: 155 linked to agriculture, 199 related to livestock and 16 related to farming.

Based on the documentary analysis, there is limited evidence of improved product traceability in line with trade-related international commitments.

Based on the ROM 2010 of the programme Asistencia Tecnica para el Comercio en Colombia, there are not major findings on the impact of international commitments on food safety measures. As stated in the ROM, the programme has suffered serious delays in the key activities under result 1 which aimed to reduce the impact of non-tariff barriers on exports. For instance, in September 2010, baseline and national plan of control were not ready yet as well as the International recognition of the National Sanitary and Phytosanitary System. The activities that were implemented under this result (but for which no qualitative assessment is available) were:

- Apoyo al INVIMA para definición de líneas bases y planes nacionales de vigilancia y control de patógenos, etc.

- Diagnostico técnico de plantas de beneficio animal en régimen especial y reconocimiento internacional del Sistema MSF del País
- AT a INS en herramientas metodológicas de gestión de riesgo (inocuidad de alimentos)
- Diseño de lineamientos de Política Nacional de Metrología
- Estructuración de la Red Nacional de Metrología
- Estudio de Infraestructura de Calidad para sectores de transformación productiva
- Propuesta de modificación Decreto 2269 de 93 (Subsistema Nacional de la Calidad)
- Entrenamiento en Responsabilidad Social Organizacional para las entidades del Sector Comercio, Industria y Turismo
- Trabajo en sectores de la economía:
 - o Cosméticos: 1. Acuerdo de reconocimiento mutuo entre CAN – SIECA, reconocimiento de registros sanitarios 2. Formulación plan para creación de fichas técnicas de ingredientes naturales conforme a exigencias en los mercados objetivo.
 - o Autopartes: fortalecimiento de los procedimientos de reglamentación técnica
 - o Camarón: Desarrollo e implantación de sistemas de producción de camarón orgánico.
 - o Carne Bovina: 1. Diseño de una estrategia para la aplicación y socialización de las BPG con especial énfasis en el Bienestar Animal. 2. Pasantía modelo de IVC de plantas de beneficio animal (Estados Unidos y Unión Europea.)
 - o Diagnóstico sobre estado actual denominaciones de origen sector agroindustrial y artesanal, propuesta de política nacional sobre indicaciones geográficas, propuesta de reglamentación nacional sobre uso de indicaciones geográficas (denominaciones de origen), propuesta de reglamento de uso de la denominación de origen – Cholupa del Huila.
- Evaluación de riesgos biológicos y riesgos químicos en sector alimenticio
- Modelo de plantas de beneficio de animales de régimen especial contempladas en el decreto 1500 de 2007
- Establecimiento del marco de tercerización en un sistema Medidas Sanitarias y Fitosanitarias: Propuesta de desarrollo del sistema de información del sistema MSF Colombiano (Conpes 3375 de 2005):
- Elaboración borrador de decreto de modificación del 2269/93 por medio del cual se establece el sistema nacional de calidad – DR MCIT

Table 56: COLOMBIA, Trade with the European Union, M€ , %

	Imports	Variation (%, y-o-y)	EU Share of total Imports (%)	Exports	Variation (%, y-o-y)	EU Share of total Exports (%)	Balance	Trade
2005	2.365			2.276			-89	4.641
2006	2.778	17,4	13,5	2.787	22,5	14,4	10	5.565
2007	2.978	7,2	12,5	3.325	19,3	15,3	348	6.303
2008	3.634	22,1	13,6	3.280	-1,4	12,9	-354	6.915
2009	3.647	0,3	15,6	3.386	3,2	14,4	-260	7.033
2010	4.289	17,6	14,1	3.760	11,0	12,6	-529	8.049
2011Q1	1.188	31,2	14,0	1.278	50,3	16,1	91	2.466
2011Q2	1.131	13,0	13,1	1.312	51,6	14,7	180	2.443

I.5.3.2 Increased/decreased number of companies and products compliant with technical constraints and able to access the EU and Andean Community markets.

A nivel nacional no hay estadísticas claras que permitan establecer el crecimiento o decrecimiento de empresas que cumplen con requerimientos para ingresar a mercados Europeos o de la Comunidad Andina. Sin embargo, en el marco del programa ATC y DEL, se han apoyado sectores y asociaciones de productores que a través de los recursos de cooperación de la UE, han logrado cumplir con requerimientos de acceso al mercado. Algunas de ellas son:

- En el marco del proyecto “Reducción de la barreras no arancelarias para el fortalecimiento de las condiciones de exportación y mejoramiento de la competitividad a cinco asociaciones de productores de café especial tostado del municipio de Pereira” 105 fincas cafetera se certificaron bajo los criterios FLO facilitando el ingreso a mercados internacionales. Adicionalmente, la asociación cuenta con el registro de instalación o Registro FDA para los productos Café verde en grano, Café tostado y molido, para el mercado de USA.
- La Asociación de Productores de Pitaya –Asoppitaya, realizaron un proceso de tratamiento térmico cuarentenario de la pitahaya en la máquina VHT, como valor agregado para el cumplimiento de las normas del mercado de Japón. Así mismo, se realizó la inspección y certificación de los procesos de tratamiento térmico cuarentenario por parte de un inspector del Ministerio de Agricultura de Japón e inspector ICA.

- En el marco del proyecto: “ACTUALIZACIÓN, FORTALECIMIENTO Y ARMONIZACIÓN DEL SISTEMA COLOMBIANO DE CLASIFICACIÓN DE CANALES DE BOVINOS, CON EL SISTEMA DE LA UNIÓN EUROPEA, PARA MEJORAR LA COMPETITIVIDAD DE LA GANADERÍA Y LA INTERNACIONALIZACIÓN DE LAS EMPRESAS FRIGORÍFICAS” ejecutado por la Federación Nacional de Ganaderos FEDEGAN, se elaboró el estudio sobre la aplicación e de la normativa europea en materia de bienestar y clasificación de canales de bovino, y su implementación en plantas con capacidad exportadora. Esto para consolidar el sistema de clasificación de canales y cortes desarrollado para Colombia, estructurando un sistema de información de calidad, precios y mercados que beneficie a productores, industriales, comercializadores y consumidores.
- En proyecto de: “Asistencia Técnica para disminuir barreras no arancelarias del sector de confección infantil de Bucaramanga” 9 empresas del núcleo de confección infantil superan barreras no arancelarias asociadas a etiquetado y empaque, elaborando etiquetas y empaques ajustados que cumplen con la normatividad de ingreso a los mercados Europeos
- En proyecto: “Inserción al mercado Europeo de una línea de lencería innovadora producida por comunidades indígenas y campesinas del Departamento del Cauca Colombia, elaboradas a partir de seda 100% natural, orgánica, artesanal y basada en comercio justo”; la organización Corseda obtuvo la certificación GOTS (Global Organic Textile Standard) para al menos 20 productores asociados facilitando el acceso de sus productos a mercados europeos

I.5.3.3 Number of consolidated productive value chains linked to regional, national and international markets, which have been created during the evaluation period in areas benefitting from EC support.

En el marco del proyecto DEL se ha promovido la creación o consolidación de cadenas productivas que muestran evidencias de acceso a mercado locales, nacionales o internacionales. El siguiente cuadro resume las cadenas:

Nombre/Producto	Descripción	Logros
Cooperativa Agroindustrial de Cacaocultores del Meta,	Tres organizaciones de los municipios de Granada, Mesetas y Vista Hermosa, conformaron la Cooperativa Agroindustrial de Cacaocultores del Meta, Cacaomet, una nueva empresa por medio de la cual articularán la comercialización del producto. Han participado en intercambios de experiencias y elaboraron su plan de negocios. Igualmente, asistieron a talleres de formación en donde adelantaron prácticas de recolección de mazorca de cacao, descacote, transporte de cacao en baba, fermentación, secado y pruebas de corte de grano beneficiado	Ventas: 33 toneladas año Cacao al mercado internacional Empleos generados: 180
Asproagro - Plátano dominico hartón	Los campesinos de Argelia, Valle del Cauca, cambiaron los cultivos ilegales por la producción de plátano dominico hartón. El plátano dominico hartón se produce y comercializa en dos presentaciones: verde en fresco y pelado entero. Vender toda su producción a dos compañías multinacionales, como	Ventas \$ 1.200 millones anuales Empleos generado: 56 Incremento de ventas de 280 %

	Frito Lay y Yupi, es una de las principales motivaciones para los 170 socios de esta iniciativa productiva.	
Red de Confecciones del Departamento del Cesar	Cuatro centros de confección ubicados en los municipios de Astrea, Curumaní, La Gloria y Pailitas, se organizan para la fabricación de prendas de vestir. Esta iniciativa la integran 160 personas, de las cuales el 95% son mujeres, costureras que querían incrementar sus ingresos por medio de la venta de confecciones artesanales, industriales, casual y deportivo, líneas en las que se han especializado.	Ventas por \$ 50 millones anuales Incremento en ventas: 40% Empleos generados 160
Cadena Turística del Ariari	La Cámara de Comercio de Villavicencio ha sido la encargada de liderar este proceso, en el que participaron los municipios de Villavicencio, San Martín de los Llanos, Castilla la Nueva, Guamal y Granada, localidades que ya habían desarrollado actividades en torno al sector y contaban con un inventario de atractivos para el desarrollo del turismo.	Incremento de flujo de turistas: 25 % Empleos generados: 130
Red de Productores de la cadena láctea en el territorio Brut	Este proyecto permitió adquirir, adecuar y poner en funcionamiento un tanque de acopio para la leche, con capacidad para 2.380 litros que mantiene la cadena de frío y garantiza la calidad del producto, lo cual se refleja en el incremento del precio de venta gracias a una alianza comercial con la empresa Parmalat	Ventas: \$1.270 millones anuales Incremento en ventas: 45% Empleos generados: 260
Desarrollo de la cadena hortofrutícola	Las frutas en almíbar, los jugos y las mermeladas producidos por Agroindustrias Santana, cuentan con una nueva imagen corporativa que gracias a la calidad de los productos y a una estrategia de penetración en el mercado, están posicionados en el territorio y expanden sus fronteras a otras ciudades colombianas. Los productores hortofrutícolas de esta cadena le apuntaron a la conformación de una red para la región, de la cual hacen parte 15 organizaciones de los municipios de Bolívar, Roldanillo, La Unión y Toro	Ventas \$7.350.000 anuales. Incremento en las ventas: 50% Empleos Generados: 919
Producción de almidón de yuca en la ciénaga de la Zapatosa	Setenta productores de yuca cuentan con una planta totalmente adecuada, instalada y dotada para producir almidón, lo cual contribuyó a que cerraran el año con utilidades por \$943 millones.	Ventas \$943.000.000 anuales. Incremento en las ventas: 242% Empleos generados

Red de productores de Cacao de los Montes de María	Los productores vinculados a Corintegral y Asprocam se capacitaron en principios contables, costos y comercialización, implementaron Buenas Prácticas Agrícolas, BPA, y Buenas Prácticas de Manufactura, BPM, bajo la asesoría técnica de instituciones académicas. Gracias a esto formalizaron un acuerdo de intención de compra de cacao por 30 años, entre la Compañía Nacional de Chocolates	Ventas \$168.000.000 anuales. Incremento en las ventas: 2%
Cadena productiva de Ajonjolí	Aproximadamente 1200 personas, miembros de 300 familias desplazadas por la violencia y retornadas a su lugar de origen, integran esta propuesta de desarrollo local, que comercializa 360 toneladas de ajonjolí por año, en los municipios de Córdoba, Zambrano, San Jacinto y San Basilio de Palenque. Asoagrorecor como asociación ejecutora de este proyecto, adelanta estudios para iniciar el desarrollo de mantequilla, dulces y cremas a base de ajonjolí	Oferta de 360 toneladas anuales
Cadena de Artesanías en el Valle de Tenza, cestería	El trabajo conjunto de 432 artesanos del Valle de Tenza y los diseñadores de la Pontificia Universidad Javeriana, dio como resultado la elaboración de estudios y planes de mercadeo, teniendo en cuenta una producción más limpia, en armonía con el medio ambiente y que fuera innovadora en calidad, color y textura	Ventas: \$20.002.590 anuales Incremento en las ventas: 330% Empleos generados: 52
Productores de café de Origen Regional	Ciento dieciséis familias productoras de café de origen, En los municipios de Guayatá, Tenza, Garagoa, Guateque, Somondoco, Macanal y Sutatenza,	Ventas: \$127.500 millones anuales Incremento en las ventas: 50%
Cooperativa de Cafeteros del Sur del Cauca, Cosurca	Once organizaciones asociadas y 1.150 familias productoras de café especial, orgánico y convencional, están exportando de manera directa, a través de Cosurca, a los mercados de Norte América y Europa. Los subproductos ahora son utilizados para la elaboración de cafés procesados, tostados y molidos, que se distribuyen en el comercio regional y nacional. Estos cafés nacionales se comercializan en siete almacenes de cadena en Bogotá y en uno de la ciudad de Popayán. También se mercadean en 10 municipios del Macizo y	Volumen de negocios generados: café pergamino \$5.951.909.607; café procesado \$345.538.451 anuales. Incremento en las ventas: 25% Empleos generados: 7

	Sur del Cauca, gracias a una estrategia de comercialización regional incluida en la ejecución de este proyecto		
Cooperativas de recicladores, Antioquia	175 recicladores que trabajan en las entidades beneficiarias de esta iniciativa de fortalecimiento. Uno de los retos más importantes al inicio, consistía en la articulación con las entidades públicas y privadas de cada uno de los 13 municipios involucrados	Volumen de negocios generados: \$1.166 millones Incremento en las ventas: 47% Empleos generados: 175	
Red de Biocomercio en el Oriente Antioqueño	La consolidación de la Red de Biocomercio, Mercado Justo y Negocios Solidarios en el Distrito Agrario del Oriente Antioqueño, muestra hoy como resultado el funcionamiento de 19 agro tiendas que comercializan la producción orgánica de 1.126 asociados de 23 organizaciones campesinas, ubicadas en 21 municipios de esa zona antioqueña	Ventas: \$ 1.715 millones Incremento en ventas: 58% Empleos generados: 280	

Based on the mid-term evaluation of *Desarrollo Economico Local y Comercio*, among the financed projects financed under result 1, there were some of the initiatives financed under the component of sustainable development of the Second Peace Laboratory⁴⁰. Indeed the objective was to strengthen productive initiatives financed before, in order to assure sustainability over time.

According to the evaluators, under result 2, regional and national markets through value chains, there were some positive results such as progress in commercial partnership, increased formalisation of enterprises benefitting from EC support.

Around ten projects aiming at supporting value chains have been financed, among others;

- Integración de la cadena de valor ecoturismo del Valle de Tenza
- Fortalecimiento de la cadena láctea en el territorio BRUT del Norte del Valle
- Transferencia de tecnologías a la cadena hortofrutícola BRUT
- Fortalecimiento de la cadena turística de la Región del Ariari – Cámara de Comercio

⁴⁰ The projects were as follows: a) Mejoramiento de la competitividad de los productores de mora y banano bocadillo de Vélez y El Peñón, b) Fortalecimiento de COSURCA a través del mejoramiento del proceso agro industrial del café; c) Fortalecimiento de la alianza de cooperativas del Oriente Antioqueño; d) Estrategia para consolidación de la producción campesina del sur del Cesar, e) Consolidación de la red de bio-comercio y mercado justo y negocios solidarios en el Oriente Antioqueño, f) Mejoramiento socio empresarial de la organización de mujeres Yanaconas del Cauca; g) Fortalecimiento y consolidación de la pequeña industria del sector de la construcción.

- Consolidación cadena de valor piscícola de la tilapia roja en tres municipios de Montes de María
- Mejoramiento competitividad cadena productiva del ajonjolí
- Fortalecimiento cadena agro industrial de la Uvita de Lata

It is however worth to highlight the actions set out in the land tenure formulation. The program has assisted communities in regularizing their rights over the land.

The Memorandum to the Commission concerning the Annual Action Programme is clear about the necessity to support “the strategy of developing productive conglomerates in the dairy producer regions in the country through a sector action plan. This conclusion is in the same direction as the Conpes 3675, related to developing productive conglomerates strategy.

I.5.3.4 Number of commercial associations and other forms of association promoted as a result of EC-funded interventions.

Based on the mid-term evaluation of the Programme Desarrollo Economico Local y Comercio, the building up of commercial alliances and associations was implicitly created by the same approach of the call for proposal methodology. Indeed, in each of the six sub-regions benefitting under result 2, only five projects were selected for each region. The high competitiveness has encouraged enterprises and producer associations to work together and to enhance cohesion among the various actors.

In the construction of alliances has come from the associations generated by the projects supported, in fact, a successful operational strategy has been the block grant funding level of each region (5 in each subregion), which has motivated cohesion of the actors and the interaction between chains; also useful to address the problem of the application of procurement rules to optimize the available resources and / or mark out the involvement of local / regional. In all subregions, it has been calling members of the academia, private sector and decentralized public entities.

La asequibilidad de algunos de los servicios a nivel del sector empresarial no es clara, al tener el proyecto un fuerte enfoque institucional con limitada vinculación con gremiales y asociaciones empresariales. La vinculación del proyecto con el sector privado se puede dar principalmente trabajando con el área de Transformación Productiva y sus 12 cadenas priorizadas, PROEXPORT con su plataforma de exportadores, y abordando el tema de Responsabilidad Social Empresarial. Sin embargo aun hay mucho trabajo que hacer en el efectivo involucramiento del sector empresarial, lo que apoyaría la sostenibilidad de productos como laboratorios certificados, centros de referencia, etc. (Source ROM 2010 AT Comercio)

A nivel del monitoreo, el sistema actual del MinComercio, referido al SIG/WEB debe ser ajustado, incorporando en la plataforma informática un mecanismo para medir el avance en la consecución de los indicadores de Resultados y Objetivos del proyecto. En este sentido debe lograrse mayor articulación con la Línea de Base y el ICO -Índice Capacidad Organizacional -aplicados en los proyectos- donde hay un volumen importante de información para incorporar al sistema.

<http://servicios.vuce.gov.co:8182/sigweb2/bin-release/>

I.5.3.5 Local brands and products, including those from alternative development initiatives, exhibit positive trends in market shares

En el marco del proyecto DEL y a través de los proyectos demostrativos del programa ATC, se ha promovido el desarrollo de productos y marcas, que muestran buen comportamiento en el mercado o tienen potencial de acceso a los mismo. El siguiente cuadro resume las cadenas: (Igualmente referirse a cuadro de indicado I.5.3.3)

Nombre/Proyecto	Productos o Marcas	Evidencias de Mercado
Fundaver – Recolección de Uva	Vinos, mermelada y néctares de la uvita de lata	Volumen de negocios generados: \$15.000.000 anuales Incremento en las ventas: 15%
Fortalecimiento De Fabricas De Bocadillo Veleño	Bocadillo Veleño y harina de bocadillo	Ventas anuales 10 millones 215 contactos comerciales
Productores de caña panelera en Velez Santander	Panela pulverizada y saborizada	Incremento de las ventas del 10 % con ventas anuales de 1.800 millones
Productores de Banano Bocadillo y Mora,	Frutos deshidratados	ventas por 460 millones anuales
Red de Apicultores de Montes de María	Pequeñas cajitas de madera diseñadas especialmente para el mercado familiar,	Comercializados en tiendas y supermercados de la región Ventas \$112.500.000 anuales Incremento en las ventas: 33%
CONCEPAL – Montes de María	Harina de Pescado	Número de contactos comerciales: 3 Ventas: \$300 millones anuales Incremento en las ventas: 10
Campesinos agremiados en Asphonar de los municipios de Pasto, Leiva, el Rosario	La marca Hyfruts producción de frutas	Número de contactos comerciales: 89 Ventas \$128.464.850 Incremento en ventas: 60%
Mejoramiento de la competitividad a cinco asociaciones productoras de café especial tostado del municipio de	Registro de la marca "Entreverdes" a nivel nacional e internacional	Contactos comerciales directos con China y Japón

Pereira	<p>Sector de confección infantil de Bucaramanga - 9 Empresas</p> <p>Construcción de marca (branding) ULA ULA, que integre la explotación, promoción, y comunicación de la marca conjunta.</p> <p>Contactos comerciales en España, y estrategias para mercado nacional</p>
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I.5.3.6 Key stakeholders at country level, notably national counterparts and the EC Delegation, confirm that EC support is helping SMEs position their products on national and international markets

Durante las entrevistas elaboradas en la fase de campo, los socios vinculados en el proyecto de Desarrollo Económico Local confirman que la contribución de la UE ha apoyado a SMES a mejorar su posición en los mercados, principalmente a nivel nacional. En cuanto al programa de ATC, los socios afirman que la contribución de la UE en este programa está dirigido principalmente al fortalecimiento de las instituciones que conforman el Sistema Nacional de Comercio, y en este sentido las acciones desarrolladas en el mediano y largo plazo facilitarán el acceso de la SMES a mercados internacionales, pero en este momento no ha evidencias en este aspecto. El siguiente cuadro muestra extractos de las entrevistas con socios:

Actor/Entidad	Nivel	Ref. Entrevista	Extractos de la Entrevista
Red de Agencias de Desarrollo Local Adelco	Local	MN211	- Del total de iniciativas productivas creadas o apoyadas en el marco de DEL, algunas han desaparecido o no han logrado posicionarse en el mercado. Sin embargo, un buen proporción (no sabe dato exacto) han logrado consolidarse en los mercados nacionales y algunas iniciado procesos de exportación. Ejemplos con el de COSURCA que ha aumentado su capacidad de exportación de café especial, o las empresas de bocadillo de veleño en la región de Santander.
Ministerio de Comercio, Industria y Turismo - Proyecto Desarrollo Económico Local	Nacional	MN209	- Como se observa en el documento de Sistematización de los proyectos subvencionados, varias iniciativas productivas han aumentado sus ventas, han participado en las macro ruedas de negociación apoyadas por Min Comercio, ha generados contactos comerciales y poco a poco se consolidan en los mercados. Sin embargo, es importante tener en cuenta que estos son procesos de largo plazo.

	Ministerio de Comercio Industria y Turismo - Proyecto Asistencia Técnica al Comercio Súper Industria de Comercio	Nacional	MN 212	<p>- Desde el programa se han apoyado 6 proyectos a través de convocatoria, entre estas se encuentran productores de café, de seda, de frutas, de miel y de ropa infantil. Algunos de ellos han desarrollado actividades que los han fortalecido comercialmente. Sin embargo, este no es el objetivo principal de la convocatoria, está dirigida a reducir las barreras no arancelarias al comercio. Así mismo, el objetivo del programa no es apoyar directamente a las empresas; está dirigido al fortalecimiento de las instituciones que conforman el Sistema Nacional de Comercio. En este sentido, se han realizado acciones de formación y fortalecimiento del SIC, del INVIMA, la creación del Instituto Nacional de Metrología, lo cual en un futuro facilitará el acceso a los mercados de las empresas, disminuyendo tiempo y costos en las transacciones, lo que incidirá directamente en su competitividad.</p>	
<p>JC 5.4: The benefits of the intervention in the area of productivity, competitiveness and trade will be maintained after the end of external support.</p>					
<p>The sustainability has been one of the most discussed and concerning issue in the Peace Laboratories. The assessments indicate (such, CID 2004, González y Cardozo 2004) the project would be sustained if some conditions will arise, as these: i) the goods produced must be linked with the market trade flows. ii) The companies are integrated into the economic logics. iii) The project is integrated to the local institutionality (municipalities, departments, etc.).</p> <p>Aunque no hay información estadística clara sobre el número total de iniciativas productivas apoyadas y su estado en términos de viabilidad económica, un número importante (ver cuadro indicador 5.3.3 y 5.3.5) de actividades productivas o cadenas productivas que muestran resultados de impacto en términos de ventas y generación de empleo, que indican una mayor posibilidad de mantenerse y ser auto sostenibles una vez finalizada la contribución de la UE.</p>					
<p>I.5.4.1 Existence of a phasing-out strategy or measures to that effect on the part of the EC</p>					
<p>Based on the ROM 2011 of the Programme '<i>Desarrollo Economico Local y Comercio</i> en Colombia, there is limited evidence of a phasing out strategy:</p> <p>Despite the interest in a second phase of the programme in order to provide continuity to the programme, the monitors underlined the absence of specific plans or roadmaps at regional level to continue the initiative. Furthermore the majority of producers benefitting of the interventions did not have enough level of capitalisation in order to provide significant contributions to the initiatives. Additionally, the inclusion in local markets in some cases was not satisfactory.</p> <p>Adicionalmente, las 6 gobernaciones departamentales priorizadas incluyeron el tema DEL en los Planes de Desarrollo Departamental 2008-2011. Las Gobernaciones de Boyacá, Santander, Meta y Valle del Cauca, al igual que cerca de 30 Alcaldías están dando continuidad al proceso. (ii) Se generaron insumos de Política Pública como apoyo al DNP para la elaboración de un CONPES en Desarrollo Local. (iii) 4 de las 6 regiones del proyecto fueron priorizadas como áreas de desarrollo rural por el INCODER</p> <p>The ROM 2010 of the programme '<i>Asistencia Tecnica al Comercio</i>' underlined as well the absence of a phasing out strategy due to the absence of road map which could support institution to continue the capacity building process which has started thanks to the programme.</p>					

I.5.4.2 Evidence, from the analysis of ROM reports and other sources, that the EC's economic cooperation interventions in this area manage the issue of sustainability.

Throughout the CSP (EU 2007) the sustainability term is only used twice. Once is referring to sustainability of the cooperation and the other to environmental sustainability. But none of these are doing mention to the project sustainability. In general, the documents insist a lot in the proper environmental sustainability and there are too few references regarding to sustainability project conditions.

The Sustainability of Trade Private Sector Development appears satisfactory. Based on the analysis of ROM 2011 of 'Desarrollo Económico Local y Comercio' programme (DEL) programme has been the implementation of LEADER methodology, a consolidated instrument to allow rural areas to acquire a genuine "territorial competitiveness based on a bottom-up on and participatory approach. In spite of the bottom-up approach some limits still appear as producers' inclusion is limited to their market participation.

Table 57: ROM Report Analysis for Trade And Economic Development Sector

	Number of projects Monitored	Number of ROMs	Committed Amount	Relevance Average Score	Efficiency Average Score	Effectiveness Average Score	Impact Average Score	Sustainability Average Score
Trade & Economic Dvpt	2	3	10,410,000	2.58	2.00	2.42	3.00	3.00
MSME support	2	1	6,000,000	3.00	2.00	2.00	3.00	3.00
Trade-related Assistance	1	1	4,410,000	2.00	2.00	3.00	3.00	3.00

*The average score for the five DAC Evaluation criteria has been calculated using the weighted average. Each sector has been calculated weighting the ROM scores by the value of the programme, divided by total value of the monitored programme in the sector.

Source: DRN elaboration based on ROM reports

Relating to the '*Asistencia tecnica al Comercio*', there are some issues of sustainability as the involvement of business sector is not clear, as there is a strong focus at ministerial level and Quality Infrastructure Institutions, while limited links with unions and business associations. Monitors suggested linking the project with the private sector through: PROEXPORT and the exporter platform, tackling the subject of Social Corporate responsibility and working with *Transformacion Productiva*⁴¹ and the 12 prioritized value chains.

⁴¹ *Trasformacion Productiva* is the programme of the Colombian Ministry of Trade of Industry and Tourism in order to enhance the quality standars and export capacity of 12 sectors of Colombia Economy:

Would be the same answer expressed under the previous point. Actually there is not a systematic concern about the conditions aimed at guaranteeing the project permanence.

Additionally as pointed out in the mid-term evaluation of *Desarrollo Economico Local y Regional en Colombia*, although only 8% of the financed projects presented serious problems in terms of effectiveness and sustainability, the evaluators underline that in order to ensure the sustainability from the side of the social actors and local public sector, it was important to strengthen territorial management of local institution, enhance public-private partnership and supporting Regional commission of competitiveness a identified in the NDP 2010-2014. Furthermore, a real threat to sustainability is represented by political instability and high turnover in the administration of local authority (like in Bolivar department)

Moreover, according to the mid-term Evaluation, the projects relating to productive initiatives appear not be sustainable enough due to their low insertion local and regional economic networks.

los proyectos productivos subvencionados, en especial, no tienen todavía suficiente sostenibilidad propia, probablemente debido a su débil inserción en los circuitos económicos locales, regionales y nacionales. Un mayor tiempo en la ejecución y un refuerzo por parte de la ATI (GFA) en el sentido de apoyar la consecución de mercados indicados para los productos de las regiones intervenidas, potencializada a través del uso de marcas territoriales, podría mejorar notablemente el potencial de sostenibilidad de estos proyectos. Asimismo, fortaleciendo la formalización de las actividades de las organizaciones y Mipymes beneficiarias del Proyecto e implementando buenas prácticas administrativas y fomentando una cultura empresarial en las regiones. (Source: Mid-term Evaluation Desarrollo Economico Local y Comercio, page 9)

1.5.4.3 Evidence of activities aiming at building/strengthening/expanding information and/or exchanges of experiences platforms.

As it was clearly expressed by one of the interviewers, the experiences accumulated by the Peace and Development Programmes and others supported by the EC haven't been systematized. The reports have considered the presentation of specific results rather than the learning processes dissemination

Within the Programme DELCO, one of the expected outputs of the programme is SIG/WEB, a web platform mechanism able to measure progress in achieving performance indicators and objectives of the project. However the platform is not yet available in spite, as also stated by the evaluators of DEL, the significant amount of information available.

Another example of best practice sharing is the initiative financed under '*Asistencia Tecnica al Comercio*' which includes two sectoral studies on green market and green production in order to identify potential value chains for green products and services. However, the studies are not yet available.

Then it is important to taking into account the initiatives under the Peace Laboratories specifically the II Peace Laboratory were the results of the Programme have been systematised in a comprehensive document: '

I.5.4.4 Evidence of local authorities' and private sector's involvement in decision making and/or implementation of EC's intervention in the area.

Numerous statements made by governments and the private sectors reveal a positive perception about the Programmes, nevertheless are pure formal. The proper articulation will be achieved mostly getting involves the existing institutionally (ministries, municipalities, departments, etc.) from the very beginning.

There is documentary evidence of local authority involvement in the implementation process of EC interventions specifically in relation to the programme *Desarrollo Local y Comercio*. During the inception, departmental government committed 800 million pesos each (except Bolivar) and also municipalities have actively taken part to the process. According to the evaluators considering the financial participation of Colombian local and central authorities, Colombian participation is equal to EU disbursement. In spite of this, the strengthening of local agreement and partnership will depend if they will be recognised as operative instrument of local competitiveness as planned by the NDP 2010-2014.

Referring to the participation of private sector, it appears a good involvement of private organisation, university and local authorities who create partnerships in order to accede to EC funds.

Referring to the programme: *Asistencia Tecnica al Comercio*, the participation of local authorities as well as the involvement of private sector appears to be limited.

Indeed, the key beneficiaries of the intervention are namely the institutions: Ministerio de Comercio, Industria y Turismo, el viceministerio de Comercio Exterior, la Súper intendencia de Industria y Comercio (SIC), el Instituto Colombiano Agropecuario (ICA) el Organismo Nacional de Acreditación (ONAC), Instituto Nacional de Salud (INS), Instituto Nacional de Vigilancia de Medicamentos y Alimentos (INVIMA), PROEXPORT, Departamento Nacional de Planeación (DNP), Acción Social.

The participation of enterprises, chamber of commerce is mentioned once.

There is evidence that the benefits of EC cooperation in local economic development would be maintained after the end of EC support. Some indicators of the potential sustainability rely on the following elements that have emerged from the mid-term evaluation of DELC programme:

- The inclusion of local authorities in the programme and the financial contribution of the departments and municipalities to the call for proposals. During the start-up phase of the programme, the Governments of five out of the six benefitting departments⁴² committed around 800 million pesos each (with the exception of Bolivar).

⁴² The benefitting department of the programme' *Desarrollo Economico Local y Comercio en Colombia*' under result 2 are as follows: Bolívar, Boyacá, Nariño, Valle del Cauca, Santander y Meta

- FOMYPIME⁴³, the Colombian Fund for Modernization and Technological Development of micro, small and medium enterprise has adopted the same approach launched by the EC Programme DELC such as regionalising the funds; each call for proposal was tailored to the characteristics of the MSMEs for each department.
- Application of Leader methodology⁴⁴ which encompasses five driving factors which could assure enhanced sustainability

Muchas de las iniciativas implementadas por DELCO pueden ser retomadas por las Comisiones Regionales de Competitividad, incluyendo la sostenibilidad de los sistemas de información (ventanilla de atención a Mipymes o sistemas subregionales adscritos al sistema nacional). La sostenibilidad a nivel financiero y económico podría ser más clara si el "Banco de Desarrollo Integral" y/o los demás instrumentos de fomento empresarial allí incluidos, logren incorporar adecuadamente criterios de regionalización bajo el concepto de competitividad territorial.

Dado que la metodología LEADER presenta un enfoque participativo bottom-up, promoviendo el empoderamiento y la descentralización de funciones en los territorios de intervención el nivel de apropiación es bastante alto. Adicionalmente todos los proyectos subvencionados han surgido de iniciativas locales y en su mayoría son el resultado de procesos ya en marcha, que cuentan con socios de instituciones gubernamentales y sociedad civil. (SOURCE: ROM 2011 Desarrollo Económico Local y Comercio en Colombia)

I.5.4.5 Current and programmed public expenditure in human resource and institutional capacity building in support of the area

Such estimation might not be possible because of the country national budget distribution. The classification of the governmental budget is not according the programs.

Sources of verification :

- European Commission, "Colombia Country Strategy Paper and National Indicative Programme 2002-2006", (2002)
- European Commission, "Colombia Country Strategy Paper and National Indicative Programme 2007-2013", (2007)

⁴³ The FOMIPYME 'Fondo Colombiano de Modernización y Desarrollo tecnológico de la micro pequeña y mediana empresa' is one of the main tools of the National Government to promote the productive transformation of Colombian SMEs, by providing co-financing grants, projects aimed at strengthening, improving productivity and technological development MSMEs with sector, regional and national impact.

From 2001 until June 2008, the FOMiPYME has approved 828 programs with a total amount of assigned co-financing non-refundable resources accounting for \$ 142,691 million pesos. 69.8% of total of these resources has been earmarked to support microenterprises. In 2009, the FOMiPYME had approved 12,190 million pesos for co-financing initiatives.

⁴⁴ 'Leader' is the term used to describe a special local development approach for rural areas. The name Leader originates from the French abbreviation for 'Liaison Entre Actions pour le Développement de L'Economie Rurale' (which roughly translates to 'links between actions for developing the rural economy'). It was originally introduced by the European Commission in the early 1990s as an experimental approach to rural development.

- European Commission, "Colombia Mid-term Review and National Indicative Programme 2011-2013", (2011)
- National Planning Department 'Visión Colombia II Centenario: 2019' (2005) (Prospects for the Bicentenary of Colombia: 2019)
- Comisión Europea (2004), Communication from the Commission to the European Parliament and the Council on the Commission's objectives, in the framework of the relations between the European Union and Latin America, in view of the 3rd Summit of Heads of State and Government of the European Union and Latin America and the Caribbean to be held in Guadalajara (Mexico) on 28 May 2004, Brussels, COM(2004) 220 final.
- Christian Freres and José Antonio Sanahuja (coords.) (2006), América Latina y la Unión Europea. Estrategias para una Asociación necesaria, Barcelona, Icaria
- Ease of Doing Business 2010
- World Bank, 'Enterprise Survey' Colombia (2010)
- National Human Development report 2011 (PNUD 2011), Colombia rural. Razones para la Esperanza
- DNP Dinamica e informalidad empresarial 2010).
- Global innovation Index 2011
- CONPES document 3621 (2009)
- CONPES (3527) 'POLÍTICA NACIONAL DE COMPETITIVIDAD Y PRODUCTIVIDAD'

Desarrollo Económico Local y Comercio en Colombia" DCI-ALA/2007/019-004

European Commission 'Convenio de Financiación entre la Comunidad Europea y la Republica de Colombia "Desarrollo Económico Local y Comercio en Colombia"; ROM 200, ROM 2011, Mid-term Evaluation BENEf 2009 - Lot 10 - Trade, Standards and Private Sector EuropeAid/127054/C/SER/multi" (November 2010),Presupuesto programa 2010", Presupuesto programa 2011"

Asistencia técnica al comercio exterior en Colombia DCI-ALA/2007/019-005

Action fiche (2007), Matriz de Necesidades; Convenio de Financiación entre la Comunidad Europea y la Republica de Colombia; ROM 2010; Presupuesto programa 2010; Presupuesto Programa 2011

Methods :

- Document analysis, Case studies (bilateral programmes analysed more in-depth); Inventory analysis;

EQ6: ENVIRONMENTAL SUSTAINABILITY

EQ 6

To what extent has EC support, and in particular mainstreaming this concern in non specific actions contributed to enhance environmental sustainability?

Evaluation criteria: Effectiveness, Impact and Sustainability **Key issues:** cross-cutting **issues:** environment mainstreaming

RATIONALE:

While environmental sustainability is not at the core of EC strategy as a focal area in the two programming periods, the EC has intended to address it in the framework of a strategy through which poverty reduction and environmental sustainability would mutually reinforce each other. The EQ aims at investigating whether the EC has mainstreamed environmental sustainability concerns thus contributing to secure stable conditions for improving the quality of the environment and the safeguarding of biodiversity via the sustainable use of environmental goods and services.

The question will cover the issue of environmental mainstreaming in EU bilateral cooperation with Colombia mainly in term of effectiveness, impact and sustainability. It will mainly cover the EC's interventions selected under EQ1 ((1) Peace laboratory III (24,2M€), (2) Regional Development, Peace and Stability (I) (26M€); and (3) Local Economic Development and Trade in Colombia (6M€)). Nevertheless, attention will be paid to environmental sustainability concerns in the remaining selected programmes included in table 25. A desk review of representative thematic interventions financed via the environment budget line will also be carried out.

SOURCES OF INFORMATION

The answer presented below is based on several sources:

- *Interviews with EC officials and with national stakeholders in Bogotá*
- *Analysis of the Colombian national context in relation to protected areas, deforestation rates and the illegal wood trade*
- *Analysis of EC policy and strategy evolution*
- *Inventory of EC financial commitments*
- *Analysis of EC selected interventions: (1) Peace laboratory III (24,2M€), (2) Regional Development, Peace and Stability (I) (26M€); and (3) Local Economic Development and Trade in Colombia (6M€)*
- *Analysis of all CSPs/NIPs for the programming periods 2002-2006 & 2007-2013*
- *Field assessment of relevant policy evolution and incorporation of related EC policy commitments into country programming and interventions.*

OVERVIEW RESPONSE

Although environmental sustainability is not a priority within the EC's cooperation strategy in Colombia, considering the actions taken and results achieved, it can be stated that the EC cooperation has contributed to improving the sustainability of the environment of the country.

Evidence gathered to date shows that EC support has succeeded in mainstreaming environmental sustainability across its interventions. Environmental sustainability is closely related to local economic development in the departments affected by the internal conflict, namely Antioquia, Meta, Bolivar and Sucre departments. This concern also features in all productive activities promoted within the framework of the DELCO program, as well as in the implementation of environmental-friendly productive practices and in the elaboration of environmental management and impact plans. Furthermore, in several productive chains it constitutes an element of differentiation that has allowed producer organizations access to new markets.

In more detail, territorial sustainability represents a key priority in the Procesos Estratégicos Territoriales' (PET) of Meta department or in applying the agricultural approach of 'Finca Montemariana'.

Most of the EC interventions financed under the environment thematic budget lines focus on forest governance, which has played a key role in strengthening the capacity of the 'Corporaciones Autónomas Regionales' (CARs) and enhancing the coordination process with community-based organizations and small entrepreneurs.

There is significant participation by indigenous and Afro-Colombian communities in the projects, and owing to the actions taken their concern for and sensitivity to the environment has increased. The EC-financed projects are closely related to FLEGT⁴⁵ and REDD⁴⁶ initiatives.

Nonetheless, evidence to date on the sustainability of environmental measures is unclear. In spite of the positive outcomes of financed interventions, external factors such as persistent violence, illegal land seizure, major agricultural projects and increasing investments in the mining sector could endanger forest conservation and sustainable forest management.

There is coordinated work with Regional Environmental Authorities (CARS), Institutes of Investigations, environmental NGO and Universities; they participate actively in the projects supported by the EC and there is evidence of their willingness to continue this participation. Nevertheless, there is no evidence of the involvement of the Ministry of Environment and Sustainable Development, the main environmental authority of the country in charge of the implementation of the National Environmental Policy

JC 6.1: The EC support strategy has contributed adopting environmentally sustainable practices

I.6.1.1 References to actions for mainstreaming environmental sustainability in the formulation and implementation of non-specific interventions (identification and project documents, monitoring reports, etc.)

Referring to non-specific interventions, environmental sustainability appears to be extensively mentioned in the following programme "Desarrollo Economico Local y Comercio en Colombia" and the Third Peace laboratory.

⁴⁵ The Forest Law Enforcement, Governance and Trade (FLEGT) Action Plan was published by the EU in 2003. The Action Plan focuses on seven broad areas: Support to timber exporting countries; Activities to promote trade in legal timber; Promoting public procurement policies; Support for private sector initiatives, including action to encourage private sector initiatives for good practice in the forest sector; Safeguards for financing and investment; Use of existing legislative instruments or adaption of new legislation to support the Plan; and addressing the problem of conflict timber.

⁴⁶ Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (REDD) is an international mechanism framed by the international climate change negotiations to provide incentives for developing countries to Reduce Emissions from Deforestation and forest Degradation and to foster conservation, sustainable forest management, and enhancement of forest carbon stocks.

Referring to “*Desarrollo Economico Local y Comercio*”, the programme entails a component dealing with mitigation measures of MSMEs’ production strategies.

One of the activities of the programme under result one⁴⁷ includes de Support to the National of Green Markets elaborated by the Ministry of Environment. ’

R1A3 Apoyo al "Plan Nacional de Mercados Verdes" del MinAmbiente, con el objeto de promover productos y servicios ambientalmente amigables y la producción más limpia en el sector Mipymes.’

The National Strategic Plan for Green Markets “*Plan Estratégico Nacional de Mercados Verdes*” (PENMV) was prepared and published in July 2002 by the Ministry of Environment (now Ministry of Environment, Housing and Territorial Development) with the participation of the National Environmental System entities, public sector institutions and representatives of private sector. The objective is to strengthen national production of environmental goods and services and exploit Colombia's comparative advantages in this sector, in order to meet the growing international and domestic demand for more environmental friendly products.

The PENMV proposes a vision for 10 years and has four objectives:

- Boost domestic demand for green products
- Position Colombia as a supplier of green products
- Strengthen organizational structures of green products
- Establish sector support instruments for green products

Furthermore, the Ministry of Environment, also created the eco-label ‘*Sello Ambiental Colombiano*’ (SAC) This instrument seeks to provide consumers with information verifiable, accurate and not misleading on the environmental aspects of products, stimulate environmental improvement of production processes and encourage the demand and supply of products to a lesser extent affect the environment.

Indeed the programme ‘*Desarrollo Economico Local y Comercio*’ intervenes at three level to mainstream environmental sustainability:

1. Supporting the coordination with the Ministry of Commerce and Ministry of Environment as well as the Regional Autonomous Entities to ensure that environmental rules are applied at national level
2. Finance a Technical assistance: 2 people for 36 months with a professional background relating to green economies and management of natural resources
‘Asistencia Técnica por aproximadamente 72 personas/mes (equivalentes a 2 personas por 36 meses c/u), con perfiles profesionales expertos en: formulación y diseño de proyectos productivos enmarcados en el aprovechamiento de los recursos naturales, indicadores de desempeño ambiental, y experiencia en el diseño de metodologías de apoyo a Mipymes.
3. Elaboration of two sectoral studies on green market and green production stated in order to indentify relevant value chains which could provide for green products and services.
4. Supporting through Calls for Proposal: initiatives which stimulate good environmental practices.

⁴⁷ Result one of the Programme ‘*Desarrollo Economico Local y Comercio*’ aims at developing institutional capacities in public and private stakeholders to strengthen the national system of care to MSMEs.

As mentioned in the Mid-term Evaluation of *'Desarrollo Economico Local y Comercio'*, almost 400,000 EUR have been allocated to finance initiatives relating to cleaner production. In spite of these initiatives, the Mid-Term review underlines the importance of greater visibility of environmental issues as well as an enhanced clarity on the promotion and support of green products.

Adicionalmente, entre los logros del proyecto definidos en el documento de sistematización de subvencionas se encuentran:

- Se llevó a cabo un ejercicio para incorporar la variable ambiental como factor de competitividad en los territorios e iniciativas empresariales apoyadas. Se documentaron además los casos más exitosos de buenas prácticas ambientales en seis regiones
- 461 unidades productivas aplican buenas prácticas/normativa nacional.
- 38 emprendimientos regionales cuentan con Planes ambientales elaborados y en implementación.
- Sistematización de la normatividad ambiental a nivel nacional e internacional aplicable al proyecto DELCO

Another of the non-selected interventions which include environmental concerns in the formulation and implementation phase is the UNHCR Programme *'PROTECTION OF LAND AND ASSETS OF INTERNALLY DISPLACED POPULATION'*. Indeed as mentioned in the programme specific objective, there is a specific focus **on collective and environmental rights**, namely relating to the protection of ethnic groups' rights. As described in the project description:

'formalisation and restitution mechanisms should be accompanied by interpretation of the environmental problems that manifest themselves in contexts of violence and marginality. Factors such as expansion of the agricultural frontier and changes in land use, as well as of illegal crops and illegal extraction of natural resources, are associated with forced displacement or the confinement of peasants and ethnic groups. In addition, legislative and institutional changes with regard to environmental matters pose challenges for the identification and protection of the rights of communities that have inhabited areas subject to special legislation and have been forced to leave them, such as the forest reserves of Law 2 of 1959, the national nature parks and the ecological reserves.'

The strategy of the programme includes the development of complementary methodologies for carrying out zoning, ordering and removal processes in **forest reserve areas of Law 2 of 1959** and the involvement of specific institutions like: the Ministry of the Environment, Housing and Territorial Development and the Institute of Hydrology, Meteorology and Environmental Studies (IDEAM: Instituto de Hidrología, Meteorología y Estudios Ambientales).

Based on the ROM 2008 of the UNHCR Programme on the protection of lands and assets of IDPs, the monitors state that the project could have a positive environmental impact. Indeed as it tackles the issue of displacement for Afro-descendant and indigenous community, the environmental variable is fundamental when talking about the opening of common lands

'El Proyecto tiene un impacto medioambiental potencialmente positivo, en cuanto introduce las nociones de derechos de la población desplazada, entre ellos el del respeto del medio ambiente. La problemática del desplazamiento actualmente integra el factor de fumigación de cultivos ilícitos, que afecta de manera directa las parcelas de los agricultores que no participan de esa producción. Sus tierras son quemadas, sin alternativas de subsistencia y deben desplazarse a zonas urbanas. En la problemática del desplazamiento de comunidades indígenas el factor medioambiental es determinante, la usurpación de sus tierras esta también determinado por intereses económicos ligados a la extracción de petróleo en territorios vírgenes. combinado ACNUR aborda la problemática del medioambiente e conforme a la legislación nacional y sectorial.'

(Source: ROM 2008)

The Third Peace Laboratory is structured along three components: geographic, thematic and political. Within the geographical component three areas " Desarrollo Socio-

Economico Sostenible”encompasses:

- Develop and implement environmental management programs and their various operating instruments which has to be related to the use of departmental plans
- Promote the use of clean technologies in local economic development initiatives in order to foster competitiveness and productivity of local and regional market in the territories of the Laboratory.

Additionally, the thematic component for Ethnic Groups identifies the promotion and implementation of clean agricultural technologies.

Based on the 2010 ROM Report, there is a positive assessment of the Environmental component . Indeed as mentioned by the monitors, in the great part of financed programmes, the environmental issues are mainstreamed above in the interventions in the META department.

“Es de resaltar el buen manejo del tema ambiental. Casi en su totalidad, las subvenciones financiadas en el marco de los componentes Geográfico y Temático insertan transversalmente el tema ambiental, en particular a nivel del departamento del Meta, bien sea mediante la aplicación de la legislación ambiental nacional y/o la incorporación de buenas prácticas agrícolas en los proyectos productivos.” (Source: Third Peace Laboratory ROM 2010).

The significance of environmental issues in Meta department is stressed out also in the Mid-term Evaluation:

“Los temas de seguridad alimentaria, empleo, producción y procesamiento eco-sostenible, ordenamiento y desarrollo alternativo, se cruzan en un gran tema prioritario sobre todo para el departamento del Meta: la sostenibilidad territorial” [...] La énfasis del PET en el tema ambiental a nivel productivo y de transformación crea sinergias y refuerza los argumentos del PET de “Desarrollo Alternativo”, en el que una visión común del rumbo del territorio es ventajosa. Los temas de las bio-regionalismo, sostenibilidad ambiental y comercio justo pueden ser considerados, estableciéndose acuerdos con el proyecto DEL y la Gobernación de Meta que está adelantando una iniciativa de apoyo a la gestión comercial de rubros agropecuarios del departamento [...] Desarrollo Alternativo Preventivo y Legalización de Predios - Sur del Meta: Las agendas regionales y pactos de gobernabilidad pueden facilitar la preparación de un Plan de Desarrollo Integral que incluya los temas estratégicos de medio ambiente (incluyendo los de los Parques Naturales), los temas de infraestructura, tipologías de economía productiva, gobernabilidad democrática y otros temas institucionales, incluyendo la posible creación de soluciones administrativas especiales para la región. Actores-clave en la preparación de este Plan deberían ser las autoridades locales (alcaldías, concejos municipales), organizaciones campesinas, autoridades regionales (Gobernación, Corporación Regional Cormacarena), nacionales como el Ministerio de Ambiente, de Agricultura, DNP, entre otras. Debe de revalorarse, además, la promoción del programa Familias Guardabosques que podría generar problemas de seguridad a los beneficiarios, al poder ser considerado por los actores armados ilegales como objetivo militar.

(Source: Third Peace Laboratory Mid-term Evaluation page 15-16)

All the other programmes do not refer to environment sustainability.

I.6.1.2 Nature of specific measures under implementation by non-specific interventions

Based on the documentary analysis, the specific measures relating to mainstream environmental sustainability are closely related to the promotion of productive and income generation activities. Nonetheless in some departments like Meta, environmental issues are closely related to the elaboration of the Territorial Strategic Processes “Procesos Estratégicos Territoriales (PET).

Las agendas regionales y pactos de gobernabilidad pueden facilitar la preparación de un Plan de Desarrollo Integral que incluya los temas estratégicos de medio ambiente (incluyendo los de los Parques Naturales), los temas de infraestructura, tipologías de economía productiva, gobernabilidad democrática y otros temas institucionales, incluyendo la posible creación de soluciones administrativas especiales para la región. Actores-clave en la preparación de este Plan deberían ser las autoridades locales (alcaldías, concejos municipales), organizaciones campesinas, autoridades regionales (Gobernación, Corporación Regional Cormacarena), nacionales como el Ministerio de Ambiente, de Agricultura, DNP, entre otras. Debe de revalorarse, además, la promoción del programa Familias Guardabosques que podría generar problemas de seguridad a los beneficiarios, al poder ser considerado por los actores armados ilegales como objetivo militar. (Source: Third Peace Laboratory Mid-term Evaluation page 16)

In the Third Peace laboratory, namely in Meta Department, environmental sustainability is closely inter-related to the issues of food security, employment, sustainable production, alternative territorial development. The four areas constitute one sole theme the “*Sostenibilidad territorial*” (Source: Third Peace Laboratory Mid-term Evaluation page 66)

On the other side, there is limited evidence of environmental measures within the Ethnic groups: Strengthened autonomous and cultural forms of government of ethnic groups facing its vulnerability in front of risks associated with the conflict, and increase its capacity to influence in different territorial levels from its “life plans”, as well as strengthen its participation in civil society forum.

There is no evidence of linking human rights or governmental issues to Environmental sustainability. In the programming or documentary documents, there is little evidence of including environmental issues in the strengthening process of local public administrations.

Given the specific nature of the programme ‘Desarrollo Economico Local y Comercio’ the specific measures under implementation relating to environmental sustainability which were financed were related to supporting productive and entrepreneurial initiatives that generate goods or services incorporating good environmental practices and / or the adoption of the necessary tools and procedures to accede to environmentally friendly markets.

In the six sub-regions benefitting of the Programmes, several projects were financed relating to environmental issues:

Valle de Tenza y Boyaca:

- *Integración de la cadena de valor ecoturismo del Valle de Tenza*
- *Fortalecimiento de la comercialización del Café orgánico del Valle de Tenza y de las Mujeres Campesinas Guayatá*

In Zona Bruta and Valle del Cauca,

- *“BRUT destino eco turístico y de bienestar”*

In Meta región:

- *Reutilización residuos sólidos urbanos y rurales de los municipios del Alto Río Ariari*
- *Prestación de servicios turísticos en la región del Ariari en Ecoturismo.*

In montes de Maria:

- *Fortalecimiento dinámicas organizaciones de apicultores en transformación apícola sostenible e innovadora*

n Suarez:

- *Desarrollo de una red de proveedores de abono orgánico en la Provincia de Vélez,*

In Antioquia;

- *Consolidación de la red de bio comercio y mercado justo y negocios solidarios en el Oriente Antioqueño*

The eight projects mentioned in the mid-term evaluation report are namely related to eco-tourism and the development of values chains for organic products.

I.6.1.3 Level of involvement of environmental authorities and organizations in the implementation of non specific interventions.

Within the programme '*Desarrollo Economico Local y Comercio en Colombia*', there is a specific mention to the involvement of the Ministry of Environment in the support of the National Strategic Plan for Green Markets. The Mid-Term Evaluation of the Programme refers to progress being made in strengthening inter-ministerial agenda-of the Ministry of Trade and the Ministry Environment, as many of the projects supported include green procurement conditionalities. **(Source: Desarrollo Economico Local y Comercio en Colombia'- Mid-Term Evaluation, Page 13).**

The Mid-term Review stresses the importance of a better involvement of the Corporaciones Autonomas Regionales (CARs). The Regional Autonomous Corporations are the most important environmental authority at regional level. They are territorial entities endowed with administrative and financial autonomy and they manage environmental and renewable natural resources within the area of their jurisdiction.

Based on the Law 99 of 1993 that creates the Ministry of the Environment and restructure the Public Sector managing environment conservation of the natural resources, the CARs have among other the following competencies:

1. Execute the national environmental policies, plans and programs within the scope of its jurisdiction.
2. Perform the function of the highest environmental authority in the area of their own jurisdiction
3. Promote and develop community participation in activities and programs relating to environmental protection, sustainable development and proper management of renewable natural resources.
4. Coordinate the process of preparation of environmental plans, programs and projects that should make the different agencies and entities within the National Environmental System (SINA) in the area of their own jurisdiction

The evaluators of '*Desarrollo Economico Local y Comercio en Colombia*' suggest to increasingly involving the CAR in order to enhance the effectiveness of the programmes also because CARS are often the only institutional entity in specific region.

Furthermore, the programme '*Desarrollo Economico Local y Comercio*' adopts the LEADER approach. (Leader means links between actions of rural development). This approach aims at involving local partners in steering the future development of their own area encouraging socioeconomic players to work together, to produce goods and services that generate maximum added value in their local area.

No involvement of environmental authorities or other organization is foreseen in other non-specific interventions.

I.6.1.4 Evidence of awareness on environmental sustainability issues by key stakeholders (including target groups, local authorities, economic actors and other Non State Actors).

Based on the desk analysis of programme documents, there is evidence of awareness on environmental sustainability among key stakeholders

- The ex-Post Rom of the Project '**Conservación y desarrollo sostenible en la región biogeografica del Chocó⁴⁸: construyendo capacidades para el mejoramiento de la calidad de vida y la sostenibilidad ambiental**'. (2008). The Project implemented by the World Wide Fund (WWF) aimed at improving quality of life of local communities (around 12,818 direct beneficiaries) through improved resource management forest, more equitable access to benefits and greater participation in policy formulation and development processes at all levels. The main Project achievements were the support to 200 community initiatives encompassing forest management, tourism, fishing, handicrafts, agricultural production and non-timber forest resources, so that families and communities. Among the mains results of the programme, 15 public institutions and other non-governmental organisations have enhanced their management skills namely national parks, governments, municipalities, regional autonomous corporations. The participation of 79 community organizations, the preservation of 2,200,000 hectares of forest ecosystems, coastal resources, the increase by 1544 hectares of protected areas, further agreements for the protection and management of ecosystems have been the most important results. The project has led decisively to strengthen the ownership and governance of the territory, triggering, extensive network of partners and promoting a local consensus processes on the use of natural resources.

'a. Los grupos metas, ciudadanos, ONGs, corporaciones, universidades, siguen haciendo uso de los servicios del Proyecto. El WWF mantiene un papel importante en coordinar las intervenciones en el sector ambiental.

b. El Proyecto logró insertarse en profundidad en las estructuras locales y consiguió dejar una fuerte apropiación de la temática ambiental en las poblaciones involucradas. Las comunidades han manifestado una profunda comprensión del vinculo entre económica, cultura, sociedad y medio ambiente. El medio ambiente y su protección han adquirido un papel relevante en la valoración de las alternativas de desarrollo local."

(Source: ex-Post Rom Conservación y desarrollo sostenible en la región biogeografica del Chocó⁴⁹: construyendo capacidades para el mejoramiento de la calidad de vida y la sostenibilidad ambiental 2008)

- **Guiana Shield Initiative (GSI)**. The project aimed at promoting the sustainable development of the Guiana Shield by means of an integrated eco-regional (policy, institutional and financial) management framework. The project supported activities which contribute to the design of financing mechanisms for forest conservation and management, and innovative financial strategies. The pilot projects aimed at setting up innovative financial mechanism for forest conservation and sustainable management. This project also worked to influence policies and sectors on forests, such as land tenure, logging and mining. The main supported activities were: assisting small and community-based enterprises; promoting sustainable harvesting, processing and marketing of NTFPs; and supporting the strengthening of cooperatives concerned with sustainable management of timber and non-timber forest products (NTFPs). Each pilot project had an element of sustainable livelihood generation. Based on the ROM 2009 and Mid-term Evaluation (2010), there is limited awareness on enhanced awareness of target groups and key beneficiaries.
- **The Project: 'Ordenación Forestal y gestión a través del manejo y aprovechamiento sostenible de los recursos maderables y no maderables del bosque bajo modelos de fortalecimiento organizacional con estrategia de desarrollo'**. The main objective of the programme was to contribute to a sustainable management of tropical rainforests (bh-T) in the municipalities of San José del Guaviare and Return (Guaviare department) through the strengthening of two producer associations:

⁴⁸ The Chocó is one of the most biodiverse regions on the planet with a area of about 145,000 km², of which approximately 58% is native forest intact. 15% the region is protected in parks and special management areas (18% in territories Indians and 14% in African territories). The region provides 55% of timber sold in Colombia. T

⁴⁹ The Chocó is one of the most biodiverse regions on the planet with a area of about 145,000 km², of which approximately 58% is native forest intact. 15% the region is protected in parks and special management areas (18% in territories Indians and 14% in African territories). The region provides 55% of timber sold in Colombia. T

- a. Association of Producers of Economic Change ASOPROCEGUA-Guaviare a
- b. Rubber Producers Association of Guaviare-ASOPROCAUCHO-.

The main focus of the programme was to enhance market and add value to timber and non timber products taking into account the policy and regulatory environment. According to the ROM 2010, the programmes have strengthened producer organizations. Indeed there was an increase in the number of members of two associations: Asociación de Productores por el cambio económico del Guaviare - ASOPROCEGUA- y la Asociación de productores de caucho del Guaviare implying a greater awareness of small producers on strategies and methodologies relating to green and biological production.

- The programme: **“Gobernanza Forestal / Bosques FLEGT / Colombia”** included several institutions: namely: i) regional Autonomous Corporations ‘*Corporaciones Autónomas Regionales*’: CARDER, CRQ, CORTOLIMA, CORPONOR, non- governmental organizations: ASOCAR, Corporación Aldea Global, Corporación Alma Mater, CONSORNOC, and local government: Gobernación de Norte de Santander and the Ministry of Environment Housing and Territorial development.

Based on the final evaluation of the Programme, there has been increased strengthening of forest governance. Indeed, the Project has laid the bases to enhance a decentralized system of forest management as well as a national operational platform. Amid the achievements attained by the projects emerge: i) The inter-sectoral Covenant legal timber, ii) promotion of the WWF campaign to purchase legal timber, iii) enforcement of Environmental Sanction and iv) new conception of the Forest Control Committees, which are a good example of coordination platform. This achievements denotes a good ownership process and increased awareness among the CAR, Universities and students, for instance Tolima University has elaborated a new degree on ‘*Extensión Florestal*’ Communities, organizations and individuals who have participated in the project are committed to keep and continue and diffuse the lessons learnt. As referred by the evaluator, this would allow that the issue of forest governance is mainstreamed in all sectors of the wood chain. However, from the documentary analysis it emerges limited involvement of indigenous and afro-colombian communities.

Source: Gobernanza Forestal / Bosques FLEGT / Colombia, Final Evaluation page 36 7 page 40

‘Las organizaciones Indígenas y Afro-colombianas podrán manifestar interés en la gobernanza forestal y en el control de la tala ilegal en el momento en que se les ofrecerá la oportunidad de aumentar el control sobre sus propios territorios que, al estado actual, constituye para ellos el problema más grande y digno de llevar a solución. Sin embargo, pudiera verificarse que estos grupos poblacionales se demuestran no completamente interesados al MFS dirigido a fines comerciales; particularmente de parte de los pueblos Indígenas, ya que el comercio de la madera está lejos de sus tradiciones culturales las cuales, además, ellos tratan proteger’

En el proyecto: Posicionamiento de la Gobernanza Forestal en Colombia – CARDER, Informe Final Proyecto Bosques FLEGT/Colombia 2010 Contrato de Subvención CARDER – UE, se realizó un Diplomado en Extensión Forestal el cual fue desarrollado por la Facultad de Ingeniería Forestal de la Universidad del Tolima; este Diplomado tuvo una duración aproximada de tres meses y ochenta horas de trabajo académico, fue impartido a través de la Internet en una modalidad semidesescolarizada, lo cual facilitó la participación de 203 personas de los 4 departamentos de cobertura y de los departamentos de Valle del Cauca y Caldas. El énfasis principal de este programa de capacitación estuvo basado en tres componentes: Fortalecer las habilidades y destrezas en el trabajo de extensión, generación de alternativas técnicas de producción a implementar, y aspectos para la ejecución de proyectos forestales.

Proyecto. Bosque y Territorios étnicos en el Chocó Darién Colombo Ecuatoriano, ejecutado por la Fundación OXFAM en consorcio 8 socios, WWF, Semillas de Agua, Altropico, Cabildo Chigorodo, Cocomacia, Unipa, Fecae (Ecuador) se pretende hacer un manejo y comercio responsable de productos forestales a través del fortalecer los mecanismos institucionales, sociales y comunitarios de garantía de derechos al nivel local, regional y nacional en 6 asociaciones étnico territoriales que favorecen la gestión integral de los territorios étnicos y sus recursos forestales. Algunos de sus principales logros son:

- Mujeres del Cabildo de Chigorodó y de Cocomacia se han apropiado en la ejecución del proyecto y asumen la responsabilidad en el manejo y protección del bosque
- Implementación de la escuela de gestión territorial; metodología de madre tierra. La creación del diplomado se da a partir de la adaptación cultural

- Creación de la Ruta de la madera legal, proceso con alto guapi. Toda la madera que se aprovecho tiene cadena de custodia, las mejoras practicas reduce el consumo de madera y se mejora la eficiencia en el aprovechamiento de la madera entre un 10 a un 20 %.
- Antes del proyecto a las comunidades obtenían aproximadamente un 3 % del margen de la cadena y ahora el 90 % de la cadena se queda en la comunidad.
- Ha aumentado el control en el manejo forestal por medio de la guardia ambiental para el manejo de madera ilegal, que es realizado por las mismas comunidades.
- Participación en el pacto por la madera legal con un fuerte componente de sostenibilidad.
- El plan de salvaguarda del pueblo agua que se encontraba en vía de extinción por la corte, logran incidencia directa en política, para mantener su pueblo.

En el proyecto: Conservación de la bioregión del Noroeste Amazónico (Colombia, Brasil y Venezuela) para mitigar los efectos del Cambio Climático, ejecutado por Patrimonio Natural Fondo para la Biodiversidad y Áreas Protegidas, se genera un acuerdo social e institucional fundamentado en la gobernanza ambiental y el ordenamiento territorial, en una zona de presión de colonización de 210.000 ha. Así mismo, un modelo de gobernanza ambiental en resguardos indígenas y áreas protegidas para gestionar, administrar e implementar esquemas de incentivos a la conservación sobre 3,7 millones de Ha de selva amazónica (Territorio de las siguientes AATIs: ACIMA, PANI, ACIYA y ACAIPI).

En el Proyecto: Promover el establecimiento de sistemas de garantía de legalidad en la producción forestal en Colombia a través de la certificación forestal voluntaria que incluya manejo forestal y cadena de custodia, ejecutado por la Fundación Natura se pretende conseguir que el manejo forestal de los pequeños y medianos productores forestales y las empresas forestales comunitarias de origen campesino o indígena o afroamericano se desarrollen bajo estándares de sostenibilidad desde el punto de vista ambiental, social y económico, de tal manera que sean objeto de certificación de sus procesos y productos.. En este sentido, uno de los logros es que 50 empresas estarán certificadas en manejo forestal y cadena de custodia de sus bosques y productos. Así mismo, se cuenta con una estrategia de continuidad de la "Cadena Productiva Forestal de muebles y productos de madera y aglomerados y contrachapados" para promover la certificación de MIPYMES en fuentes controladas, manejo de bosques y cadena de custodia

I.6.1.5 Evidences of specific measures towards environmental sustainability in productive and income generation activities generated by EC support activities

There is significant evidence of environmental sustainability measures entailed within income generating activities.

Firstly, the third strategic component of the Peace Laboratories focuses on **Integral Sustainable Development**: improving the lives of women, youth, children, peasants, indigenous, afro-colombians, victims of violence living in poor urban and rural areas. The objective is to foster concerted socio-economic initiatives of local development through, environment-friendly techniques. The financed projects of economic development encompassed different initiatives:

- ✓ Increase production capacity, market integration and overall competitiveness of small farmers in order to encourage productive and peaceful occupation of the territory and reduce the dynamics of the illicit economy.
- ✓ Include biodiversity
- ✓ Encourage value-adding processes in agricultural production, through transformation processes that allow a greater generation of wealth and income to the population in the municipalities.
- ✓ Increase marketing capabilities of small producers, promoting fair trade processes, reduction of intermediaries, market information and partnerships
- ✓ Increase entrepreneurship, access to credit, leverage resources, productivity and income generation of small urban businesses.

Within the kind of projects financed by the Peace laboratories include support to small entrepreneur in adopting appropriate technologies, projects to promote

biotechnology-based products or agribusiness projects, provided that its design is based on units for small producers, and cost-effective and appropriate scale peasant economies. Projects on ecotourism, agro-tourism and / or ethno-tourism, especially those promoted by indigenous and afro- Colombian communities.

Furthermore, the **Guidelines for the Calls for Proposals like 'Guía para los solicitantes de Subvenciones Tercer Laboratorio de Paz – Región Meta Convocatoria Abierta Desarrollo Regional' - No Referencia EuropeAid/127-081/M/ACT/CO** establish a set of particular conditions within the dimension of Integral sustainable development, which entail:

1. Include the environmental dimension in natural resource management as well as include the Environmental Management Plan '*Plan de Manejo Ambiental*' (PMA) when presenting the Project proposal
 2. If the Project is approved, producers must start the processing of environmental licenses and permits namely in farming or projects that include transformation processes which could generate pollution
 3. Taking into account Good production and Cleaner Production (CP) practices as well as environmental guidelines in the industry
 4. Integrate training and exchange of experiences that allow the implementation of BPP, use and management systems, efficient water management and wastewater discharges, solid waste management, cleaner production systems (PML) in agro-industrial processes of processing or transformation.
 5. Address sanitary and phytosanitary recommendations
- Identify potential environmental impacts and management measures in accordance with the above mentioned.

The Guidelines for the call for Proposal like : '**Guía para los solicitantes de Subvenciones Tercer Laboratorio de Paz – Región Montes de María Convocatoria Abierta Desarrollo Regional' - EuropeAid/127-079/M/ACT/CO** identifies also new sector of intervention within the strategic component of Integral Sustainable Development.

- Productive Environment Projects Type: Projects that include agro-forestry arrangements with two or three major crops permanent, soil and water conservation through practices such as infiltration trenches, barriers, contour, environmental practices like biological corridors or areas of natural forest or watersheds protection and conservation.

Within the Framework of the Programme " III Peace Laboratory, the regional model of *Finca Montemariana* has emerged as line of action of the programmes relating to environmental and productive components. 7 out of the 19 proposals approved were directly related to the application of this model.

The *Observatorio Montes de María* has developed a study relating to the '*Finca Montemariana*' projects. Indeed the *Finca Montemaria* appears as innovative solution to answer to the several problems affecting the area like land concentration, extensive livestock production and progressive reduction of natural resources and original ecosystems. The *Finca Montemariana* aims at promoting sustainable production since it contributes to strengthen living conditions of poor households, improving capacity to promote food security, enhancing a proper management of surplus, and establishing an enabling environment conservation and protection the environment.

As explained in the study, the environmental problems affecting the area derive from a poor knowledge and limited environmental awareness :

Los problemas medioambientales de los Montes de María, se explican a partir de los deficientes conocimientos y a la falta de una conciencia ambiental porque en el territorio se ha venido implementando en forma tradicional el sistema de producción de roza, tumba y quema, cuyas prácticas de preparación de suelos para el establecimiento de cultivos como el ñame, la yuca y el maíz, utilice terrenos con pendientes que oscilan entre 20 % y 35%6, ignorando por completo legados culturales, contrariando además, lo establecido en acuerdos y disposiciones ambientales vigentes, y acogidas por la comunidad internacional. Tales prácticas ocasionan otros efectos adversos para el suelo como son: la esterilización parcial por la disminución del número de microorganismos, la destrucción del mantillo y la perturbación de propiedades físicas y químicas 8; además,

con la quema se genera contaminación atmosférica por la liberación de CO2 y se prolonga indefinidamente la fragmentación de los ecosistemas que integran la región

Source: 'Eusebio Sánchez Serrano y Rafael Mejía Bermejo 'Finca Montemariana: Una alternativa de producción sostenible en la Región'.

The basic criteria guiding the implementation of "*Finca Montemariana*" are:

- Enhancing livelihood conditions of poor households through the definition of a life project, disposing of a piece of land averaging between 10-25 hectares,
- 'Improving food security: having access to physical, human, financial, natural and social assets and be able ability to put at least 1.5 hectares to productive use
- Adequate management of surplus (developing a saving culture and learning to smooth consumption)
- Establishing a favourable environment to increase environmental protection: from 10 to 50% of land should be devoted to protected areas, a sensitization and awareness raising campaigns should be fostered to inform people about environmental and productive challenge.

Based on the press release, October 2011, 'more than 750 ha. have been planted on the "*Finca Montemariana*" model (It include environmental type projects, advanced productive agroforestry arrangements and proposals for recuperating traditional peasant production systems with a focus on food security). This model will be replicated by the Ministry of Agriculture in the entire region.

The project implanted the '*Finca*' includes the following activities and strategies:

- Generate and implement a training strategy on environmental and sustainable production.
- Designing and implementing food security arrangements that include permanent crops
- Applying soil and water conservation practices such as infiltration trenches, barriers, contour, contour farming among other
- Implementing environmental practice like establishing biological corridors⁵⁰ or areas of natural forest protection and conservation of watersheds
- Promoting ecotourism and sustainable rural tourism with community participation;
- Fostering solid waste management and waste generated from agricultural activities o
- Implementing activities encompassing organic agriculture principles
- In national park areas, people will work in the generation of sustainable livelihoods in buffer zones.

Evidence of specific environmental measures productive and income generation activities is significant in '*Desarrollo Economico Local y Comercio*' financed projects. Further to the analysis of the programme financed under result 2 '**local production initiatives are ready to access regional and national markets, joining chains and benefit from regional opportunities**', **in november2010, 39 programmes were financed in 6 regions: Valle de Tenza (5 projects), Alto rio Ariari (5 projects),**

⁵⁰ The concept of a biological or ecological corridor entails preserving the connections between protected areas with important biodiversity with the aim of preventing the fragmentation of natural habitats. Today these corridors are being promoted as an innovative way to promote sustainable development as well as conservation.

Complejo Cenagoso de la Zapatosa (5 projects), Zona Brut (5 projects), Montes de María (5 projects) y Hoya del Rio Suarez (projects). Out of the 39 projects, 12 projects (30%) include the same title environmental issues like organic production, solid waste management, eco-tourism, sustainable and clean production techniques.

Also, the projects financed under the Environment thematic budget line like' **Conservacion y desarrollo sostenible en la region biogeografica del Choco: construyendo capacidades para el mejoramiento de la calidad de vida y la sostenibilidad ambiental**' include a component on promoting the sustainable use of forest resources (timber, non-timber products), sustainable agricultural systems, ecotourism and artisanal fisheries. In spite of the inclusion of this component, according to the ex-post ROM 2008, the productive component has had a limited success.

The project "**Gobernanza Forestal / Bosques FLEGT / Colombia** has as main goal to enhance legal and governance conditions in order to contribute to a more sustainable forest management and to increase production and marketing of forest resources of small and medium producers in the departments of Quindio, Risaralda, Tolima and Norte de Santander. The project encompassed four key components:

- 1.) The Institutions responsible for the regulation and control of forestry use instruments apply effective and streamlined control measures.
- 2.) Target groups manage forest resources in a more sustainable way
- 3.) Target groups have access to technical advice for technology development and marketing and they have improved their income from forest management activities and wood processing.
- 4.) New tools to scale up experiences have been developed and released.

include the improvement for target groups in access to information and advice for technology development as well as increased income from forest management activities and transformation of wood in accordance with the five pillars of the Reducing Emissions from Deforestation and forest Degradation REDD Strategy⁵¹ encompass 1) Management and forest governance, 2) Forest landscape restoration, 3) Best Practices, 4.) Climate change, 5.) economic Valuation. Based on the final evaluation of the Programme (2010), the programme has been successful in improving the living conditions and income of target groups taking part and having access to advice for technology development and marketing on forest management activities and wood processing.

'Las 17 organizaciones beneficiarias del Proyecto en los 4 departamentos han incrementado aproximadamente en un 63% la generación de mano de obra (empleos permanentes, empleos temporales y jornales) y en un 55% los ingresos a partir de la comercialización directa de sus productos. las empresas beneficiarias hayan aumentado en un 40% promedio el volumen de sus productos transformados. Para el período 2007 - 2009 se han autorizado 1.300 aprovechamiento forestales que arrojan un volumen de más de 237.000 m3 de madera (Guadua, plantaciones forestales y bosque natural) en los 4 departamentos; lo cual ha permitido que apróx. 619 propietarios mejoren sus ingresos'.

In the project: *'Establecimiento de sistemas de garantía de legalidad a partir de la Certificación de Sostenibilidad para la Producción Forestal y para la cadena de custodia*

⁵¹ Reducing Emissions from Deforestation and forest Degradation (REDD) is an endeavour to create an incentive for developing forested countries to protect, better manage and wisely use their forest resources, thus contributing to the global fight against climate change. It rests on the effort to create a financial value for the carbon stored in standing forests. "REDD+" goes beyond deforestation and forest degradation, and includes the role of conservation, sustainable management of forests and enhancement of forest carbon stocks. In the long term, payments for verified emission reductions and removals, either market or fund based, provide an incentive for REDD+ countries to further invest in low-carbon development and a healthier, greener tomorrow

con PYMES en Colombia" (20 implemented by the Fundación Natura, the second result aimed at establishing 50 certified enterprises in forest management and control chain of forests and forestry products. Forest Certification is an additional tool to the rules of a country that could guarantee the preservation of forest in the long term. This action will implement, a scheme to demonstrate that community entrepreneurs, MSMEs could exercise a transparency method in the production processes in order to improve corporate image and enhance CSR, which could allow diversifying products, to acquire better bargaining position and to have access to new markets and sources of funding. Relating to certification for the Chain of Custody (CoC), it allows companies that get it, providing credible information on the path taken by products from the forest (or, in the case of recycled materials from the recycling site) to the consumer, including all those stages of processing, manufacturing and distribution in which the step to the next link in the supply chain involves a change of ownership. The development and implementation of CoC management systems enable organizations to control, effectively, their processing systems and show consumers the origin of the materials that make their products.

JC 6.2: *Sustained benefits from EC support in relation to environmental sustainability concerns appears to be likely after external support comes to an end*

I.6.2.1 Evidence of ownership among participant organizations to ensure ongoing stakeholder commitments in environmental sustainability concerns.

From a desk review of relevant documents of non –specific interventions like Desarrollo Economico Local and III Peace Laboratories, there is Limited evidence of enhanced ownership among participant organizations on environmental issues. The main reason is that evaluations or ROM when exploring sustainability and impact have not taken into account this component.

On the other side, the projects financed under Environment Thematic Budget Line like the project “**Gobernanza Forestal / Bosques FLEGT / Colombia**”, forest governance leaked into all sectors of society relating to timber production. For instance, interests on legal conditions of sustainable forest use has increased steadily amid various communities, the Autonomous Regional Corporation (CAR) have been strengthened in the provision of services, the involvement of Tolima university in the execution of a Diploma of Forestry. Furthermore, the Final evaluation underlines that communities, organizations and individuals who have participated in the project are committed to share lessons learnt and socialising methodologies and results obtained.

An additional hint on the enhanced ownership stemming from the project ‘*Gobernanza Forestal / Bosques FLEGT / Colombia*’ is related to the creation an Intersectoral covenant on Legal Timber ‘Pacto Intersectorial por la madera legal en Colombia’. This voluntary agreement aims at ensuring that transported, processed, marketed timber comes solely from legal sources. The agreement could contribute to the implementation of a national environmental policy, and to improve environmental governance. The agreement involves different shareholders from public and private sector such as the Colombian Truckers Association, the Regional Autonomous Corporations (CARDER, CORTOLIMA, CRQ and Asocars), ANDI, Camera Asomineros, CAMACOL Confederation national Consumers CECODES, FEDEGAN, FEDEMADERAS, WWF, Ministry of Environment, Housing and Territorial Development, Colombian Agricultural Institute, National Police, among other.

The project **Ecological and financial sustainable management of the Guiana Shield Eco-region appear to have limited sustainability** indeed the evaluator underlined that , governments, local communities, NGO’s are unlikely to independently carry on and fund activities implemented to date such as remote sensing and on-the-ground monitoring. The sustainability of the programme would have changed if the international community had altered carbon policies. I Also the ROM 2009 confirm the limited ownership a given by the absence of secured global financing for sustainable forest management within the GSI model, outcomes of the current experimental phase will not be maintained by the target groups.

“The project has not found much success in mainstreaming of objectives within Government frameworks, the typical vehicle used to promote regional level perspectives in decision-making. To improve impact and sustainability, the project will likely need to strengthen the approach towards greater involvement and buy-in by government institutions. This will likely include the design of specific communication strategies, identification and removal of policy barriers and other traditional and non-traditional

methodologies.' (Source: GSI Phase II Project: **Ecological and Financial Sustainable Management of the Guiana Shield Eco-region – mid-term Evaluation page 8**).

Furthermore, one of the lessons learnt included in the Action fiche of Guyana Shield Facility was to establish local ownership of the process to assure support for project interventions.

The **Project: 'Ordenación Forestal y gestión a través del manejo y aprovechamiento sostenible de los recursos maderables y no maderables del bosque bajo modelos de fortalecimiento organizacional con estrategia de desarrollo'** presented a limited sustainability. The monitor raises the issue of the limited economic and financial sustainability. Although beneficiaries have positively valued the project in improving their income availability further to coca eradication, there has been a limited involvement of target groups in the design and implementation of the project. Furthermore, the level of ownership appears inadequate as the involvement of other partners in the programme namely producer organizations like ASOPROCAUCHO and ASOPROCEGUA has been maintained at a senior level and has not reached the base, which were rarely consulted on the proposed project activities. There has been a '*mentalidad asistencialista*' among the beneficiaries that are not considered active part but an external entity to whom providing inputs. According to the monitor, the lack of a participatory approach will affect the probability that at the end of the programme, the disappearance of economic incentives will lead that environmental awareness fades away. (Source Project: **'Ordenación Forestal y gestión ROM 2010**)

Overall, ownership among participant organizations varies depending on the level of inclusion of beneficiary and partner in the design and implementation of the programme.

A fundamental component of ownership is also the incentives of programmes. It appears that ownership varies strongly by component and by geographical region, with higher sustainability expected in protecting in managing agro-forestry systems, namely planting species of high commercial value.

1.6.2.2 Systematization and information management on good practices and replicable experiences.

The III Peace laboratory in the Call for Proposals launched in 2008 in Meta and Montes de Maria region refer to Good production and Cleaner Production (CP) practices. Moreover, in the specific conditions, the guidelines of call for proposals ask to integrate training and exchange of experiences that allow the implementation of good Production practices and cleaner production in the project design. Nonetheless, there is little evidence

En el Proyecto DELCO, se mencionan entre sus principales logros:

- 461 unidades productivas aplican buenas prácticas/normativa nacional.
- 38 emprendimientos regionales cuentan con Planes ambientales elaborados y en implementación.
- Sistematización de la normatividad ambiental a nivel nacional e internacional aplicable al proyecto DELCO

The project: **'Gobernanza Forestal / Bosques FLEGT / Colombia' (2006)** – encompasses as fourth component the development and release of new tools to scale up experiences.

Indeed, the '*Corporación Autónoma Regional de Risaralda*' (CARDER) has developed and published the national strategy of Prevention, Monitoring, Control and supervision of Forest resources. The strategy constitutes an integrated set of guidelines aiming at establishing legal, financial and operational procedures regulating the use and management of forest resources. The implementation of this Strategy will be developed in 10 departments of Colombia, where 11 regional environmental authorities have jurisdiction, representing 33% of these entities nationwide.

Furthermore, CARDER developed a Simplified Technical Guide for forest management, which was constructed from an analysis and evaluation of forest management practices in

different regions of implementation of the Action. This guide aims to guide forest workers in the field, advising forest owners and forestry technical assistants (foresters) to the formulation of management plans and their application.

Adicionalmente ha sistematizado los siguientes documentos de buenas prácticas:

- Protocolo para el control para depósitos de madera.
- Guía de Cubicación de la madera
- Criterios para el manejo forestal sostenible
- Sistematización de la experiencia para la gobernanza forestal: Caso Guadua
- Modelo de Términos de referencia para la elaboración de planes de manejo del Bosque

A second phase of the project Forest governance implemented as well by CARDER has been in 2010" *'Posicionamiento de la Gobernanza Forestal en Colombia (FLEGT)'* (2010).

This new phase scales up prior intervention in ten departments of Colombia, which are Nariño, Cauca, Valle del Cauca, Chocó, Antioquia (two environmental authorities), Caldas, Risaralda, Quindio, Tolima and Norte de Santander.⁵²

Additionally, the EC has financed a research Project implemented by the Research Institute Alexander von Humboldt 'Estudio sobre la sostenibilidad de los medios de vida de las poblaciones locales que habitan o utilizan directamente los páramos y su relación con la sostenibilidad del uso de éstos ecosistemas'. The Project is an environmental research on the relationships between poverty, health, livelihoods, and sustainability over the use of 'paramo'⁵³ ecosystems. The main goals of the study are: a) generating a knowledge management tool for local populations and decision makers, b) provide useful and reliable information on the use and management of 'paramo' ecosystems c) developing awareness raising activities on the relationships between poverty, sustainable livelihoods, and sustainable management of 'paramos' ecosystems.

Also, within the project 'Ecological and financial sustainable management of the Guiana Shield Eco-region" a study to institutionalise the Guyana Shield Initiative has been developed in February 2009. The study discusses the options for the future institutionalized GSI, based on the two possible alternatives, one focusing on the support of protected areas and forest communities, and the other based on intergovernmental cooperation for the implementation of the ecoregional management framework. The main conclusions of the study assert that the best possible institutionalization forms would be the establishment of a Guiana Shield International Centre, possibly hosted by IUCN, which would be able to: i) Produce critical information, ii) Support capacity building of NGOs and governments, iii) be an honest broker for Payment for Ecosystem Services (PES) and continue to support PES projects in the six countries, iv) Implement and manage a "GS Conservation-Based Development Fun, v) Provide a governance structure in which the environmental agencies or ministries of the GS countries can be represented without the intermediation of the Foreign Affairs Ministries; among other.

⁵² These departments cover 22% of the national mainland, have a forest cover of about 11.98 million hectares and during the period from 1998 to 2008 more than 12.9 million of wood cubic meters were extracted, representing 79.9% of the national total volume. According to CARDER estimates, around 40% of forest resources were illegally taken. This issue indicates the importance of improving forest law enforcement and supporting legal forest trade.

⁵³ 'Paramo' refers to a variety of alpine tundra ecosystems. Some ecologists describe the *páramo* broadly as "all high, tropical, mountain vegetation above the continuous timberline". A more narrow term classifies the *páramo* according to its regional placement - specifically located in "the northern Andes of South America and adjacent southern Central America". The *páramo* is the ecosystem of the regions above the continuous forest line, yet below the permanent snowline. It is a "high mountain biome with a vegetation composed mainly of giant rosette plants, shrubs and grasses

I.6.2.3 Continued support (significant likelihood thereof) by the Colombian counterparts (financial and non-financial resources), that are allocated by the GoC and regional authorities for environmental management systems, and for ongoing policy development.

TABLE 58: BUDGET ALLOCATION TO THE ENVIRONMENT SECTOR (MINISTRY OF ENVIRONMENT AND LOCAL AUTHORITIES. (2002-2010) MILLION PESOS

SECTOR	Initial Appropriation	Present Appropriation	Current Liabilities	Commitments	Payments
2002	316,096	300,828	243,768	123,357	91,744
2003	218,919	297,697	280,509	94,699	75,378
2004	319,982	465,613	449,294	63,256	46,135
2005	427,536	454,032	446,217	115,327	80,727
2006	494,629	535,429	508,934	254,311	199,729
2007	769,856	767,218	757,656	700,220	587,230
2008	898,619	855,154	831,504	778,658	333,762
2009	1,158,154	1,172,044	1,126,688	1,010,188	357,454
2010	1,095,129	1,143,828	1,086,604	738,557	433,902

Source: DRN Own elaboration based on DNP, Inversion2000-2010

Based on the statistics of Departamento Nacional de Planeacion on the public spending towards the environment sectors, the invested amount has increased by an average 22% per year. Nonetheless compared to the sectoral distribution of GDP, investments allocated to environment increased from 2% up to 5% of total spending. There has been a decrease between 2009 and 2010.

TABLE 59 SECTORAL DISTRIBUTION OF PUBLIC SPENDING 2002-2010

Participación Sectorial de la Inversión 2001 - 2010

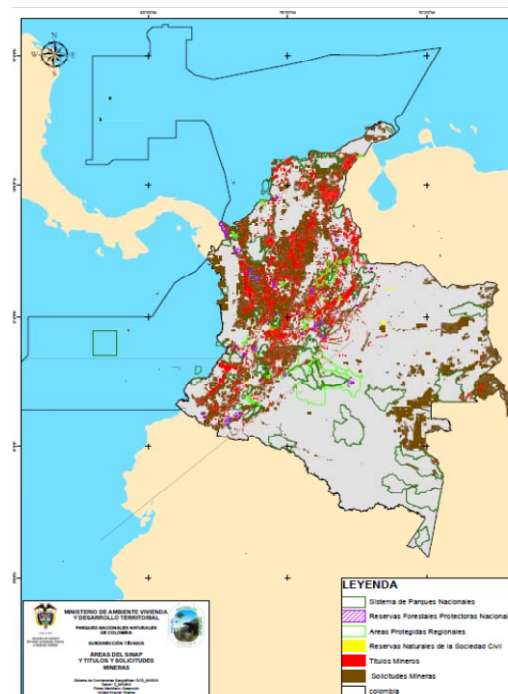
	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
PROTECCIÓN SOCIAL	24%	25%	32%	32%	30%	33%	32%	25%	26%	28%
TRANSPORTE	14%	14%	10%	10%	12%	17%	16%	11%	14%	15%
ACCION SOCIAL	8%	10%	9%	6%	5%	7%	9%	11%	10%	12%
DEFENSA Y SEGURIDAD	8%	10%	11%	8%	6%	8%	6%	16%	12%	8%
MINAS Y ENERGÍA	5%	3%	4%	6%	7%	6%	6%	5%	6%	6%
AGRICULTURA	4%	5%	3%	3%	3%	4%	5%	5%	5%	5%
AMBIENTE, VIVIENDA Y D.T.	2%	3%	3%	4%	4%	4%	4%	4%	5%	4%
PLANEACIÓN	10%	8%	4%	3%	2%	2%	2%	3%	4%	3%
EDUCACIÓN	2%	3%	3%	4%	5%	5%	4%	4%	4%	4%
HACIENDA	16%	11%	15%	13%	15%	6%	5%	5%	4%	3%
INTERIOR Y JUSTICIA	2%	2%	2%	3%	2%	3%	4%	5%	4%	3%
RESTO	7%	6%	4%	7%	8%	6%	6%	6%	7%	8%

Fuente: DNP - Dirección de Inversiones y Finanzas Públicas

Nota: Apropiações Definitivas. No contiene subsidio a los combustibles (2007 \$2,9 billones, 2008 \$0,7 billones, 2009 \$5,6 billones). Se descontó aplazamiento en 2009 y 2010.

Source: DPN, Inversiones y Finanzas Publicas, Participación Sectorial de la Inversión 1990-2010

FIGURE 17: AREAS OF THE NATIONAL PARK SYSTEM AND MINE TITLES



Source: Unidad de Parques Nacionales Productos Cartográficos y Temáticos
 *Brown: mining applications, red: mining exploitations, green and purple: protected areas and national parks

FIGURE 18 NATIONAL DEVELOPMENT PLAN 2010-2014- MAIN PILLARS



Source: Plan nacional De Desarrollo 2010-2014, page 424

Furthermore, mining as well constitutes a serious threat to the biodiversity and protection of ecosystems. Some major innovations have been introduced like the amendment on February 2010 of the Mining Code which prohibits mining activities in certain areas not only national and regional natural parks and forest reserves, but also in paramo ecosystems and wetlands. Nonetheless as mining in Colombia is of national interest, there is evidence in the figure 18 that national parks and collective territories overlap with mining titles given out⁵⁴.

From a documental analysis, it appears that environmental issues do not constitute a priority for the Central Colombian Government. *En Colombia las iniciativas de promoción de la gobernanza forestal parecen estar afuera del interés del Gobierno central. Anteriormente al Proyecto, no han existido iniciativas generadas por el MAVDT, aunque el ministerio colabore en los procesos cursantes. De otro lado, hay que reconocer que el gobierno Uribe ha dado prioridad a la erradicación de los narco-cultivos de los territorios'* (**FLEGT Gobernanza Forestal / Bosques FLEGT / Colombia Mid-term Evaluation, page 44**)

Although it is estimated that almost half of Colombia's natural forest lands are under indigenous and black communities' common property schemes that are fully recognized by the country legislation, their involvement appears pretty limited in REDD programmes. Relating to forest estimates, Colombia has several outdated and non-comparable forest estimates. There is the prospect of producing a forest inventory by 2011 and Colombia is receiving some international aid for this endeavour (e.g. the Moore Foundation is providing funding to estimate the deforestation rate and quantify carbon stocks

⁵⁴ WWF, 'In the field 11.the Challenge of mine. Colombia under Earth. (2011)

In 2006, the Colombian Congress passed the General Forest Law⁵⁵ Major goals of this law include encouraging the development of plantations and natural forests, as well as the protection of the territorial rights of Afro-Colombian and indigenous communities over their forests. It also regulates forest concessions. The Constitutional Court of Colombia has challenged this law and declared unconstitutional on the basis that it did not sufficiently take into account the requirements of the International Labour Organization's Convention 169 (Indigenous and Tribal Peoples Convention, 1989)⁵⁶.

Further to the analysis of the new Development Plan, Environmental sustainability is related to competitiveness and economic development and there is a specific chapter in Environment and Disaster Risk Reduction. Based on the analysis of the NDP, there is not any National policy on water resources, neither a sectoral strategy low carbon emissions, there is not a strategy to control illegal mining. No mention is made about a New Forest law.

The environmental impact of aerial fumigations with glyphosate also continued to be a concern, although there was a noticeable shift in the government's policy away from spraying and towards reinforced manual eradication. Nonetheless in CONPES Document 3669⁵⁷ and NDP 2010-2014, aerial fumigations continue to be an adopted strategy of the Government.

I.6.2.4 Key national counterparts (at local, regional or national level) and EU (EC & EU MS) staff confirm the State's political willingness and capacity to maintain and further develop the conditions for lasting environmental sustainability generated by EC support.

A nivel local, 17 corporaciones autónomas regionales que hacen parte de Pacto de Gobernanza Forestal, tienen la voluntad y en muchos casos la obligación de continuar con las acciones y espacios construidos en el marco del proyecto. 11 corporaciones están revisando y tienen la voluntad de adoptar el Plan de Legalidad de la Madera. (Extracto entrevista MN215 – Director CARDER). En este sentido, hay evidencias que entidades públicas de orden local tienen voluntad de continuar con proyectos apoyados por EU.

Sin embargo, a nivel nacional, no hay mas evidencias ya que las acciones desarrolladas por la UE en el tema ambiental sean prioridades del gobierno nacional o exista la voluntad de continuar con ellas. En los proyectos ejecutados no se evidencia la participación o articulación con el Ministerio de Medio Ambiente, que es la representación del gobierno nacional en la materia.

En efecto, durante la entrevista elaborada a responsables de la delegación de UE en el tema ambiental (MN215), afirman que a pesar de la importancia que tiene el eje ambiental, tanto en los programas de laboratorios de paz y Desarrollo económico Local, y las importantes contribuciones que se han hecho por medio de la cooperación temática o la cooperación regional, la UE en Colombia no ha definido una agenda política de trabajo y articulación con el Ministerio de Ambiente

Sources of verification :

- National policy documents: Departamento Nacional de Planeación (DNP), "Plan Nacional de Desarrollo 2002-2006. Hacia un Estado Comunitario", (2002); Departamento Nacional de Planeación (DNP), "Plan Nacional de Desarrollo 2006-2010 Estado Comunitario: Desarrollo para Todos" vol.1 y vol.2, (2006), Departamento Nacional de Planeación (DNP), "Plan Nacional de Desarrollo 2010-2014. Prosperidad para Todos. Más Empleo, Menos Pobreza y Más Seguridad" (2010)

⁵⁵ Ley 1021 de 2006 "Ley General de Florestas"

⁵⁶ International Tropical Timber Organisation (ITTO), "Status of Tropical Forest management, 2011", Technical series 38, June 2011, pag 292.

⁵⁷ DPN, (2010), *Política nacional de Erradicación de Cultivos Ilícitos y Desarrollo Alternativo para la Consolidación Territorial* (CONPES 3669)

- European Commission, “Colombia Mid-term Review and National Indicative Programme 2011-2013”, (2011)
- Inventory of EC projects (bilateral programmes)
- Programme Documents for III Peace Laboratory: i) Convenio de Financiación entre la Comunidad Europea y la Republica de Colombia “Tercero laboratorio de Paz” ALA/2005/017-668, (2005), ii) ROM Reports 2007, 2008, 2010, 2011, iii) Evaluación Intermedia del III Laboratorio de Paz SPECIFIC CONTRACT N° 2009/218715 (Feb 2010), iv) Guidelines for the Calls for Proposals like ‘Guía para los solicitantes de Subvenciones Tercer Laboratorio de Paz – Región Meta Convocatoria Abierta Desarrollo Regional ‘ - No Referencia EuropeAid/127-081/M/ACT/CO , v) Guía para los solicitantes de Subvenciones Tercer Laboratorio de Paz – Región Montes de María Convocatoria Abierta Desarrollo Regional’ - No referencia EuropeAid/127-079/M/ACT/CO
- Programme Documents for Desarrollo Económico Local Y Comercio en Colombia : i) Convenio de Financiación entre la Comunidad Europea y la Republica de Colombia “Ala/2007/019-004, ii) ROM 2009, 2011, iii) Informe Final Evaluación Intermedia del Programa Desarrollo Económico Local y Comercio Request n°2010/250273 (2010),
- Project: Conservación y desarrollo sostenible en la región biogeografica del Choco: construyendo capacidades para el mejoramiento de la calidad de vida y la sostenibilidad ambiental’ (2002): i) Project Description & logframe; ROM 2005, PS, ROM 2008,
- Project Gobernanza Forestal / Bosques FLEGT / Colombia : i) Project Description, ii) ROM 2007 2008, iii) Final Activity Report, iii) Final Evaluation Gobernanza Forestal, Bosques FLEGT/ Colombia- ENV/2006/114-796
- Project: ‘Ordenación Forestal y gestión a través del manejo y aprovechamiento sostenible de los recursos maderables y no maderables del bosque bajo modelos de fortalecimiento organizacional con estrategia de desarrollo’ : i) Project Description, y Logframe ii) ROM 2008, 2009 2010
- Project: Ecological and financial sustainable management of the Guiana Shield Eco-region: i) Project Description, II) UNDP Contribution Agreement EuropeAid/ENV/2006-116455/CSU, iii) ROM 2009, iv) Study to institutionalize the GSI v)Mid-term Evaluation
- Project: Guyana Shield Facility: i) Action Fiche
- Other Sources: WWF, ‘In the field 11.the Challenge of mine. Colombia under Earth. (2011), Ley 1021 de 2006 “Ley General de Florestas”, International Tropical Timber Organisation (ITTO), “Status of Tropical Forest management, 2011”, Technical series 38, June 2011, pag 292., DPN, (2010), Política nacional de Erradicación de Cultivos Ilícitos y Desarrollo Alternativo para la Consolidación Territorial (CONPES 3669,
- ‘Eusebio Sánchez Serrano y Rafael Mejía Bermejo ‘Finca Montemariana: Una alternativa de producción sostenible en la Región’. Observatorio Montes de Maria

▪ Observatorios regionales de Paz y desarrollo

Methods :

- Document analysis
- Case studies (bilateral programmes analysed more in-depth)
- Inventory Analysis

EQ7: INSTRUMENTS AND AID MODALITY

EQ 7	To what extent has the EC ensured an appropriate mix of financing instruments (geographic and thematic), aid delivery modalities and implementation mechanisms to achieve its objectives?
Evaluation criteria: Relevance, Efficiency, Effectiveness, Sustainability and Coherence	
<p>RATIONALE:</p> <p><i>This question covers the following three main issues.</i></p> <p><i>First it covers the issues of efficiency and effectiveness of the cooperation strategy and focuses on the link between the choice of financing instruments (geographic, thematic budget lines and horizontal programmes), aid modalities (project/programme approach, budget support, SWAp) and implementation mechanisms (project/PIU, project/GoC, project/CA, project/NGO, grants to CSO/NGO, international/local TA), and their appropriateness vis-à-vis: i) the outputs, results and expected impacts of the strategy, and ii) the specific policy and institutional capacity context within which the strategy is pursued.</i></p> <p><i>All financing instruments, aid delivery modalities and the main implementation mechanisms will be considered when applicable.</i></p> <p><i>The efficiency and effectiveness will be measured both at the overall level of cooperation (the appropriateness of the mix of financing instruments, aid modalities and implementation mechanisms used to achieve the overall objectives of Commission cooperation with Colombia) and at sector level (the appropriateness of the mix of financing instruments, aid modalities and implementation mechanisms used within a sector/area of intervention to achieve the expected results/objectives).</i></p> <p><i>The question also addresses the extent to which dialogue and coordination between the EU and the partner country's structures, as well as between EUD and EC HQ, have influenced the quality of the identification and design of the interventions and therefore have had an effect on their relevance and potential sustainability. The question will also address the internal coherence of the Commission's interventions and, in particular, check whether the objectives pursued have been articulated in a manner that permits maximisation of their contribution to the overall objectives and whether the selected interventions have been designed and/or implemented with a view to being mutually supportive and progressive, that is to say with a view to ensuring complementarity, creating synergies, and obtaining an overall result greater than the sum of the individual operations' results.</i></p> <p><i>The main source will be the interventions selected for the desk phase study in the focal sectors.</i></p>	
<p>SOURCES OF INFORMATION</p> <p><i>The answer presented below is based on evidence from several sources:</i></p> <ul style="list-style-type: none"> ▪ <i>Interviews with EC officials and with national stakeholders in Bogotá</i> ▪ <i>Analysis of European and international commitments on aid effectiveness</i> ▪ <i>Analysis of EC policy and strategy evolution</i> ▪ <i>Inventory of EC financial commitments</i> 	

- *Analysis of all selected EC interventions*
- *Analysis of all CSPs/NIPs for the programming periods 2002-2006 & 2007-2013*
- *Field assessment of relevant policy evolution and incorporation of related EC policy commitments into country programming and interventions.*

OVERVIEW RESPONSE

The aid modalities chosen (and implementation mechanisms) and their mix have proven to be fairly adequate to enable the EC to reach the objectives pursued both at overall cooperation and at sector level. This choice of aid delivery modalities, financing instruments and implementation mechanisms, as well as their mix, is not gratuitous. It is the result of different and complementary factors which the EC takes into consideration, mainly: i) the necessity to adopt a three-fold approach to peace-building (and the related combination of aid instruments it implies) by tackling the roots of the conflict simultaneously in the short, medium and long term; and ii) the importance given to implementation processes and not only to interventions results. As regards effectiveness and impact in the fields of peace and stability, rule of law, justice and human rights, project approach and a mix of programmable and non-programmable cooperation appear to be the most adequate options, although results as regards efficiency are less convincing, insofar as PA bears negatively on project and programme efficiency, particularly in their initial implementation phase, except in the case of projects implemented under contribution agreements.

Good levels of sustainability derive from the promotion of capacity-building processes and ownership. Indeed, even without following the EC Institutional Capacity Development (CD) framework as proposed in the 2008 Backbone Strategy or a standard institutional capacity assessment of partner country institutions, the EC's intervention modalities in Colombia are framed in a coherent institutional development strategy. As regards ownership, the preference given to calls for proposals and grants, as well as the EC support to the formulation of a national public policy agenda and to the design of national public policies in areas related to peace-building, human rights, IDPs land tenure and trade, are generating the basis for its maturity.

Finally, while coordination and complementarity between the different levels of intervention (bilateral, sub-regional and regional) and the different instruments (ALA/DCI-ALA and thematic budget lines and programmes) are considered essential so as to give internal coherence to the EC's cooperation strategy, different factors have militated against internal coherence. The most relevant is the fact that, in a country like Colombia, with its internal armed conflict and demanding humanitarian situation, coordination has been a source of strain, in particular when there is a shift in the balance between bilateral aid implemented by the national government, and thematic budget-lines executed through grassroots organisations and other civil society actors. Such shift raises the issue about how relevant it is for EC's cooperation, in a context of armed conflict, to preserve spaces of "discretionary action" in sensitive fields of intervention (also described as margin of "non-alignment" -as opposed to the aid effectiveness principle of alignment-) through a specific cooperation programme or financial tool.

JC 7.1:

The aid modalities chosen (and implementation mechanisms) and their mix facilitate attainment of the objectives pursued both at overall cooperation level and at sector level

I.7.1.1 Evidence that different aid modality options were analysed in the programming phase (in programming and other documents, in the perceptions of key stakeholders, etc.)

Non specific to selected interventions	<p>Documentary review gives evidence that different aid modality -and most of all aid instruments- options have been analysed in the programming phase.</p> <p>In the period of reference, aid in Colombia is delivered through 3 main modalities: programme-based project approach (PA); project approach under Contribution Agreement (PA/CA); Sector Budget Support (SBS).</p>
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	<p>In the programming documents 2002-2006, the EC presents an aid package focused on supporting the peace process, made of a mix of programmable and non programmable aid instruments. The main contribution consists of €105M in programmable aid and the EC points out its intention to implement this aid through programme-based multi-sector approach due to the fact that the basic conditions for sector wide approach are not met yet in Colombia.</p> <p><i>“In the case of Colombia, an innovative programme-based multi-sector approach will be adopted. Moving to a sector-wide approach is not yet possible in Colombia since the basic conditions for such a move (sound policy framework, effective institutions, monitoring and evaluation systems indicators) are not in place....An approach has to be chosen that allow us to support on-going efforts by Colombian civil society and institutional re-enforcement. The Peace Laboratory concept builds on this and it contains elements from the four different policy areas identified as priorities. The Commission is planning to move the implementation of its development cooperation activities towards programmes under the responsibility of local counterparts, if and when there are effective institutions that ensure appropriate management. There are already some programmes (notably the Peace Laboratory in the Magdalena Medio) where this is already foreseen.</i></p> <p><i>...Colombia has stressed the need for assistance in the trade area to enable it better to participate in the WTO system and improve its economic growth. In this respect, the Commission will explore with the Colombian authorities how best to support it in its efforts to build its institutional, judicial, and regulatory capacities in trade related fields, notably through technical assistance. CSP 2002-2006, 21</i></p> <p>Additional to this project-based technical and financial cooperation, <i>Colombia qualifies for funding under certain funding mechanisms and thematic programmes of the DCI and other instruments that are not programmable.</i> In the programming periods under study, the EC makes extensive use of a variety of instruments and budget lines, such as:</p> <ul style="list-style-type: none"> • <i>NGO Co-financing: support (to) NGO projects in sectors consistent with actions directed to reduce/eliminate the armed conflict.</i> • <i>Uprooted people, (a budget line that has been closed in 2006) aims at providing the chronically displaced population with ways to insert and integrate into society, socially and economically.... the Commission intends to make Colombia the main beneficiary of this budget line in Latin America.</i> • <i>Humanitarian Aid: assistance to internally displaced populations through ECHO.</i> • <i>Human Rights: ... support civil society in their work promoting and defending human rights, to support local peace initiatives and to support the Colombian Control Agencies and Institutions (Ombudsman/Personería, Procuraduría, Defensoría, etc.). Colombia has been selected as a “focus” country in the Human Rights budget line (B7-703) for the period 2002-2004.</i> • <i>Environment / Tropical Forests: .. support (to) innovative pilot activities and strategic studies that address the problems affecting forest and negative environmental trends while contributing to the overall objective of poverty reduction.</i> • <i>Science and Technology (S&T); Regional Programmes (at the level of the CAN); Horizontal Programmes (AL-Invest, ALFA, URB-AL, @LIS, Synergie, etc.). These programmes of economic co-operation will be important for Colombia since bilateral economic co-operation for Colombia will be limited during the next few years given the priority being given to the support to the Peace Process and the effects of violence in the country. CSP 2002-2006, 22-23 & 25</i> <p>These many budget lines and instruments are updated after 2006 and, in the following programming period 2007-13, they are regrouped in 3 main thematic budget lines.</p>
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	<p><i>Como acciones complementarias a la ayuda oficial al desarrollo, se adicionan los diferentes programas financiados por diversas líneas temáticas tales como:</i></p> <ul style="list-style-type: none"> ➤ <i>Instrumento de Cooperación al Desarrollo (migración, medio ambiente, actores no estatales y autoridades locales, etc.),</i> ➤ <i>Instrumento de Democracia y Derechos Humanos, el Instrumento de Estabilidad (apoyo a víctimas)</i> ➤ <i>Instrumento de Ayuda Humanitaria (ECHO).</i> <p>Anexo 1, REVISIÓN DE MEDIO PLAZO DE LA ESTRATEGIA PAÍS DE LA COMISIÓN EUROPEA EN COLOMBIA 2007 – 2013. Consulta con las Entidades Gubernamentales - Congreso de la República de Colombia, 2</p> <p>The combination of aid instruments (more than aid modalities) may also find some justification in the consideration that <i>Cooperation in a context of conflict requires the European Commission to be able to react rapidly and flexibly in contractual and financial matters. CSP 2007-2013, 17</i></p> <p>In the programming documents 2007-2013 and in the MTR (2010), the EC makes clearer the logic that supports the combination of aid instruments. <i>Based on the analysis (that) there is no single solution for promoting peace in Colombia (and that) the various roots of the conflict⁵⁸ have to be addressed simultaneously</i>, the EC proposes to implement simultaneously short term impact actions –assistance to victims of violence, mainly through non-programmable aid-; medium term effect actions –peace promotion at local and national levels, through programmable aid under the Development Cooperation Instrument, included within focal sectors 1 and 2 of the NIP- and long-term effect actions promoting development for all –through programmable aid under the Development Cooperation Instrument included within Sectors 1 and 3 of the NIP-. CSP 2007-2013, 25 and MTR,17</p> <p>EUD studies the option of switching to budget support, already in the 2007-13 programming period</p> <p><i>Compte tenu de l'incidence limitée de la coopération sur le budget national, il ne semble pas souhaitable d'utiliser l'instrument de l'appui budgétaire en Colombie. Néanmoins – et sans perdre de vue la situation politique du pays qui exige de diversifier les partenaires de coopération et, notamment, de maintenir une coopération forte avec la société civile – la Délégation introduit graduellement des éléments qui orientent la coopération bilatérale vers l'appui sectoriel. Lors des identifications de projets, notamment dans le cadre du CSP 2007-2013, cela se traduit par des efforts pour (i) être plus à l'écoute des besoins tels qu'exprimés par l'État, (ii) une meilleure intégration de la coopération dans les stratégies de l'État, (iii) une appropriation effective de la coopération par l'État et (iv) une coordination plus efficace entre coopérants dans les secteurs d'intervention. EAMR1/07</i></p> <p>With the MTR (2010), the EC informs that, taking into account the experience gained with the Peace Laboratories, <i>the option of switching to budget support in this field (Peace Laboratories) has been given some consideration, and a study on public policies for local development and peace will be carried out under a recently committed project. Any such move would, however, depend on a number of preconditions, prominent amongst which is the consolidation of public policies in this area. MTR, 14.</i></p>
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⁵⁸ The main root-causes of the conflict such as marginality, inequality, social exclusion and extreme poverty (CSP2002-06, 21)

	<p>Nevertheless, the choice of technical and financial cooperation based on project approach is maintained with the Regional Development Peace and Stability and New Territories of Peace Programmes, a choice an EUD official explains in the following terms: <i>Dans les LP, l'accent est mis sur le processus et sur le renforcement des capacités LOCALES / RÉGIONALES qui en découle. L'Appui Budgétaire tend à une re-concentration / recentralisation. MN11, interviews in Exploratory Phase.</i></p> <p>Important to mention that, under thematic budget lines and bilateral programmable cooperation, most of the funds have been allocated through calls for proposals / grants to finance projects implemented, at national, regional and local level, by CSOs and public institutions.</p> <p>Finally, a complementary instrument has entered into application: the GSP+ (prolongation of GSP). <i>Since 1 July 2005, Colombia has benefitted from the GSP + (generalised preference system) mechanism, which was designed as an instrument of development aid. Source: CSP 2007-2013, 17</i></p>
Rule of Law, Justice and Human Rights	<p><i>(PA/CA) La administración de los fondos de la CE para el proyecto se realiza a través de un acuerdo FAFA CE -ACNUR y se complementa con un Acuerdo de Contribución específico entre ACNUR y CE. ROM UNHCR 2009,2</i></p> <p>See also the Sinopsis del Proyecto, Protection of land and patrimonial assets of displaced population, p. 1: 'Entre 2003 y 2005, Acción social, en coordinación con el BM, ASDI, USAID y ACNUR trabajaron en el marco de un proyecto conjunto para el diseño de herramientas y metodologías que permitieran la protección de los derechos de propiedad de la población rural desplazada o bajo riesgo de desplazamiento. El objetivo de esta intervención inicial es la mitigación de los efectos del desplazamiento, facilitando su estabilización socio económica. En el año 2008, la CE decidió sumarse a esta iniciativa en el marco de la ejecución de su tercera fase. La participación de la CE se diseñó a través del ACNUR bajo un formato de Acuerdo de Contribución en el marco del FAFA entre NNUU y la CE. Por tanto la administración de los fondos de la contribución Europea sería realizada a través del ACNUR, aprovechando la legitimidad e incidencia política de esta agencia en el país, especialmente en materia de desplazamiento y protección de la propiedad de las tierras de desplazados. Dicho acuerdo fue firmado en diciembre de 2008 e inició su ejecución en marzo 2009 (por addendum nº1 se modificó la fecha de inicio de abril a marzo 2009).'</p> <p><i>United Nations agencies: EC cooperation takes shape in part through the intermediary of the United Nations, making it possible to benefit from the experience and the neutrality of the organisation in specific fields and because this involves a tangible form of EU political support for its action in Colombia. Greater coordination between the United Nations agencies would nevertheless be desirable. CSP2007, 18</i></p> <p>No further evidence to the above cited was found.</p>
Productivity, competitiveness and Trade	<p>According to the ID fiche, the choice to implement the programme "Support to the Dairy Sector in Colombia" through the Sector Budget Support modality is based on an analysis checking if the country meets the conditions for budget support.</p>

4. Implementation issues:

- Sector Budget Support:

According to the analysis of information presented above and the documents related to studies of the public finance management (the PFMPR and Status of the Colombian Public Procurement System studies), and sector public policy (Conpes 3675, and the Agreement on Competitiveness of the Colombian Dairy Chain) we can conclude that Colombia is very likely to meet the eligibility criteria for a sector budget sector action.

“Support to the Dairy Sector in Colombia” ID fiche

I.7.1.2 Evidence that the choice of aid modalities and their mix in the programming documents take into account the expected outcomes and impacts at both overall cooperation and sector levels.

Non specific to selected interventions

Quotations from EC programming documents consulted and referred to in Indicator I.7.1.1 above, help inform the present indicator. They confirm that, in the process of choosing aid modalities in the period of reference, the EC has taken into account EC cooperation expected outcomes at sector and global levels more than the global impacts, as summarized in table 62 below.

TABLE 60: EC COOPERATION WITH COLOMBIA FROM 2002 TO 2011

Expected outcomes at sector level					
Peace and Stability, including alternative development					
1	sustainable human development				
2	reduction of all illicit activities (particularly drug production and trafficking and illicit trafficking in small arms)	Global expected outcomes		Impacts	
3	the creation of areas of peaceful coexistence	1	Peace process strengthened	Regional stability reinforced	
4	the development of the public domain	2	improved quality of life of vulnerable population groups	Social cohesion strengthened	
		3	Strengthened rule of law throughout the territory	economic integration process deepened	
		4	Equitable economic growth		
Rule of Law, Justice and Human Rights					
1	more effective legal system;				
2	guaranteeing of human rights;				
3	good governance				
4	promotion of the social dialogue.				

	<table border="1"> <tr> <td colspan="2" data-bbox="584 188 1137 228">Productivity, competitiveness and Trade</td> </tr> <tr> <td data-bbox="584 228 633 296">1</td> <td data-bbox="633 228 1137 296">Increasing the country's capacity to integrate into a global economy</td> </tr> </table> <p style="text-align: center;">Sources: CSP 2002-06, 2007-11 AND MTR 2010</p>	Productivity, competitiveness and Trade		1	Increasing the country's capacity to integrate into a global economy																																																																																	
Productivity, competitiveness and Trade																																																																																						
1	Increasing the country's capacity to integrate into a global economy																																																																																					
I.7.1.3 Positive/negative influence of chosen aid modalities and their mix on the technical and financial implementation performance of programmes and projects.																																																																																						
Non specific to selected interventions	<p>Summarizing, how aid modalities and their mix impact on the technical and financial implementation performance -i.e. EFFICIENCY- of programmes and projects, it appears, from ROM and evaluation documents, that:</p> <ul style="list-style-type: none"> the main chosen modality –project approach (PA)- bears negatively on projects / programmes efficiency, in particular in their first months /year of implementation; financial implementation through calls for proposals / grants tends to compensate those negative effects; On the contrary, the PA/ CA modality shows good results regarding efficiency. <p style="text-align: center;">TABLE 61 EFFICIENCY ACCORDING TO SCORES ATTRIBUTED BY ROMS TO SELECTED INTERVENTIONS</p> <table border="1"> <thead> <tr> <th data-bbox="472 691 1406 730">Efficiency- Selected Interventions</th> <th data-bbox="1406 691 1480 730">2006</th> <th data-bbox="1480 691 1554 730">2007</th> <th data-bbox="1554 691 1628 730">2008</th> <th data-bbox="1628 691 1702 730">2009</th> <th data-bbox="1702 691 1776 730">2010</th> <th data-bbox="1776 691 1910 730">Average</th> </tr> </thead> <tbody> <tr> <td data-bbox="472 730 1406 762">JUSTICIA PARA LA REDUCCIÓN DE LA IMPUNIDAD</td> <td data-bbox="1406 730 1480 762">2</td> <td data-bbox="1480 730 1554 762"></td> <td data-bbox="1554 730 1628 762"></td> <td data-bbox="1628 730 1702 762">3</td> <td data-bbox="1702 730 1776 762"></td> <td data-bbox="1776 730 1910 762">2.50</td> </tr> <tr> <td data-bbox="472 762 1406 794">LP III</td> <td data-bbox="1406 762 1480 794"></td> <td data-bbox="1480 762 1554 794">2</td> <td data-bbox="1554 762 1628 794">3</td> <td data-bbox="1628 762 1702 794"></td> <td data-bbox="1702 762 1776 794">2</td> <td data-bbox="1776 762 1910 794">2.33</td> </tr> <tr> <td data-bbox="472 794 1406 826">ACNUR: Protección de personas en situación de desplazamiento y de sus bienes patrimoniales</td> <td data-bbox="1406 794 1480 826"></td> <td data-bbox="1480 794 1554 826">3</td> <td data-bbox="1554 794 1628 826">4</td> <td data-bbox="1628 794 1702 826"></td> <td data-bbox="1702 794 1776 826"></td> <td data-bbox="1776 794 1910 826">3.50</td> </tr> <tr> <td data-bbox="472 826 1406 890">Apoyo al Gobierno de Colombia para reintegración socio-económica de poblaciones desplazadas y el fortalecimiento de comunidades para consolidar procesos de reintegración y reconciliación</td> <td data-bbox="1406 826 1480 890"></td> <td data-bbox="1480 826 1554 890">1</td> <td data-bbox="1554 826 1628 890">2</td> <td data-bbox="1628 826 1702 890">2</td> <td data-bbox="1702 826 1776 890"></td> <td data-bbox="1776 826 1910 890">1.67</td> </tr> <tr> <td data-bbox="472 890 1406 922">Protección y promoción de los DDHH, democracia y Estado de Derecho en Colombia</td> <td data-bbox="1406 890 1480 922"></td> <td data-bbox="1480 890 1554 922"></td> <td data-bbox="1554 890 1628 922">3</td> <td data-bbox="1628 890 1702 922">3</td> <td data-bbox="1702 890 1776 922"></td> <td data-bbox="1776 890 1910 922">3.00</td> </tr> <tr> <td data-bbox="472 922 1406 954">ASISTENCIA TÉCNICA AL COMERCIO EXTERIOR EN COLOMBIA</td> <td data-bbox="1406 922 1480 954"></td> <td data-bbox="1480 922 1554 954"></td> <td data-bbox="1554 922 1628 954"></td> <td data-bbox="1628 922 1702 954"></td> <td data-bbox="1702 922 1776 954">2</td> <td data-bbox="1776 922 1910 954">2.00</td> </tr> <tr> <td data-bbox="472 954 1406 986">DRPE</td> <td data-bbox="1406 954 1480 986"></td> <td data-bbox="1480 954 1554 986"></td> <td data-bbox="1554 954 1628 986"></td> <td data-bbox="1628 954 1702 986"></td> <td data-bbox="1702 954 1776 986">2</td> <td data-bbox="1776 954 1910 986">2.00</td> </tr> <tr> <td data-bbox="472 986 1406 1018">Institutional Strengthening for assistance to conflict victims</td> <td data-bbox="1406 986 1480 1018"></td> <td data-bbox="1480 986 1554 1018"></td> <td data-bbox="1554 986 1628 1018"></td> <td data-bbox="1628 986 1702 1018"></td> <td data-bbox="1702 986 1776 1018">2</td> <td data-bbox="1776 986 1910 1018">2.00</td> </tr> <tr> <td data-bbox="472 1018 1406 1050">Desarrollo Económico Local y Comercio en Colombia</td> <td data-bbox="1406 1018 1480 1050"></td> <td data-bbox="1480 1018 1554 1050"></td> <td data-bbox="1554 1018 1628 1050"></td> <td data-bbox="1628 1018 1702 1050">2</td> <td data-bbox="1702 1018 1776 1050"></td> <td data-bbox="1776 1018 1910 1050">2.00</td> </tr> <tr> <td data-bbox="472 1050 1406 1082">Protection of land and patrimonial assets of displaced population</td> <td data-bbox="1406 1050 1480 1082"></td> <td data-bbox="1480 1050 1554 1082"></td> <td data-bbox="1554 1050 1628 1082"></td> <td data-bbox="1628 1050 1702 1082">3</td> <td data-bbox="1702 1050 1776 1082">3</td> <td data-bbox="1776 1050 1910 1082">3.00</td> </tr> <tr> <td data-bbox="472 1082 1406 1121">Average</td> <td data-bbox="1406 1082 1480 1121">2</td> <td data-bbox="1480 1082 1554 1121">2</td> <td data-bbox="1554 1082 1628 1121">3</td> <td data-bbox="1628 1082 1702 1121">2.6</td> <td data-bbox="1702 1082 1776 1121">2.2</td> <td data-bbox="1776 1082 1910 1121">2.44</td> </tr> </tbody> </table> <p>Note: In the present table as in the following based on ROM results, the classical abcd ROM scores, have been transformed in 4321 respectively, 4 being the highest score.</p> <p style="text-align: center;">TABLE 62: AID MODALITY EFFECTS IN TERMS OF EFFICIENCY</p>		Efficiency- Selected Interventions	2006	2007	2008	2009	2010	Average	JUSTICIA PARA LA REDUCCIÓN DE LA IMPUNIDAD	2			3		2.50	LP III		2	3		2	2.33	ACNUR: Protección de personas en situación de desplazamiento y de sus bienes patrimoniales		3	4			3.50	Apoyo al Gobierno de Colombia para reintegración socio-económica de poblaciones desplazadas y el fortalecimiento de comunidades para consolidar procesos de reintegración y reconciliación		1	2	2		1.67	Protección y promoción de los DDHH, democracia y Estado de Derecho en Colombia			3	3		3.00	ASISTENCIA TÉCNICA AL COMERCIO EXTERIOR EN COLOMBIA					2	2.00	DRPE					2	2.00	Institutional Strengthening for assistance to conflict victims					2	2.00	Desarrollo Económico Local y Comercio en Colombia				2		2.00	Protection of land and patrimonial assets of displaced population				3	3	3.00	Average	2	2	3	2.6	2.2	2.44
Efficiency- Selected Interventions	2006	2007	2008	2009	2010	Average																																																																																
JUSTICIA PARA LA REDUCCIÓN DE LA IMPUNIDAD	2			3		2.50																																																																																
LP III		2	3		2	2.33																																																																																
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Apoyo al Gobierno de Colombia para reintegración socio-económica de poblaciones desplazadas y el fortalecimiento de comunidades para consolidar procesos de reintegración y reconciliación		1	2	2		1.67																																																																																
Protección y promoción de los DDHH, democracia y Estado de Derecho en Colombia			3	3		3.00																																																																																
ASISTENCIA TÉCNICA AL COMERCIO EXTERIOR EN COLOMBIA					2	2.00																																																																																
DRPE					2	2.00																																																																																
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Protection of land and patrimonial assets of displaced population				3	3	3.00																																																																																
Average	2	2	3	2.6	2.2	2.44																																																																																

	Positive effects on Efficiency	Negative effects on Efficiency
Project-approach	<ul style="list-style-type: none"> High pressure on the project management team due to the N+3 rule favours financial execution 	<ul style="list-style-type: none"> Weaknesses in the identification phase (see quotation below1) In general, an overextended starting phase of projects or programmes; a slow start and a low level of technical and financial implementation. The ROM scores regarding efficiency tend to be low at the beginning and go up in the last years of implementation, passing from c to b scores. Slow and bureaucratic mechanisms regulating ATI's selection and contract processes, approval of programming documents, access to EC funds Heavier EC procedures, all the more with the new programming tools (Programme Estimates) 2 and 3 scores. In some cases, delayed availability of counterparts' funds Delays due to conflicts between EC's and national procedures Poor inter institutional coordination
What the implementation through calls for proposals and grants means regarding efficiency	<ul style="list-style-type: none"> Favours financial programming allows to group and manage in one bunch a great number of contracts, favouring swift financial implementation Transparency, communication 	<ul style="list-style-type: none"> The projects proposed for grant are often technically deficient due to the low levels of formal education in grassroots and other organizations representatives and the lack of technical assistance mechanisms to help design the projects.
Projects under Contribution Agreements	<ul style="list-style-type: none"> use of lighter financial management procedures than the EC's (confirmed by EUD officials MN 017 field phase interviews) The ROM scores regarding efficiency tend to be higher in the case of project under CA, showing 4 and 3 scores, proof that the use of lighter procedures than EC's helps technical and financial implementation. 	<ul style="list-style-type: none"> Reduced size of projects and budgets
<p>1- <i>Several projects in Colombia have faced delays and problems in implementation that have been due to several reasons, among them: problems in the identification phase caused often by the complexity of the situation on the ground and in particular, the degree of violence. The rapid changes in the situation on the ground also make it difficult to identify the programmes correctly since the actual situation at the beginning of the project may largely differ from the one when the project was identified. The frequent changes in the political scenario (and also in the security situation on the ground) make programming in Colombia particularly difficult. CSP 2002-06, 20</i></p> <p>2- <i>The 2007 reforms the EC has introduced in project management (Programme Estimates, centralized execution) have meant delays particularly in the launching phase of the projects MN 015 field phase interviews</i></p> <p>3- <i>Le DP exige plus de rigueur que les POG, POA. Il introduit un problème de seuils de gestion. Avec le DP : décentralisation partielle et non <i>substantielle</i>.</i></p>		

	<p>MN11, interviews in Exploratory Phase.</p> <p>4- <i>En el marco del convenio la DUE entrega los recursos y espera la ejecución de las actividades bajo sus mecanismos administrativos y olvidan instrumentos administrativos colombianas en entidades públicas, lo cual hace que la ejecución sea compleja y lenta. El grupo de trabajo invierte mucho tiempo en procesos administrativos y en varias ocasiones asumen tareas de otros actores, incluyendo DUE, con el objeto de agilizar los trámites. MN14, interviews in Exploratory Phase.</i></p>
Peace and Stability, including alternative development	<p>Aspects related to efficiency in the implementation of LPiII, according to ROM and MTE.</p> <p><i>Hay un retraso de un año en la ejecución de las actividades que pone en riesgo la ejecución de las convocatorias a proyectos para subvenciones en los componentes geográfico y temático antes del término n + 3 (1 de junio de 2009). El retraso se debe al largo proceso de formulación y aprobación del POG (julio 2006 – mayo 2007) y POA 1 (aprobado en agosto 2007), formulación y aprobación de los proyectos estratégicos del componente geográfico (aprobados en septiembre 2007), firma de contratos deservicio entre AS y ECR, adjudicación del contrato de servicios de ATI. Ha habido retraso así mismo en la ejecución de las licitaciones para suministros de equipos y medios de transporte. Por lo tanto en las ECR del componente geográfico hasta la fecha no ha habido disponibilidad de fondos CE...</i></p> <p>LPiII ROM 2007</p> <p><i>Pese a una fase de arranque muy lenta (casi un año de inactividad), que luego ha motivado la realización de una extensión en tiempo a nivel del CF, el Programa logró recuperarse y ha comprometido a la fecha más del 98,7% de los recursos de la CE mediante contratos específicos (incluyendo una solicitud de utilización de Imprevistos).</i></p> <p>LPiII, MTE 2010</p> <p><i>Si bien la coordinación operativa del Programa es funcional, todavía falta:</i></p> <ul style="list-style-type: none"> - <i>Afinar mecanismos como los Comités Directivos de los tres componentes para garantizar la interlocución y reforzamiento entre ellos, así como la coherencia del Programa.</i> - <i>Una mayor y mejor coordinación entre Acción Social y las ECRs, y entre AS y la Del.UE, ... Al respecto, se resalta que la comunicación directa entre la Del.UE y las ECR's, ha sido un factor de éxito ...</i> - <i>A nivel del monitoreo del Programa, el sistema actual de AS responde sobre todo a los requerimientos del Banco Mundial y no corresponde en su totalidad a las necesidades de la UE.</i> - <i>Varios de los rubros del Programa no demuestran un implementación adecuada y eficaz, como por ejemplo Visibilidad y comunicaciones, Formación y capacitación e Intercambio de experiencias, ... Es necesaria mayor transparencia e información sobre el uso de estos rubros por parte del Beneficiario-AS.</i> <p>LPiII, MTE 2010</p> <ul style="list-style-type: none"> • <i>Local partners (municipalities and Governors) were not meeting their financial contributions as programme counterparts which create execution problems as well as a large loss in terms of effectiveness.</i> • <i>Delays in the submission of applications due to personnel changes, errors in the documentation submitted, review of applications slowed the execution process. Moreover, bureaucracy and little flexibility of administrative procedures slow the operational process.</i> • <i>Short time allocated to the implementation of projects (18 months on average), was not enough to consolidate processes of social capital building. Indeed, the deadline of most of the financing agreement extended in order to achieve the expected results.</i> • <i>The Regional Coordinating Entities 'Entidades Coordinadoras Regionales' (ECR) experienced a huge workload which affect the monitoring of</i>

	<p><i>many activities and grant projects.</i></p> <p>DRN, ROM Analysis, Annex 10</p>
Rule of Law, Justice and Human Rights	<p><i>La eficiencia se valora como muy Buena... El logro de los resultados ha sobrepasado en varios ámbitos lo esperado en cantidad y calidad. Cabe desatacar la capacidad de gestión profesional de ACNUR que se expresa en la relación coste-eficiencia global y en la calidad de los resultados... Se valora positivamente la competencia demostrada en conciliar el mandato de protección con el de fortalecimiento de las instituciones nacionales que dan respuesta al problema del desplazamiento, reflejando con ello su idoneidad para interactuar a nivel del Estado y de las víctimas. ACNUR: Protección de personas en situación de desplazamiento y de sus bienes patrimoniales, ROM2008</i></p> <p><i>In relation to the UNHCR no implementation difficulties have been experienced. On the contrary, impacts are visible, the dialogue is continuous and reporting is done on time. EAMR1/2011</i></p>
Productivity, competitiveness and Trade	<p><i>En forma global en 23 meses el proyecto tiene contratados y pagados € 639,270.48 (PPI y PP1) y ejecutados el 14.4% de la ATI global. La explicación de dichos retrasos son atribuidos a:</i></p> <ul style="list-style-type: none"> <i>-Retrasos para la aprobación de los documentos de programación y arranque debido a un error en el sistema informático de registro y seguimiento contractual de la Unión Europea (correspondencia DUE-Colombia, septiembre 29, 2009).</i> <i>-Atrasos en la contratación de la AT</i> <i>-Problemas con procedimientos europeos, según el equipo de gestión relacionados con el cambio de personal en el área financiera de la DUE.</i> <p>ATI al Comercio en Colombia, ROM 2010</p> <p>Dificultades y trabas</p> <ul style="list-style-type: none"> • “Los procedimientos de la cooperación europea van en contra de la eficacia de la ayuda”. <i>La DUE es vista como burocrática, la UE como no-flexible</i> <i>El Proyecto de Asistencia Técnica al Comercio ha sufrido diversos atrasos: retrasos en los procesos de contrataciones de servicios (demora de la UE para contratar la ATI (1 año); la aprobación del PP inicial demoró 7 meses por problemas del CRIS ; 18 meses para la aprobación de un addendum al CF solicitado para poder redistribuir fondos.</i> <i>Los equipos de trabajo le dedican más tiempo a aplicar los procedimientos que al análisis de temas de fondo</i> <i>Falta tener en la DUE un interlocutor dedicado 100% al proyecto.</i> <i>El Manual de contratación y algunos formatos no están disponibles en español</i> • Contradicción entre los marcos legales (UE y nacional) <i>Anualidad presupuestaria vs pluri-anualidad presupuestaria de los proyectos. (Los órganos de control en Colombia exigen revisar los instrumentos de contratación año por año)</i> • Subraya el desconocimiento de las líneas horizontales de financiación. (AI-Invest, otras) <p>MN10, interviews in exploratory mission,</p>
I.7.1.4 Evidence that the choice of aid modalities and their mix has been the most appropriate for attaining the intermediate and global objectives pursued in the	

programmed time span (as reflected from ROM and mid-term and *ex post* evaluation reports, in other documents, etc.)

Non specific to selected interventions

1. Degree of attainment of outcomes (EFFECTIVENESS) and IMPACT of cooperation interventions implemented in the period of study (2002-11) as emerges from the review of project ROM AND EVALUATIONS on outcomes and impacts.

TABLE 63 : EFFECTIVENESS ACCORDING TO SCORES ATTRIBUTED BY ROMS TO SELECTED INTERVENTIONS

Selected Interventions – Effectiveness	2006	2007	2008	2009	2010	Average
ACNUR: Protección de personas en situación de desplazamiento y de sus bienes patrimoniales		4	4			4.0
Apoyo al Gobierno de Colombia para reintegración socio-económica de poblaciones desplazadas y el fortalecimiento de comunidades para consolidar procesos de reintegración y reconciliación		2	2	3		2.3
ATI Trade					3	3.0
Desarrollo Económico Local y Comercio en Colombia				2		2.0
DRPE					3	3.0
SECTOR JUSTICIA PARA LA REDUCCIÓN DE LA IMPUNIDAD EN COLOMBIA	2			3		2.5
LP III		2	3		3	2.7
Institutional Strengthening for assistance to conflict victims					3	3.0
Protección y promoción de los DDHH, democracia y Estado de Derecho en Colombia			3	3		3.0
Protection of land and patrimonial assets of displaced population				3	3	3.0
Average	2.0	2.7	3.0	2.8	3.0	2.8

Note: In the present table as in the following based on ROM results, the classical abcd ROM scores, have been transformed in 4321 respectively, 4 being the highest score.

TABLE 64: IMPACT ACCORDING TO SCORES ATTRIBUTED BY ROMS TO SELECTED INTERVENTIONS

Selected Interventions- IMPACT	2006	2007	2008	2009	2010	Average
JUSTICIA PARA LA REDUCCIÓN DE LA IMPUNIDAD EN COLOMBIA	3			2		2.50
LP III		2	3		3	2.67
ACNUR: Protección de personas en situación de desplazamiento y de sus bienes patrimoniales		4	4			4.00
Apoyo al Gobierno de Colombia para reintegración socio-económica desplazados	3	3	3			3.00
Protección y promoción de los DDHH, democracia y Estado de Derecho en Colombia			3	4		3.50
Protection of land and patrimonial assets of displaced population				3	3	3.00
ATI TRADE					3	3.00
Desarrollo Económico Local y Comercio en Colombia				3		3.00
DRPE					3	3.00

	<table border="1" data-bbox="533 193 1771 260"> <tr> <td>Institutional Strengthening for assistance to conflict victims</td> <td></td> <td></td> <td></td> <td></td> <td>3</td> <td>3.00</td> </tr> <tr> <td>Average</td> <td>3.0</td> <td>3.0</td> <td>3.3</td> <td>3.0</td> <td>3.0</td> <td>3.1</td> </tr> </table> <p>Note: In the present table as in the following based on ROM results, the classical abcd ROM scores, have been transformed in 4321 respectively, 4 being the highest score.</p> <p>2. Relationship between the results achieved –as reported in ROM and evaluation documents- and the aid delivery modality chosen.</p> <p>The documentary review only allows inferring that PA and a mix of programmable and non programmable cooperation are the most suitable options for attaining, in the programmed time span, the intermediate and global objectives of interventions which are part of an integral cooperation strategy, as the ones implemented in the fields of peace and stability, rule of law, justice and human rights.</p> <p><i>Between 2002 and 2006, peace laboratories became the European Union’s most important financial and technical cooperation programmes in Colombia. They made it possible to adopt an integral approach to tackling the causes of the conflict by unlocking the potential for development, de-intensifying the conflict and reducing the high levels of inequality. The other projects made it possible in particular to consolidate the institutional structure further and boost the capacities of State and indigenous community entities.</i></p> <p><i>The impact of the projects carried out under the non-programmable budget lines has been very considerable.</i></p> <p><i>Complementarity between programmable and non-programmable cooperation is essential to the development of an integral cooperation strategy. CSP2007, 17</i></p> <p>In the field of productivity, competitiveness and trade, project approach has been recently complemented with the adoption, in 2011, of the SBS modality in support of the dairy sector.</p> <p>Yet, there is no point of comparison offered to declare project approach as the most appropriate neither any report on the analysis carried out when the 2007-13 CSP was under preparation and the option to switch to budget support was envisaged. Project approach is a fact and remains so through the successive CSP and MTR.</p> <p>It is interesting to point out that neither the CSP nor the MTR consulting processes, with governmental institutions and with NSA, include any question referring to aid modalities.</p> <p>Furthermore, documentary information does not allow to making out if there is a causal relationship between the results achieved –as reported in ROM and evaluation documents- and the chosen aid modalities.</p> <p>Although, one weakness is repeatedly pointed out, which can be linked to PA aid modality: the lack of measurement tools, due most of all to the fact that no base line study is initially conducted, an omission which limits outcome and impact assessment.</p> <p>Finally, it is clear that other factors play a role in the achievement of outcomes and impact, as appears in the monitoring of projects in the field of Productivity, competitiveness and Trade.</p>	Institutional Strengthening for assistance to conflict victims					3	3.00	Average	3.0	3.0	3.3	3.0	3.0	3.1
Institutional Strengthening for assistance to conflict victims					3	3.00									
Average	3.0	3.0	3.3	3.0	3.0	3.1									
<p>Peace and Stability, including alternative development</p>	<p><i>Conflict Prevention and Resolution and Trade and Economic development macro-sectors perform weakly, 2.78 and 2.42, respectively. Some major issues which affect the attainment of the expected results are the lack of clear and measureable OVI. Furthermore, the monitors underline in several programmes that indicators are mainly process indicators rather that result indicators. Another factor is the lack of a baseline which allows monitoring improvements and changing over the time. It appears an effect of quality of design and efficiency affected programme effectiveness.</i></p>														

	<p><i>Relating to the Peace laboratories, additional elements which emerge from the ROMs are the lack of a political enabling environment in spite of a progressive and continuous dialogue process as well as collaboration and alignment of the various stakeholders involved in the process.</i></p> <p>DRN, ROM Analysis, Annex 10</p>
<p>Rule of Law, Justice and Human Rights</p>	<p><i>Relating to Rule of Law, Justice and Human Rights, impact perspectives appear limited for the micro-sector: ‘Capacity Building of National institutions’ which include the major programmes: ‘Fortalecimiento del Sector Justicia para la Reducción de la Impunidad en Colombia’ and ‘Fortalecimiento Institucional para la Atención de las Víctimas’. It is difficult to talk about an improved perception of the judicial system, strengthened rule of law and reduced impunity as the old procedural code (Act. 600) continues to be applied alongside the New Law 906, moreover, the General Prosecution office ‘Fiscalía General del Estado’ (FGE) has a significant work overload and the demand for its services is constantly increasing.</i></p> <p>DRN, ROM Analysis, Annex 10</p> <p><i>Al inicio de los proyectos no se elaboró una línea de base, solo se ha elaborado una línea base para el eje de víctimas. No hay claridad sobre el estado al inicio de los proyecto lo que impide una evaluación de los resultados. En cuanto a la línea de base, hay que tener en cuenta, que por las características de las temáticas, las instituciones tienen grandes reservas para el suministro de información. Por lo anterior, es muy difícil determinar los impactos de los proyecto. MN14, interviews in Exploratory Phase</i></p>
<p>Productivity, competitiveness and Trade</p>	<p>The 2010 ROM makes it clear that other factors play a role in the achievement of outcomes and impact.</p> <p>The economic context: <i>El proyecto se ha adaptado a los cambios a nivel institucional. El entorno económico en Colombia favorece el desarrollo del proyecto. En este contexto el impacto del proyecto puede ser más amplio y favorece la inversión privada en servicios complementarios.</i></p> <p>The availability o no of monitoring tools in the Project: <i>... sin un sistema de seguimiento orientado a resultados e impacto lo que dificulta su medición de avances. ATI al Comercio en Colombia, ROM 2010</i></p>
<p>I.7.1.5 Key stakeholders at country level, notably national counterparts and the EU Delegation, confirm the role that the choice of aid modalities and their mix has played in achieving (or not achieving) the expected outcomes and impacts</p>	
<ul style="list-style-type: none"> • EUD officials point out that aid delivery modalities (PA and PA/CA) have been chosen, not only in order to satisfy the requirements of the global objective (i.e. peace building), but also by default due to the limited weight of aid in Colombia’s budget. Budgetary support requires sector-wide cooperation and makes sense when the interventions aim at a specific niche or subsector, while EC had chosen an integrated/ intersector approach to peace building. Budgetary support does not make sense when the donors’ financial contribution is marginal and, like in the case of Colombia, represents only 0.4% of GDP. On the contrary, PA is essential and cannot be substituted with any other aid delivery modality when, like in the case of interventions aiming at peace building, processes are as relevant, if not more, than results. As far as the mix of programmable and non programmable aid is concerned, EUD officials point out that initially, more than a voluntary choice, the mix is the result of the opportunity which comes up when Colombia is declared eligible to receive non programmable thematic budget lines, MN 017, interviews in Field Phase • GoC officials consider that PA administrative proceedings and implementation mechanisms (calls for proposals / subventions) do not quite fit in interventions in countries with an armed conflict, do not favour territorialized interventions (like the PDRP), are not coherent with the long term challenge of peace building. MN 026 	

<p>interviews in Field Phase</p> <ul style="list-style-type: none"> EU MS consider that Project Approach in the context of EC cooperation means an overextended preparation phase in comparison with the short duration of the effective execution phase. MN 023 interviews in Field Phase 	
<p>JC 7.2: The aid modalities chosen (and implementation mechanisms) and their mix take into consideration the partner country's institutional capacities.</p>	
<p>I.7.2.1 Evidence that EC intervention modalities in Colombia are framed in a coherent institutional development strategy.</p>	
<p>Non specific to selected interventions</p>	<p>1. Lack of a coherent Institutional Capacity Development strategy in line with the Backbone Strategy.</p> <p>EC approach of Institutional Capacity Development (CD), such as formulated in the so-called Backbone Strategy (Reform of Technical Cooperation) designed by EuropeAid, is outlined in JC 4.6 above, indicator I.4.6.2 also referring to EC strategic view on institutional capacity development.</p> <p>Documentary review carried out to inform that indicator shows that "There is no specific information referring to the application in Colombia of the Backbone Strategy from 2008 onward, neither in EC programming documents nor in project / programme identification and programming documents, in which no institutional assessment appears to have been done.</p> <p>There is one exception: a Needs Assessment is carried out during the mission in charge of formulating the TA for Trade Programme in 2006 (see JC 4.6, I.4.6.2 above), apparently responding to an institutional requirement expressed during the trade programme formulation phase.</p> <p>Therefore, one can say that <u>standard</u> Institutional Capacity Development (as meant in the Backbone Strategy) is not integrated into EC cooperation in Colombia in the period under study as an imperative issue.</p> <p>2. Nevertheless, the issue of capacity development is dealt with in a less structured way than that proposed in the document <i>European Commission Technical Cooperation reform, Introduction to the EC's approach, Nov 2010, 2-3.</i></p> <p>EC position on institutional development needs in Colombia is based on the initial diagnosis of the weakness of the State. ... <i>it is precisely the weakness of the State, and even its total absence in large parts of the country that the EC co-operation wants to address. An approach has to be chosen that allow us to support on-going efforts by Colombian civil society and institutional reinforcement. CSP 2002-06, 21</i></p> <p>This approach refers to <i>The Peace Laboratory concept which builds on this and (it) contains elements from the four different policy areas identified as priorities. ... More specifically, the laboratories should have four basic components: · Culture of peace and integral rights: education/training, creation/support of civil society networks, etc.; · Productive activities: support to sustainable rural development proposals. · Social and productive infrastructures: basic infrastructures such as sanitation, schools, etc. · Institutional strengthening: particularly of local institutions with emphasis in planning and programming, health, etc. CSP 2002-06, 26</i></p> <p>Complementary to this capacity development objective, the EC proposes, in the field of Administrative and Judicial Reform, <i>To contribute to the strengthening of the State by addressing some of its structural weaknesses. The judicial system has been identified by numerous analysts as one of the weak points of the Colombian State (Global objective of the Administrative and judicial reform intervention sector). Training and institutional strengthening will be prioritized. CSP 2002-06, 27</i>; and, from the non-programmable front, to support <i>the funding for the office of the High Commissioner for Human Rights in Bogota (Human rights issues (budget line B7-703); help European NGOs ... strengthen local / municipal</i></p>

	<p><i>institutions, both public and private ones (NGO Co-financing); support the Colombian Control Agencies and Institutions (Ombudsman/Personería, Procuraduría, Defensoría, etc.. (Special Human Rights) CSP 2002-06, 22</i></p> <p>This confirms that, even without following the CD framework as proposed in the Backbone Strategy, the EC in Colombia has devised an institutional development strategy, initially built on 3 pillars: institutional capacity development of (1) the State through capacity building of (a) the judiciary institutions and of (b) local public institutions; and (2) of NSA, grassroots and community organizations at local level.</p> <p>This strategy is confirmed in the subsequent programming period (CSP 2007-13) and complemented with an additional 4th pillar: (3) <i>trade-related technical assistance/capacity building, on Colombia's request. CSP2002-06, 28 and CSP 2007-13, 30</i></p> <p>A glimpse at some of the objectives and activities of each sector (or area) of concentration outlined in the NIP in different programming documents helps sustain the notion of a 4-pillars strategy, as is shown below.</p>
<p>Peace and Stability, including alternative development</p>	<p>Specific objectives:</p> <ul style="list-style-type: none"> • ... Consolidating peace actions, strengthening institutional capacity and sustainable development in the regions where the EC-financed peace laboratories are concentrated, and in other regions agreed with the Government of Colombia... <p>Activities may include (indicative list):</p> <ul style="list-style-type: none"> • Enhancing the capacity of public institutions at community and higher level to promote peace and development whilst providing collective services to all segments of the population, with a particular focus on the most vulnerable; • strengthening capacity for coordination, public-private dialogue and partnerships, participation by and dialogue with grassroots-level civil society, exchange of lessons learned and knowledge of the institutions involved in the processes of constructing regional development, peace and stability; <p>MTR, 20</p>
<p>Rule of Law, Justice and Human Rights</p>	<p>Specific objectives</p> <ul style="list-style-type: none"> – Increasing the response capacity of the legal and policing system. – Improving the capacity of the State to strengthening its dialogue with the Colombian population. <p>Type of activities</p> <ul style="list-style-type: none"> – Helping the State to apply the specific recommendations of the UN High Commissioner for Human Rights. – Supporting transitional justice and/or restoration and reconciliation initiatives. – Building state capacity in the areas of investigation, legal examination and judgment. – Building institutional capacity in the area of assistance to vulnerable population groups. – Promoting the fight against corruption through measures which encourage transparency in the administration of public assets.CSP 2007-13, 29 <p>Specific objectives:</p> <p><i>Increasing the response capacity of the legal/judicial system and law enforcement authorities, in particular at local level, in line with national policy; ... Reinforcing the capacity of control bodies (Procuraduría and Controlaría General de la Nación) to act as effective guardians of the rule of law, good governance and the fight against corruption.</i></p> <p>Activities may include (indicative list):</p> <ul style="list-style-type: none"> • Building state capacity in the areas of investigation, legal examination and judgment; • supporting transitional justice and/or restoration and reconciliation initiatives at both

	<p><i>national and local level;</i></p> <ul style="list-style-type: none"> • <i>building institutional capacity in the area of assistance to vulnerable population groups with special attention given to victims of human rights violations and those affected by the problem of land tenure and titling. MTR22</i>
<p>Productivity, competitiveness and Trade</p>	<p>Type of activities</p> <p>– <i>Technical assistance as regards trade and dissemination of good practices. CSP 2007-13, 30</i></p> <p>'Aid for trade' assistance <i>targeted at helping Colombia to take advantage of trade opportunities and to strengthen its ability to assess and represent its interests in trade negotiations ... Measures such as trade negotiation capacity building, assistance in designing and implementing trade development strategies as part of broader national or regional development strategies, infrastructure and marketing development, capacity building to meet technical, sanitary and phytosanitary standards, quality assurance, accreditation, metrology and other business services could all qualify for EU support. MTR 2010, 10</i></p>
<p>I.7.2.2 Evidence that institutional analysis is used as a tool to assess partner organisations' needs in terms of institutional development and capacity building in such a way as to implement and absorb the assistance provided under conditions of full local ownership.</p>	
<p>Non specific to selected interventions</p>	<p>1. General</p> <p>The way partners' weaknesses and needs are presented –if presented at all- in the project and programme documents—with no structured references whatsoever to the 4 dimensions shaping capacities (internal functional and political dimensions; external functional and political dimensions) of institutional analysis, tends to prove that institutional analysis has not been used as a tool.</p> <p>2. Institutional analysis in the formulation phase</p> <p>With the exception of the Programme TA for Trade (in the Productivity, competitiveness and trade sector, for which a Needs Assessment has been carried out during formulation phase in 2006 (see JC 4.6, I.4.6.2 above), there is little evidence that institutional analysis has been used a a tool in projects / programmes formulation phase.</p> <p>A review of the documents produced during the formulation phase of projects and/or programmes (identification fiche, TAPS, Action Fiche) in the fields of Peace and Stability, including alternative development does not bring evidence of institutional analysis having been used as a tool or any structured institutional analysis having been carried out so as to assess partners' needs as regards institutional development and capacity building.</p> <p>In the field of (2) Rule of Law, Justice and Human Rights, the Action Fiche of the project 'Protection of land and patrimonial assets of displaced population in Colombia' contains some elements of institutional analysis to assess partners' institutional weaknesses and needs (p. 3). It is also the case of the Action Fiche of the projects 'Institutional Strengthening for assisting conflict victims' (pp. 2-3) and 'Institutional Support for the Colombian Criminal Justice System' (pp. 1-4).</p> <p>However, there is no institutional analysis to be found in the Action Fiche of the project 'Support to Public Policy for IDPs'.</p> <p>3. Institutional analysis during the implementation phase</p> <p>As shown in the table below, no standard IA is carried out <u>according to the backbone methodology</u> during project/programme implementation phase. And yet, projects and programmes in all the sectors either include specific components aimed at institutional strengthening or implement capacity development actions.</p> <p style="text-align: center;">TABLE 65: INSTITUTIONAL ANALYSIS DURING PROJECT/PROGRAMME IMPLEMENTATION PHASE</p>

SECTOR	Institutional Analysis IA carried out during project / programme implementation	Documentary evidence
COMPETITIVENESS TA/C	In the TA for Trade Programme, implementation of institutional strengthening on the basis of the Needs Assessment carried out during the formulation phase. The needs Assessment has been carried out in the formulation phase following a prerequisite by EC for trade programmes.	Needs Assessment
DEL	No IA carried out according to the standard backbone methodology. Yet, 4 types of actions aiming IA and capacity development: (1) an inquiry among national government officials to know expectations; (2) a territorial needs assessment, including training and funding needs; (3) Capacity building actions aimed at helping the drafting of projects submitted for subvention; (4) Measurement of ICO index	None
JUSTICE MINES	No IA carried out according to the standard backbone methodology. An IA is carried out using secondary sources of information and/or perceptions expressed by officials working in the institution or external observers. IA may address the institution as a whole or solely one department with specific institutional strengthening needs. RECOMMENDATION It is clear that in the future IA will have to improve. What is not clear is the methodology to be applied and the financial resources to be allotted.	None
Peace, stability, alternative development	No IA carried out according to the standard backbone methodology. Nevertheless, the Peace Laboratories –in particular PL II component #2- have produced a non structured IA of local and regional authorities, allowing the design, as part of the	<ol style="list-style-type: none"> 1. UE & al., Segundo Laboratorio de Paz: Sistematización Principales Resultados y Aprendizajes, 2011 2. Cartillas relacionadas con los proyectos del eje 2 del programa

		<p>RDPS I Programme, of the so-called "Plan 500" implemented in January 2012 by an NPD's Programme called Institutional Capacity Building For Territorial Development Programme. Plan 500 includes a very basic needs assessment of Municipalities in order to help them draft their Municipal Development Plans.</p> <p>Other examples are the Regional Governance Projects, which have been designed as a result of the Peace Laboratories.</p> <p>The methodology used to draft the Evaluación Exante A Los Planes De Desarrollo De Los Municipios include a institutional assessment</p>	<p>" gobernabilidad, fortalecimiento institucional y participación ciudadana".</p> <p>3. Armando Darío Canabal Faraco, Universidad De Cartagena, Informe Final - Evaluación Exante A Los Planes De Desarrollo De Los Municipios De Los Montes De Maria, Contrato 88 De 2011</p>	
	<p>IDPs - victims</p>	<p>No IA carried out according to the standard backbone methodology.</p> <p>Nevertheless, the projects implemented with UNHCR and the GoC to attend victims of the armed conflict (particularly IDPs) always include an explicit capacity development component –which is part of their intrinsic logics-to strengthen institutions like the municipal and departmental committees in charge of displaced populations (IDPs) locally and of their registration;</p> <p>Another case is the capacity development of Accion social "Proyecto Tierras" which, once strengthened, has become the Unidad Administrativa de Restitución de Tierras, (Ministry of Agriculture).</p>	<p>In the case of the 18444 Agreement, this <i>Capacity development of local institutions</i> component is defined in the programme TAD.</p> <p>See Project UNHCR activities in Colombia in favour of IDP and their patrimonial assets.</p>	
<p>Sources: MN 19 (Project Managers contributions to field phase mission); MN 20 field phase interviews and programme/project documents (see documentary evidence column)</p> <p>4. In conclusion.</p> <ul style="list-style-type: none"> • In Colombia, during the evaluation period, no standard (i.e. as established in the Backbone Strategy) institutional capacity analysis and needs assessments have been carried out in the project / programme formulation or implementation phases. With the exception of the TA to Trade project. • In spite of this, projects and programmes in all the sectors of intervention either have included a specific component aimed at institutional strengthening or have implemented capacity development actions. 				

	<ul style="list-style-type: none"> • Colombian national institutions –like the Departamento Nacional de Planeación / National Planning Office- which are EC cooperation counterparts, have developed with EC support and make regular use of a variety of institutional capacity assessment tools: <ul style="list-style-type: none"> ○ Índice de capacidad organizacional ICO, measuring grassroots’ organizational capacity ○ Índice de capacidad de los Programas (de Desarrollo y Paz) ICP (PNUD) measuring second-level organizations’ capacity of action ○ Índice de gobernabilidad IGOB (still in its laboratory phase), measuring 6 institutional and territorial indicators among which the following two indexes are already in use, in particular as programming tools <ul style="list-style-type: none"> ○ Índice de desempeño integral IDI, measuring the overall performance of public institutions ○ índice de transparencia, measuring participation, public decisión mechanisms and social control • A great part of EC cooperation, in the evaluation period, has concentrated on the Peace Laboratories and their successors –that is to say on integral programmes based on a territorial approach. In such a situation, a standard IA would stay short of the assessment required scope and a territorial needs assessment, including a capacity analysis of local institutions, will be more adequate. <p>5. Capacity building and local / national players’ ownership</p> <p>See indicators I.7.3.1, I.7.3.2 , I 7.3.3 and I 7.3.4 below</p>
<p>Productivity, competitiveness and Trade</p>	<p><i>The analysis carried out during the identification phase of the programme was conducted together with the competent national authorities. The conclusions reached are similar to those mentioned by the WTO in its report. Problems identified during the identification phase can be regrouped in four categories. Trade Related Technical Assistance to Colombia, AF, 1 All the problems pointed out refer to technical, not to institutional weaknesses.</i></p> <p>And when institutional weaknesses are identified, there is no evidence of use of any institutional analysis tool.</p> <p>Adicionalmente, se identifica en todos estos campos, la falta o la insuficiencia de capacidades, y las dificultades para retener al personal capacitado. Lo anterior debido a la especialización que en general demandan estas áreas y a los limitados recursos con que cuenta el estado para capacitar a sus funcionarios o para remunerar los esfuerzos que estos han invertido individualmente.</p> <p>DTA, 7</p> <p>Later, the mission in charge of formulating the Programme will amend this situation and carry out a Needs Assessment aimed at institutional weaknesses.</p>
<p>JC 7.3:</p>	

The aid modalities chosen (and implementation mechanisms) and their mix have been relevant in helping achieve **sustainable results**.

I.7.3.1 Indications on programme sustainability as per aid modalities, according to ROM reports and /or mid-term and *ex post* evaluations.

Non specific to selected interventions

1. About the sustainability of the processes induced by projects and programmes.

The issue of sustainability of the processes induced through EC bilateral cooperation interventions is raised in the 2010 MTR, although without making any difference between aid modalities, with the following warning: *Another key issue is that of the sustainability of the social, economic, cultural and institutional processes supported by the different strands of EU cooperation. More attention will have to be paid to the design of exit strategies in various fields, which are likely to consist of the hand-over of relevant functions to government programmes, local communities and non-state actors, public-private partnerships or, most likely, a combination of these.* **MTR, 16.**

Concerning this warning, two facts appear.

First, the issue of sustainability is thought about from the project / programme programming phase, as in the case of the LP III, as shown below.

Second, ROM and evaluation documents bring out a rather positive assessment of projects' and programmes' sustainability, as shown in the table below.

TABLE 66: SUSTAINABILITY ACCORDING TO SCORES ATTRIBUTED BY ROMS TO SELECTED INTERVENTIONS

Selected Interventions- SUSTAINABILITY	2006	2007	2008	2009	2010	Average
SECTOR JUSTICIA PARA LA REDUCCIÓN DE LA IMPUNIDAD EN COLOMBIA	3			3		3.00
LP III		3	3		3	3.00
ACNUR: Protección de personas en situación de desplazamiento y de sus bienes patrimoniales		4	4			4.00
Apoyo al Gobierno de Colombia para reintegración socio-económica de poblaciones desplazadas y el fortalecimiento de comunidades para consolidar procesos de reintegración y reconciliación		2	3	2		2.33
Protección y promoción de los DDHH, democracia y Estado de Derecho en Colombia			3	3		3.00
ATI Trade					3	3.00
Desarrollo Económico Local y Comercio en Colombia				3		3.00
DRPE					3	3.00
Institutional Strengthening for assistance to conflict victims					3	3.00
Protection of land and patrimonial assets of displaced population				2	2	2.00
Average	3.00	3.00	3.25	2.60	2.80	2.89

Note: In the present table as in the following based on ROM results, the classical abcd ROM scores, have been transformed in 4321 respectively, 4 being the highest score.

	<p>2. Relationship between the results achieved –as reported in ROM and evaluation documents- and the aid delivery modalities (PA, PA/CA)</p> <p>Two essential factors of sustainability are (1) Ownership by target groups / institutions and (2) contribution to institutional and management capacity building.</p> <p>EUD officials as well as GoC officials confirm that Implementing a project or a programme in PA aid modality through call for proposals / grants favours ownership and capacity building processes .Examples such as the following are rather common, in which grassroots organizations become eligible for project fundings for over Euro 0.5M after successfully implementing an EC micro-project: <i>“Ejemplo podría ser el resultado de los llamados Microproyectos de la Iniciativa Europea para los Derechos Humanos y Democracia, en el marco de la cual (EuropeAid/123-649/L/ACT/CO)se financió en 2006 a organizaciones de base como la Fundación Hogar Juvenil con unos 98.000 EUR, siendo dos años después y tras haber ejecutado exitosamente este microproyecto, adjudicataria del contrato DCI-NSAPVD/2008/170-668 por un valor de 498.000 EUR. Contrato que se ha ejecutado con éxito, habiéndose cerrado recientemente” MN 019, 20 field phase interviews</i></p> <p>The projects and programmes implemented according to PA, PA/CA modalities do contribute to human talent development. Yet, in public institutions, one weak point of institutional capacity building is the loss of about 40% of the trained forces because of the high civil servants’ rotation rate. MN 18, field phase interviews</p>
<p>Peace and Stability, including alternative development</p>	<p><i>Relating to Conflict Prevention, namely the Peace laboratories, there are some common elements which emerge:</i></p> <ul style="list-style-type: none"> • <i>The Regional Coordination Entities (ECR) thanks to their ability to coordinate and attract national and international support to the respective regions, constitute a key element of sustainability.</i> • <i>The inclusion of Local Public authorities, Civil Society and Private Sector and the implementation of the Regional Strategic Processes (PETs), promoting agreements between them in different regions, also increase the potential sustainability.</i> <p>DRN, ROM Analysis, Annex 10 LP III</p> <p>Chapter 7 of the POG <i>Avance hacia la viabilidad y sostenibilidad, POG, 89-97</i></p> <p>In the 2010 ROM, the sustainability in general is assessed as good; financial viability as good; the degree of ownership by target groups as very good; and the contribution to institutional and management capacity as good. Rom 2010, Sustainability</p>
<p>Rule of Law, Justice and Human Rights</p>	<p><i>Rule of Law, Justice and Human Rights are the sectors where the processes and benefits supported by the programme are likely to continue after donor funding. Indeed, the budget allocated to justice sector institutions has grown steadily since 2000: Ministry of Interior and Justice’ (50%), Ombudsman (triple its budget). There were also steady increases in the budget of the National General Prosecutor ‘Fiscalía General Nacional’ (FGN), Supreme Court Justice ‘Corte Suprema de Justicia’ (CSJ) and Attorney General’s Office ‘Procuraduría General de la Nación’ (PGN).</i></p> <p>DRN, ROM Analysis, Annex 10</p> <p>No evidence could be found in the document review of any clear link with the aid modalities PA/CA.</p>
<p>Productivity, competitiveness and Trade</p>	<p><i>The Sustainability of Trade Private Sector Development appears satisfactory.</i></p> <p><i>One of the successful elements of ‘Desarrollo Económico Local y Comercio’ programme (DEL) has been the implementation of LEADER methodology, a consolidated instrument to allow rural areas to acquire a genuine “territorial competitiveness based on a bottom-up on and participatory approach. In spite of the bottom-up approach some limits still appear as producers’ inclusion is limited to their market participation.</i></p>

	DRN, ROM Analysis, Annex 10
I.7.3.2	Degree to which the choice of aid modalities and their mix allows national ownership at implementation level.
Non specific to selected interventions	<p>This issue requires to be answered from 2 points of view: technical implementation and administrative implementation.</p> <p style="text-align: center;">1. Technical implementation.</p> <p>According to national stakeholders, EC cooperation's modus operandi <i>in the field of economic development and trade</i> favours national ownership at implementation level, in so far as EC cooperation, as opposed to other donors, puts the Paris Declaration into practice and delegates the responsibility of project / programme implementation to national institutions / stakeholders, thus promoting ownership and alignment.</p> <p><i>¿Ventajas de la Cooperación europea?: La aplicación de la Declaración de Paris –apropiación y alineación- con la delegación de la ejecución a las instituciones nacionales -mientras que la cooperación de EEUU (USAID) ejecuta mediante contratistas privados. MN10, interviews in Exploratory Phase.</i></p> <p>In the other two fields of intervention of EC cooperation, this modus operandi –the delegation of project implementation to national institutions- appears not so much to respond to the Paris Declaration on Aid Effectiveness, as to be part of EC strategy of intervention in Colombia to face the institutional and political context in which the interventions take place in the years 2000;</p> <p style="text-align: center;"><i>Possible obstacles to the use of national mechanisms include the use of civilian-military approaches under the government's 'social recovery of the territory' strategy, which challenge the humanitarian principles of impartiality and independence and have resulted in threats by the guerrilla against EU-funded organisations working, on behalf of Acción Social, on forced displacement issues. MTR, 16</i></p> <p>as well as to be a methodological choice to confront conflict from its root causes and to build peace supporting efforts at local and community levels.</p> <p style="text-align: center;"><i>"The Commission is planning to move the implementation of its development cooperation activities towards programmes under the responsibility of local counterparts, if and when there are effective institutions that ensure appropriate management. There are already some programmes (notably the Peace Laboratory in the Magdalena Medio) where this is already foreseen. CSP 2002-06.</i></p> <p>With the Peace Laboratories, EC's methodological choice has favoured local development and privileged grants as a tool to finance local projects implemented by local players, thus contributing to strengthen ownership of local players at implementation level.</p> <p style="text-align: center;">2. Administrative and financial implementation.</p> <p>On the contrary, from the administrative and financial implementation point of view, Project Approach in the context of EC cooperation bans ownership by the counterpart in so far as there is an obligation to apply the donor's -EC's- proceedings.</p> <p>GoC's officials as well EUD's officials disapprove the situation that EC's proceedings has created, in particular from 2007 onward with the introduction of partly decentralized management modality (and the use of Programme Estimates), which EUD's officials describe as rigid and an obstacle to reach the cooperation objectives and GoC's officials see as a modality of unwelcome project /programme co-administration between the</p>

	GoC and the EC. MN 015 & 019 field phase interviews.
I.7.3.3 Degree to which the choice of aid modalities and their mix allows national ownership at policy level.	
Non specific to selected interventions	<p>The years 2002 to 2011 appear to be a period during which the conditions for national ownership at policy level are being built in Colombia.</p> <ol style="list-style-type: none"> 1. A context in which the donor community (EC included) and the GoC have not always shared the same views and opinions. EC cooperation takes place in a context in which the donor community (EC included) and the GoC have not always shared the same views and opinions on the measures and policies that should be implemented to face the conflict and its socio-economic and human impacts. EC's strategy of intervention is based on <i>EC's main objective... to support Colombia's search for Peace ... CSP 2002-06, 21 ... and stability while not losing of sight of the major economic development potential that a peaceful Colombia could generate for the entire Andean region CSP 2007-13, 24;</i> and therefore on <i>providing support of on-going Colombian activities in the search for Peace; targeting of the roots and causes of the conflict; providing humanitarian assistance to the victims of the conflict CSP 2002-06, 21 and promoting Development for all through local economic development and commercial development CSP 2007-13, 25.</i> 2. A bottom - up strategy for Peace Building and support to NSA and local governments as a priority This strategy has meant focusing support not so much on national government and on national policies as on local governments and NSA, to help them implement projects but also –and not least- to support the participation of civil society organizations in the discussion and confection of public policy related to peace. Project Approach (PA) and Project under Contribution Agreement (PA/CA) seem to have been the only appropriate and viable aid modalities at hand to follow this course of action of EC's cooperation in the period under study. 3. The GoC's policy agenda in building process During the evaluation period (2002-2011), the absence of a clear public policy agenda at national level has limited the possibility of national ownership at policy level and of alignment MN 017, 023, 027 field phase interviews. When in 2007 the GoC announces its adhesion to the Paris Declaration, the required framework is given for an alignment of donors' policies and resources behind the government's own vision of development and corresponding budgetary framework as well as for national ownership at policy level. MN 015 field phase interviews. Against GoC officials' point of view, who consider that with its National Strategy of International Cooperation, the GoC had established and submitted its cooperation priorities and requirements to the donors' community regularly since 2003. MN 015 field phase interviews; EUD's officials and EU MS express the view that there has been no condition for ownership and alignment until the drafting (in 2012) of public policies in different areas. MN 017, 023, 027 field phase interviews. It appears therefore that, during the second part of the evaluation period (2007- 2011), this given framework for ownership and alignment is being filled gradually with a national public policy agenda, in the design of which the EC and the donor community have played an important role, particularly in the fields of human rights, IDPs and land tenure, local and rural development..

	<p>4. EC's contribution to the making of the national public policy agenda.</p> <ul style="list-style-type: none"> In the field of peace and stability, EC's contribution to the making of a national public policy agenda is confirmed by the end of the evaluation period. <p>LPIII's POG (2007) considers EC's contribution as positive with the inclusion of the PDP (which include the peace Labs) in the 2006 -2010 NDP.</p> <p><i>A nivel de política pública nacional, los PDP han sido priorizados en los dos últimos Planes Nacionales de Desarrollo y hacen parte del nuevo Plan de Desarrollo 2006-2010, como componentes importantes de la estrategia de Gobierno para reducir la vulnerabilidad de las poblaciones en las zonas más afectadas por la violencia. De igual manera en el capítulo de desarrollo regional el proyecto fortalecimiento a la institucionalidad pública local que lidera el área de desarrollo territorial del DNP será piloto con el Laboratorio de Paz dos y las lecciones aprendidas se transferirán al Laboratorio de Paz III. Lo anterior demuestra, que estas iniciativas han ido sumando una importante credibilidad a nivel local, regional, nacional e internacional para el logro de condiciones de construcción de convivencia y de desarrollo sostenible en las regiones. Así mismo, los PDP hacen parte de los seis bloques priorizados de la estrategia de cooperación internacional, resultado de la negociación entre la Comunidad Internacional, la sociedad civil y el gobierno Nacional. (Acuerdos de Londres y Cartagena).(PDP son los PRDP).</i></p> <p>This contribution is confirmed later. The PDP (including the Peace Laboratories) have contributed –with the Local Economic Development Project (DELCO) - to the design in 2012 of 2 projects of Law: Ley de desarrollo local and Ley de Desarrollo Rural. MN 020 field phase interviews.</p> <ul style="list-style-type: none"> In the field of Rule of Law, Justice and Human Rights, EC's contribution is acknowledged as regards transitional justice <p><i>En los temas de justicia transicional, la cooperación europea ha contribuido a la definición de políticas públicas. Igual en el tema de tierras, pero en este caso es una aportación del Banco mundial, no de los LP .MN02, Interviews in Exploratory Mission.</i></p> <ul style="list-style-type: none"> In the field of Productivity, competitiveness and Trade, EC's contribution to the design of national public policies through PA is confirmed when, in the second programming period, the EC launches the project on Trade implemented by the Ministry of Trade, Industry and Tourism and, as reported by national stakeholders, helps design public sectoral policies through the transfer of international good practices, the formulation of policy lines of action, etc. <p><i>¿Ventajas de la Cooperación europea?: Contribución a la elaboración de políticas públicas. Mediante los proyectos, la cooperación europea incorpora las buenas prácticas internacionales a Colombia, crea lineamientos para políticas públicas, por ej en materia de Responsabilidad Social Empresarial, Propiedad industrial, instrumentos de protección y promoción de propiedad industrial. La AT sirve para la formulación de estrategias políticas. MN10, interviews in Exploratory Phase.</i></p> <ul style="list-style-type: none"> In the field of local / rural development, with the DELCO project, EC has contributed to the design of 2 national policies, now 2 projects of law: the Law of Local Development and the Law of Rural Development. MN 020 field phase interviews.
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	<p>5. In conclusion: During the period under study, the EC has contributed, through PA and PA/AC, to the formulation of a national public policy agenda and to the design of national public policies in areas related to human rights, victims, IDPs and land tenure, trade, local development, rural development, fight against corruption; therefore helping create conditions for national ownership at policy level.</p> <p>The adoption of new laws in 2012-2013, presently in discussion, will confirm the GoC's opinion according to which EC cooperation has paved the way for the design of innovative policies, MN 015 field phase interviews.</p>
<p>I.7.3.4 Key stakeholders at country level, notably national counterparts and the EU Delegation, confirm or refute the correlation between aid delivery modalities and their mix and national ownership.</p>	
<p>Key stakeholders at country level, notably national counterparts and the EU Delegation, agree that the PA modality –with the calls for proposal / grant implementation mechanism- has favoured national ownership at implementation level, although they also consider that PA administrative constraints from 2007 onward have hindered a full ownership at implementation level (See I.7.3.2 above).</p> <p>On the contrary, no clear correlation is established between PA modality and ownership at policy level. MN 017, 020, interviews in Field Phase, MN10, interviews in Exploratory Phase</p>	
<p>JC 7.4: The Commission has ensured overall coherence between its development interventions in Colombia.</p>	
<p>I.7.4.1 Degree of involvement of the EU Delegation in Colombia in thematic and horizontal programmes: identification, feasibility, monitoring and evaluation.</p>	
<p>Non specific to selected programmes</p>	<p>1. EUD organization chart in Colombia: an organization chart which does not encourage internal coordination and coherence.</p> <p>The EUD has 2 organization charts: one is official, the other de facto.</p> <p><i>Con la desconcentración, creación de las secciones operacionales en 2007. La DUE cuenta con un organigrama oficial y un organigrama de facto. Posiblemente, esta estructura no sea la ideal para la implementación de las estrategias, pero hasta el momento ha funcionado y ha permitido lograr los objetivos. MN07, interviews in Exploratory Phase.</i></p> <p>In both of them, the Thematic Budget Lines appear as a specific section, separated from Bilateral/Programmable Cooperation. On the other hand, there is a Regional Cooperation section clearly established in the official organization chart whereas no mention is made of Horizontal Programmes. Originally, those programmes were included, as a package, in the political section before being transferred, programme by programme, to different technical cooperation sections. MN 017 interviews in Field Phase</p>

1	Official organization chart (2012)
	<p style="text-align: center;">Organización interna</p> <p style="text-align: center;">Jefe de la Delegación sección Comercial sección Política y Prensa Cooperación / Cooperación programable Sección Cooperación Regional Sección Cooperación Líneas Temáticas Sección Finanzas y Contratos Administración</p>
	<p style="text-align: center;">http://eeas.europa.eu/delegations/colombia/about_us/internal_organisation/index_es.htm</p>

De facto organization chart

Annex, MN07, interviews in Exploratory Phase.

	<ul style="list-style-type: none"> In EUD's internal organization, technical cooperation is disseminated among various sections, established according to the different financial instruments available for Colombia, not according to fields or topics of intervention. This division shows physically, in EUD's office geography; and in the disconnected (compartimenté) management of each section and subsection, The most obvious case is that of justice and HHRR, which work according to separate working plans, chronogrammes, projects, beneficiaries (the former aiming its interventions at (national) institutional level; the latter aiming its interventions at specific groups of beneficiaries (victims of armed conflict and OSC active in HHRR promotion and defence) , without looking for any opportunity for coordination and complementarity. MN 017 interviews in Field Phase From 2010 onward, the triennial strategy on HHRR as well as the policy dialogue on HHRR could and should offer the opportunity to amend this situation. 																																																																						
Thematic budget lines	<p>1. Evolution of thematic budget lines in the period under study</p> <p>TABLE 67: LIST OF THEMATIC BUDGET LINES OPERATING IN EC'S COOPERATION WITH COLOMBIA IN THE 2002-2006 PROGRAMMING PHASE.</p> <table border="1" data-bbox="474 655 1753 1061"> <thead> <tr> <th>Thematic Budget Line</th> <th>Conflict prevention & resolution</th> <th>Rule of Law, Justice and Human Rights</th> <th>Natural Resource Mgmt</th> <th>Sustainable Rural Dvpt.</th> <th>Other</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>REH</td> <td>56,144,689</td> <td>4,000,000</td> <td></td> <td></td> <td></td> <td>60,144,689</td> </tr> <tr> <td>DDH</td> <td>3,794,956</td> <td>10,732,844</td> <td></td> <td></td> <td>246,377</td> <td>14,774,177</td> </tr> <tr> <td>ENV</td> <td></td> <td></td> <td>11,916,728</td> <td></td> <td></td> <td>11,916,728</td> </tr> <tr> <td>ONG-PVD</td> <td>2,760,954</td> <td>1,125,000</td> <td>1,918,272</td> <td>2,838,990</td> <td>2,214,578</td> <td>10,857,794</td> </tr> <tr> <td>MIGR</td> <td></td> <td>2,562,079</td> <td></td> <td></td> <td></td> <td>2,562,079</td> </tr> <tr> <td>MAP</td> <td>2,000,000</td> <td></td> <td></td> <td></td> <td></td> <td>2,000,000</td> </tr> <tr> <td>RRM</td> <td>1,500,000</td> <td></td> <td></td> <td></td> <td></td> <td>1,500,000</td> </tr> <tr> <td>CDC</td> <td>431,100</td> <td>163,023</td> <td>87,327</td> <td>72,956</td> <td></td> <td>754,406</td> </tr> <tr> <td>Total</td> <td>188,380,236</td> <td>34,207,946</td> <td>15,840,599</td> <td>5,750,935</td> <td>4,816,839</td> <td>104,509,873</td> </tr> </tbody> </table> <p>Source: DRN elaboration based on CRIS data The data are based on EC CRIS database extraction (July 2011) relating to all financing decisions issued during the evaluation period (2002-2011). Relating to thematic budget line, in the inventory and analysis, the team has retained the financing decision issued as of the 1st January 2002.</p> <p>As reported by EUD officials:</p> <p><i>En una primera etapa (2001 -2006), la cooperación mediante líneas temáticas era muy dispersa. Ha evolucionado hacia la racionalización en 2007 de los recursos, incorporando instrumentos más exigentes para los beneficiarios.</i></p> <p><i>Actualmente se manejan los siguientes programas:</i></p>	Thematic Budget Line	Conflict prevention & resolution	Rule of Law, Justice and Human Rights	Natural Resource Mgmt	Sustainable Rural Dvpt.	Other	Total	REH	56,144,689	4,000,000				60,144,689	DDH	3,794,956	10,732,844			246,377	14,774,177	ENV			11,916,728			11,916,728	ONG-PVD	2,760,954	1,125,000	1,918,272	2,838,990	2,214,578	10,857,794	MIGR		2,562,079				2,562,079	MAP	2,000,000					2,000,000	RRM	1,500,000					1,500,000	CDC	431,100	163,023	87,327	72,956		754,406	Total	188,380,236	34,207,946	15,840,599	5,750,935	4,816,839	104,509,873
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TABLE 68: LIST OF THEMATIC BUDGET LINES OPERATING IN EC'S COOPERATION WITH COLOMBIA IN THE 2007-2013 PROGRAMMING PHASE.

Thematic Budget Line	Conflict prevention & resolution	Rule of Law, Justice and Human Rights	Natural Resource Mgmt	Sustainable Rural Dvpt.	Other	Total
DCI-NSAPVD	6,467,896	997,472		2,609,275	1,750	10,076,392
DCI-ENV			8,137,845			8,137,845
IFS-RRM		5,000,000				5,000,000
EIDHR	2,848,105	1,986,491			6,322	4,840,918
DCI-HUM	1,140,000	489,675			400,000	2,029,675
DCI-MIGR		802,487				802,487
DCI-MULTI			22,550		5,000	27,550
Total	10,456,001	9,276,124	8,160,395	2,609,275	413,071	30,914,866

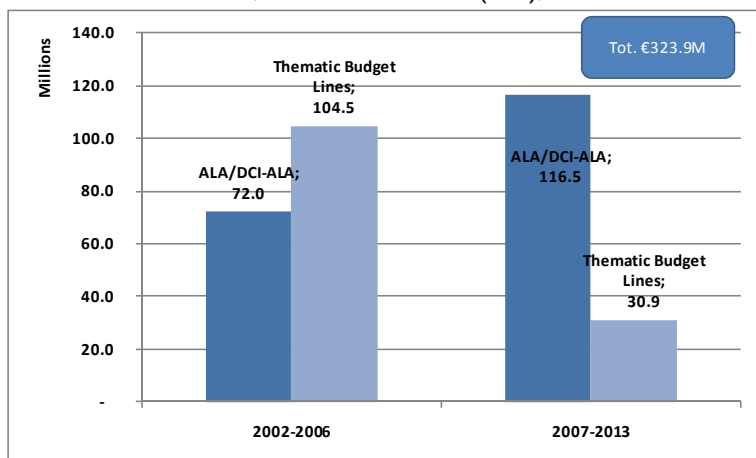
Source: DRN elaboration based on CRIS data

The data are based on EC CRIS database extraction (July 2011) relating to all financing decisions issued during the evaluation period (2002-2011).

Relating to thematic budget line, in the inventory and analysis, the team has retained the financing decision issued as of the 1st January 2002.

REH	Displaced People
DDH	Human Rights
ENV	Environment
ONG-PVD	Non state Actors
DCI-NSAPVD	Non state Actors & Local Authorities
DCI-ENV	Environment
IFS-RRM	Instrument for Stability & Rapid Reaction Mechanism
EIDHR	European Instrument for Democracy and Human Rights
MIGR	Migration & Asylum
DCI-HUM	Investing in People
MAP	Mines
RRM	Rapid Reaction Mechanism
DCI-MIGR	Migration & Asylum
CDC	Decentralised cooperation

FIGURE 19: EC COMMITMENTS, BY GEOGRAPHIC AND THEMATIC BUDGET LINE, AND CSP PERIOD (€M), 2002-2011



Source: DRN elaboration based on CRIS data

Projects financed under the thematic budget lines experienced a significant decrease (close to 50%) in the allocated amounts over the two programming period. Whereas between 2002 and 2006 the average budget for a project financed under a thematic budget line amounted to €1.2M, in the 2007-2011 period the amount accounted for €657,655. (DRN Inception Report page 55)

2. Degree of involvement of the EU Delegation in Colombia in the identification, feasibility, monitoring and evaluation processes of thematic budget lines.

The thematic budget lines have not been decentralized at EU Delegation's level. In this field, as opposed to the situation in geographic / bilateral cooperation, the EUD does not have the leadership. Nevertheless, the EUD has an important scope of action, as reported by EUD officials.

Identification, feasibility

- *El acceso a recurso se hace por medio de convocatorias de dos tipos: (i) Centralizadas donde los términos de referencia se definen en Bruselas y DUE participa en la evaluación de las propuestas; (ii) Descentralizadas: DUE maneja todo el proceso y elabora la convocatoria.*
- *Las convocatorias descentralizadas dejan más margen de decisión a la Delegación. Permiten una coordinación con cooperación geográfica y con Estados Miembros.*

Las convocatorias centralizadas que se realizan desde Bruselas responden a criterios propios que no dependen de la Delegación.

Para las convocatorias descentralizadas, la Delegación tiene una estrategia definida en documento interno para la selección de los sectores y líneas a financiar. Ha priorizado acciones relacionadas con el Medio Ambiente. En Medio Ambiente, considera una prioridad el fortalecimiento de las instituciones del sector tales como las Corporaciones Autónomas Regionales (CARs), las cuales son una contraparte de peso; como los institutos de investigación; así como fomentar la articulación de los actores a nivel local.

Monitoring

Debilidades en la ejecución de los proyectos desde la DUE: No hay recursos financieros para que el DUE haga el seguimiento de campo de los proyectos. Se hace trabajo documental, de gabinete. Implica que desde la DUE no se entienda bien la realidad local del país.

Hace falta un sistema de monitoreo interno sistematizado que permite hacer un buen seguimiento a los proyectos y programas desde la DUE a pesar de la Comisión de la UE ofrezca todos los instrumentos técnicos necesarios.

	<p><i>Recientemente se han creado 2 FOCAL POINTS: internos a la DUE: uno para Evaluación (Yamil Abdala) y monitoreo externo (Susana Fernández) y hace 8 meses se tomo la decisión de implementar una guía de monitoreo.</i></p> <p>MN06, interviews in Exploratory Phase</p> <p>Evaluation and audit</p> <p>Under Brussels' responsibility.</p>																																																														
Horizontal programmes	<p align="center">TABLE 69 : LIST OF HORIZONTAL PROGRAMMES OPERATING IN LATIN AMERICA IN THE PERIOD UNDER STUDY.</p> <table border="1"> <thead> <tr> <th>RSP Period</th> <th>Decision year</th> <th>Status</th> <th>Title</th> <th>Sector</th> <th>Allocated</th> <th>Type of Institutions Involved Main Activities</th> <th>Colombia Participation</th> </tr> </thead> <tbody> <tr> <td>2002-2006</td> <td>2003</td> <td>Closed</td> <td>Observatorio de las Relaciones UE-AL</td> <td>Accompanying measures for EU-LA Partnership</td> <td>1,349,901</td> <td>23 universities from Latin America and Europe, led by the University of Barcelona</td> <td>Universidad de los Andes, (Bogotá)</td> </tr> <tr> <td>2002-2006</td> <td>2003</td> <td>Closed</td> <td>PRODDAL</td> <td>Accompanying measures for LA-LA Partnership-Strengthening Democracy</td> <td>950,000</td> <td>UNDP and Latin American Government</td> <td></td> </tr> <tr> <td>2002-2006</td> <td>2004</td> <td>ongoing</td> <td>ALFA II</td> <td>Higher Education</td> <td>12,592,615</td> <td>Higher Education institutions from Latin America and Europe</td> <td>30 eligible Higher Education Institutions (HEIs) from Colombia participated in 72 of the 225 approved projects (involvement in over 32% of the projects). HEIs from Colombia co-ordinate 10 of the 72 approved projects with 8 joint co-ordinations.</td> </tr> <tr> <td>2002-2006</td> <td>2004</td> <td>Closed</td> <td>REDIMA II - Red de Dialogo Macroeconómico</td> <td>Economic Development Macro-Economic Policies</td> <td>903,700</td> <td>Policy makers and senior officials from the Ministries of Finance and Central Banks of Latin America, in order to promote policy coordination within the framework of regional integration.</td> <td></td> </tr> <tr> <td>2002-2006</td> <td>2004</td> <td>ongoing</td> <td>EURO-Social</td> <td>Social Cohesion in 5 key areas: education, employment, health, taxation, justice</td> <td>31,264,731</td> <td>2,320 Key Public Institutions (1,543 from Latin America and 588 from the EU) represented by 12,506 persons (10,068 from Latin America and 1,967 from the EU)</td> <td>Colombia participated in 2 of the 4 consortia through the presence of: <ul style="list-style-type: none"> • Dirección de Impuestos y Aduanas Nacionales (taxation sector) • Consejo Superior de Judicatura (justice sector) Colombian institutions participate in different areas of the programme. Up to June 2010, 173 institutions took part in 182 activities, which involved 876 participants.</td> </tr> <tr> <td>2002-2006</td> <td>2006</td> <td>ongoing</td> <td>EURO SoLAR</td> <td>Renewable</td> <td>27,819,570</td> <td>Ministries of</td> <td>No Participation. The beneficiary countries were:</td> </tr> </tbody> </table>							RSP Period	Decision year	Status	Title	Sector	Allocated	Type of Institutions Involved Main Activities	Colombia Participation	2002-2006	2003	Closed	Observatorio de las Relaciones UE-AL	Accompanying measures for EU-LA Partnership	1,349,901	23 universities from Latin America and Europe, led by the University of Barcelona	Universidad de los Andes, (Bogotá)	2002-2006	2003	Closed	PRODDAL	Accompanying measures for LA-LA Partnership-Strengthening Democracy	950,000	UNDP and Latin American Government		2002-2006	2004	ongoing	ALFA II	Higher Education	12,592,615	Higher Education institutions from Latin America and Europe	30 eligible Higher Education Institutions (HEIs) from Colombia participated in 72 of the 225 approved projects (involvement in over 32% of the projects). HEIs from Colombia co-ordinate 10 of the 72 approved projects with 8 joint co-ordinations.	2002-2006	2004	Closed	REDIMA II - Red de Dialogo Macroeconómico	Economic Development Macro-Economic Policies	903,700	Policy makers and senior officials from the Ministries of Finance and Central Banks of Latin America, in order to promote policy coordination within the framework of regional integration.		2002-2006	2004	ongoing	EURO-Social	Social Cohesion in 5 key areas: education, employment, health, taxation, justice	31,264,731	2,320 Key Public Institutions (1,543 from Latin America and 588 from the EU) represented by 12,506 persons (10,068 from Latin America and 1,967 from the EU)	Colombia participated in 2 of the 4 consortia through the presence of: <ul style="list-style-type: none"> • Dirección de Impuestos y Aduanas Nacionales (taxation sector) • Consejo Superior de Judicatura (justice sector) Colombian institutions participate in different areas of the programme. Up to June 2010, 173 institutions took part in 182 activities, which involved 876 participants.	2002-2006	2006	ongoing	EURO SoLAR	Renewable	27,819,570	Ministries of	No Participation. The beneficiary countries were:
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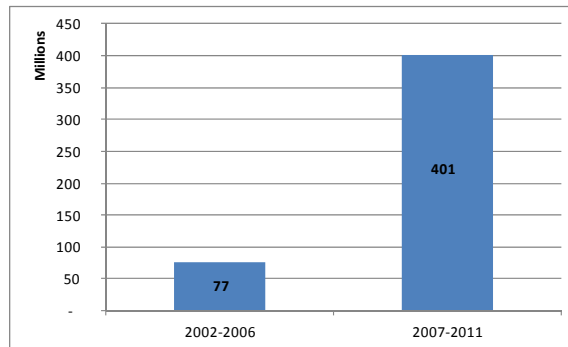
				Energies		Energy/Infrastructure/ Mining/Council of Technology	Latin America's 8 poorest countries (based on the UN Human Development Index): Bolivia, Ecuador, El Salvador, Guatemala, Honduras, Nicaragua, Paraguay and Peru.
2007-2011	2007	ongoing	ALFA III	Higher Education	74,340,000	Higher Education institutions from Latin America and Europe	In the context of the first Call for Proposals, 11 eligible Higher Education Institutions (HEIs) from Colombia participate in 9 of the 14 approved projects of ALFA III.
2007-2011	2007	ongoing	AL-INVEST IV	Economic Development	50,000,000	Organisations that represent the private sector as Chambers of Commerce, Trade Associations, Export Promotion Agencies. SMEs are the final beneficiaries.	In Colombia, 5 organisations will implement Phase IV of AI-INVEST: <ul style="list-style-type: none"> • National Association of External Trade (Analdex). • Chamber of Commerce of Bogotá. • Chamber of Commerce of Bucaramanga. • Chamber of Commerce of Cartagena. • Corporación Colombia Internacional.
2007-2011	2007	ongoing	Promoting mutual awareness, understanding and cooperation between the EU and Latin America	Accompanying measures for LA-LA Partnership	800,000	Centro latino Americano para las Relaciones con Europa (CELARE), Chile	
2007-2011	2007	ongoing	URB-AL Regional Programme in support to Social Cohesion Local Processes	Social Cohesion - Urban Development	50,000,000	83 different Latin American local authorities that are active as project partners. 13 thematic networks coordinated by a single local authority. coordinate more than 2500 local authorities, associations, NGO, trade unions, universities or companies. Six of the thematic networks were coordinated by Latin American local authorities, none of which, however, by Colombian authorities.	<p>Within the framework of URB-AL I and II, 188 joint projects have been selected, 27 of which counted with the involvement of Colombian local authorities.</p> <p>Presently, there are 2 local authorities involved in the current third phase of URB-AL. One of them, apart from being a partner in a project, also forms part of a consortium that has established within the framework of URB-AL III an Office of Coordination and Orientation based in Barcelona.</p>
2007-2011	2008	ongoing	@lis2 : Alliance for the Information Society (Phase II)	Information Communication technologies	22,000,000	COMISIÓN ECONÓMICA PARA AMERICA LATINA Y EL CARIBE (Chile), Cooperación Latino Americana de Redes Avanzadas (CLARA), (Uruguay) Asociación	The <i>Asociación Latinoamericana de Reguladores (REGULATEL)</i> from Colombia, actually coordinates Action 3 "Consolidación de la red de Reguladores de Telecomunicaciones de América Latina". Like other Latin American countries,

							Latinoamericano de Reguladores (REGULATEL), Colombia	Colombia also has a partner in the Network of Regulators, which is CRT, Comisión de Regulación de Telecomunicaciones; and one in the RedCALRA, which is RENATA, Red Nacional de Tecnología Avanzada. Through the programme "Extending and Strengthening RedCLARA as e-infrastructure for Collaborative Research and Support to Development
2007-2011	2008	ongoing	ERASMUS MUNDUS	Higher Education	61,600,000		The universities of Latin America and Europe as well as the higher education students and academic staff who will directly benefit from mobility grants.	269 Colombian students have benefitted of master scholarships and 7 for a PHD
2007-2011	2009	ongoing	Latin America Investment Facility 2009 - LAIF	Economic Development	74,850,000		Latin America central, regional and local administrations or semi-public institutions; multilateral and national European development finance institutions like National European development finance institutions	
2007-2011	2009	ongoing	RALCEA: Latin American Network of Knowledge Centres in the Water Sector	Natural Resource Management (NRM), Water	2,000,000		All actors proactively working within the water sector, such as non-governmental organizations, associations of end users,, other governmental actors, public and/or private managers (utilities), international development agencies and donors. Latin American Knowledge Centres in Water issues	
2007-2011	2009	ongoing	"Latin American Technical Cooperation Instrument" (LATCI) for 2009-2010 & 2011-2012	Technical Coop.	14,176,000		Government institutions at the national and local level requiring specific and technical assistance to support them in the implementation of EC cooperation. When necessary and relevant, actors from the civil society, NGO and private sector will be associated. International Organizations (IMF and UNDP)	

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	2007-2011	2010	ongoing	EUROSociAL II	Social policies	40,000,000	Policy makers responsible for the strategic decisions on public policies; technical professionals in charge of their implementation, CSO, members of Parliament, who participate directly or indirectly to social cohesion policies	
	2007-2011	2010	ongoing	The LA and EU Programme of Cooperation in antidrug policies (COPOLAD)	Illicit Drugs	6,000,000	National coordinating agencies and other public specialised agencies or bodies responsible for global and/or sectoral anti-drugs policies; national drugs observatories and public ministries dealing with anti-drugs policies	Dirección Nacional de Estupeficientes (DNE) constituye uno de los socios del programa.
	2007-2011	2010	ongoing	EUroCLIMA Initiative	Climate Change	5,000,000	Direct beneficiaries are each one of the 18 Governments' public agencies responsible and the private sector addressing Climate Change issues, especially on potential policy influencing matters and their subsequent implementation at national level.	The Ministry of Foreign Affairs
<p><i>Source: DRN elaboration based on CRIS data</i> <i>The data are based on EC CRIS database extraction (July2011) relating to all financing decisions issued during the evaluation period (2002-2011). The horizontal programmes included refer to financing decision issued by the European Commission as of the 1st January 2002.</i></p>								

TABLE 70 BUDGET ALLOCATION TO HORIZONTAL PROGRAMMES BY PROGRAMMING PERIOD



Source: DRN elaboration based on CRIS data

The data are based on EC CRIS database extraction (July 2011) relating to all financing decisions for Latin American Programmes issued during the evaluation period (2002-2011).

- *En el marco de la firma del TLC con UE, las líneas temáticas incluidas en la cooperación regional son prioritarias para la inserción de la economía colombiana en los mercados internacionales.*

MN05, interviews in Exploratory Phase

2. Degree of involvement of the EU Delegation in Colombia in the identification, feasibility, monitoring and evaluation processes of horizontal programmes.

On the issue of EUD's involvement in the different phases of the project cycle (identification, formulation, programming, monitoring and / or evaluation) of horizontal programmes, the rule is: no involvement in any of the phases except as regards the dissemination of information when the calls for proposals are launched -the EUD invites local players to participate in the calls for proposals- and, in the future, to monitoring specific activities, if and when required by Brussels.

EUD's officials put it this way.

- *Los programas de cooperación regional son definidos y ejecutados desde Bruselas. La oficina DUE divulga las convocatorias y promueve la participación de los actores. Así mismo, realiza acompañamiento a actividades específicas cuando lo requieren en Bruselas.*
- *(A futuro)*
La sección de operaciones de DUE asumirá la responsabilidad de seguimiento a los proyectos de cooperación, lo que es positivo ya que la estructura de las secciones operacionales es más adecuada para el manejo de los proyectos.

Y, las misiones regionales debe(rá)n reportar también a la DUE MN05, interviews in Exploratory Phase

1. Increasing weight of Horizontal Programmes in Colombia

- *Cada vez la cooperación regional tiene más fuerza e importancia en Colombia y no existe una directriz clara desde Bruselas sobre el manejo de estos proyectos; depende mucho del interés de la persona encargada de turno.*
- *Los proyectos son muy grandes donde los actores juegan un papel fundamental en la gestión de aliados en los diferentes países y en la aplicación a las convocatorias; las cuales se realizan en promedio cada 4 años, siendo una dificultad para su seguimiento.*
- *A nivel regional, Colombia tiene una alta participación en estos proyectos en particular como líder de redes.*
- *La cooperación regional tiene impacto en términos de visibilidad.*

El plus de la cooperación regional: "Grandes impactos por pocos fondos". Las actividades de intercambio de experiencias (seminarios, etc.) que se realizan en el marco de las redes de cooperación regional tienen un alto nivel de eficiencia: muy buena participación, muy buenos resultados por un costo muy bajo.

<p>I.7.4.2 Evidence of complementarity between EC bilateral interventions funded under programmable aid (ALA & DCI ALA), programmable sub-regional programmes and non-programmable aid (thematic budgetary lines).</p>	<p>Complementarity between cooperation instruments and budget lines has been a permanent challenge in Colombia in the period of evaluation.</p> <p>After 2006, when thematic budget lines cease to represent 60% of cooperation in Colombia, due to the expiry of the 'uprooted people' budget line, one issue permeating EU cooperation with Colombia is that of finding the right balance between bilateral assistance directly implemented by the national government, and support through thematic budget-lines complementing government interventions, executed through grassroots organisations and other civil society actors. Due partly to the expiry of the 'uprooted people' budget line (in 2006), the balance has been shifting towards bilateral cooperation with the national government. MTR, 16</p> <p><i>According to EUD's officials responsible for thematic budget lines, what is at stake here during the evaluation period, in this debate about the balance between cooperation instruments, is the range of "no-aligned" action that the EC Cooperation can maintain in sensitive fields of interventions. Complementarity provides the opportunity to build and preserve those spaces of discretionary action.</i></p> <p><i>Respecto de la Declaración de París: cumplir con objetivos de armonización, alineación no debe resultar en un control del Edo sobre la agenda de la cooperación. Está adecuado que algunos temas - como Democracia y Derechos Humanos, Ayuda Humanitaria, etc. - no se consulten con el gobierno respectivo. Es conveniente que la UE mantenga su discrecionalidad y apoye los programas que considera prioritarios, a point of view shared among EU MS</i></p> <p><i>MN06, interviews in Exploratory Phase, MN023 & 27 field phase interviews</i></p>
<p>Horizontal programmes</p>	<ul style="list-style-type: none"> • Regional cooperation is complementary to bilateral cooperation. It rallies themes and players that are out of reach for bilateral cooperation. <i>La cooperación regional es complementaria a la cooperación programable. Se enfoca en temáticas que no tiene en cuenta la cooperación bilateral como lo son Educación Superior, Ciencia y Tecnología; moviliza actores con los cuales no trabaja la cooperación bilateral (por ej. centros de investigación).</i> MN05, interviews in Exploratory Phase • Regional cooperation offers the opportunity to EC bilateral cooperation to adapt so as to respond to future needs originated from the signature of the Free Trade Agreement between Europe and Colombia. <i>Los temas del futuro:</i> <i>La firma del TLC abre nuevas oportunidades a la cooperación comunitaria. Una nueva agenda de cooperación debería relativizar el peso de los Laboratorios de Paz e invertir en temas como ciencia y tecnología, apoyo comercial a empresas, competitividad, Tv digital, innovación, sociedad de la comunicación.</i> MN05, interviews in Exploratory Phase • Regional cooperation offers the opportunity to create synergies between programmes or projects implemented within horizontal programmes and bilateral programmes and projects. <i>Profundizar esfuerzos para crear sinergias entre cooperación bilateral y cooperación regional: por ej. entre el proyecto DEL y Urb-AI. La creación de sinergia puede ser facilitada por la SIGweb, la cual incluye todos los proyectos en ejecución en Colombia.</i>

	MN05, interviews in Exploratory Phase
Subregional cooperation	<p><i>La cooperación subregional (CAN) abarca 2 grandes temáticas: Drogas y sociedad civil (SOCICAN).</i></p> <p><i>MN05, interviews in Exploratory Phase</i></p> <p><i>2 themes which are complementary to the efforts of bilateral cooperation in Colombia.</i></p>
Thematic budget lines	<p>1. The principles: coordination and complementarity is essential</p> <p><i>Complementarity between programmable and non-programmable cooperation is essential to the development of an integral cooperation strategy. CSP 2007-13, 17.</i></p> <p>The activities in the field of human rights and good governance which are being financed under non-programmable lines offered a good complementarity of approach with the activities financed under programmable aid. This should continue in the future (MTR and NIP 2011-13, p. 17).</p> <p><i>Las líneas temáticas son proyectos complementarios a la cooperación bilateral. Las convocatorias descentralizadas dejan más margen de decisión a la Delegación. Permiten una coordinación con cooperación geográfica y con Estados Miembros. MN06, interviews in Exploratory Phase.</i></p> <p><i>Las líneas temáticas pueden servir para atender a nichos no cubiertos por la cooperación geográfica y preservar por ej. el papel de la Sociedad Civil para fortalecer la democracia; MN06, interviews in Exploratory Phase.</i></p> <p>In the case of humanitarian aid, complementarity between ECHO and other interventions of non programmable aid instruments is based on a geographic and temporal complementarity.</p> <p><i>Hasta 2004, buena articulación entre ECHO y la línea de Desarraigados: complementariedad temporal (ECHO hasta 12 meses, DUE mediano plazo), geográfica; trabajo conjunto sobre guidelines. MN09, interviews in Exploratory Phase</i></p> <p><i>ECHO will continue to provide assistance to internally displaced populations in the near future. However, considering that funds will also be available from the Uprooted People Regulation, good co-ordination will be needed to ease the transition from humanitarian aid to rehabilitation and, if possible, development. CSP 2002-06, 22</i></p> <p>2. The facts1: EUD's internal organization does not favour coordination and complementarity</p> <ul style="list-style-type: none"> • In EUD's internal organization, technical cooperation is disseminated among various sections, established according to the different financial instruments available for Colombia, not according to fields or topics of intervention. • This division shows physically, in EUD's office geography; and in the disconnected (compartimenté) management of each section and subsection, The most obvious case is that of justice and HHRR, which work according to separate working plans, chronogrammes, projects, beneficiaries (the former aiming its interventions at (national) institutional level; the latter aiming its interventions at specific groups of beneficiaries (victims of armed conflict and OSC active in HHRR promotion and defence) , without looking for any opportunity for coordination and complementarity. MN 017 interviews in Field Phase <p>From 2010 onward, the triennial strategy on HHRR as well as the policy dialogue on HHRR could and should offer the opportunity to amend this situation.</p>

	<p>3. The facts 2: coordination and complementarity also means strain.</p> <p>EUD officials report strain between bilateral cooperation and thematic budget lines in Colombia.</p> <p><i>... hay situaciones de contradicción entre programas de la UE. Cuando en 2005 se aprueba la Ley 975 de Justicia y Paz (por la cual se dictan disposiciones para la reincorporación de miembros de grupos armados organizados al margen de la ley, que contribuyan de manera efectiva a la consecución de la paz nacional y se dictan otras disposiciones para acuerdos humanitarios) se genera una contradicción entre la cooperación bilateral (y en particular el componente 2 del CSP sobre gobernanza, justicia, derecho de las víctimas, reconciliación) y las líneas temáticas.</i></p> <p>MN06, interviews in Exploratory Phase.</p> <p>Among the reasons for such strain, according to EUD officials responsible for thematic budget lines, is the fact that:</p> <ul style="list-style-type: none"> • <i>el CSP es muy general (de hecho se entiende en términos de politically correct) ... Por ejemplo, para el gobierno Uribe en Colombia no hay “conflicto armado”, y a la UE no le queda otra alternativa que respetar este enfoque en su formulación del CSP. Mientras que las líneas temáticas son un instrumento flexible.</i> <p><i>La flexibilidad permite un margen de “no alineación” y, por ej., trabajar con instituciones que no tienen particularmente el visto bueno del Gobierno de Colombia. Las líneas temáticas pueden servir para atender a nichos no cubiertos por la cooperación geográfica y preservar por ej. el papel de la Sociedad Civil para fortalecer la democracia.</i></p> <p><i>MN06, interviews in Exploratory Phase</i></p>
<p>I.7.4.3 Evidence of interaction between the above-mentioned programmes (EC bilateral interventions funded under programmable aid (ALA & DCI ALA), programmable sub-regional programmes and non-programmable aid (thematic budgetary lines).</p>	
<p>Non specific to selected interventions</p>	<p>In Colombia, in the period under scrutiny, interaction between EC bilateral interventions funded under programmable aid (ALA & DCI ALA), programmable sub-regional programmes and non-programmable aid (thematic budgetary lines) is recognized as a necessity.</p> <p><i>Quite à propos, EUD officials point out that Il y a besoin d’une stratégie d’articulation des projets sur une base territoriale et thématique (comme par exemple le projet: Nuevos territorios de paz); recommend to Profundizar esfuerzos para crear sinergias entre cooperación bilateral y cooperación regional: por ej. entre el proyecto DEL y Urb-AL; and indicate that La creación de sinergia puede ser facilitada por la SIGweb, la cual incluye todos los proyectos en ejecución en Colombia. MN05 y MN11, interviews in Exploratory Phase.</i></p> <p>Yet, even though this coordination is deemed necessary, there is no evidence that this need has been fulfilled and there is effective interaction between the mentioned programmes in the evaluation period.</p>
<p>Horizontal cooperation</p>	<p>Interaction between bilateral and regional cooperation has come across obstacles.</p> <p><i>Se ha buscado crear sinergias entre la cooperación bilateral y la cooperación regional pero no siempre es posible por el tipo de recursos que se movilizan, por el ciclo de los proyectos, etc.</i></p> <p><i>En el marco de algunos programas, la coordinación entre DUE y cooperación regional ha sido buena. (Por ej.. entre ALFA y las actividades de formación del Proyecto Justicia). MN05, interviews in Exploratory Phase</i></p> <p>An interaction between URB-AL 3 and the NSA/Local Authorities budget line would also be productive. For example, the dissemination and use of the lessons learned and recommendations of URB-AL 3 could help design the guidelines of the NSA/Local Authorities budget line calls for proposals.</p>

Thematic budget lines	Coordination between ECHO and other budget lines (like that of uprooted populations) has been considered in the previous indicator.
Rule of Law, Justice and Human Rights	No evidence could be found in the document review.
I.7.4.4 Evidence from EUD officials responsible for one EC policy sector that they have taken steps to improve policy coherence between their policy sector and other policy sectors or areas.	
No evidence that steps have been taken internally to improve coordination, complementarity and coherence neither within nor between policy sectors.	
<p>Sources of verification :</p> <ul style="list-style-type: none"> ▪ European Commission, “Colombia Country Strategy Paper and National Indicative Programme 2002-2006”, (2002) ▪ European Commission, “Colombia Country Strategy Paper and National Indicative Programme 2007-2013”, (2007) ▪ European Commission, “Colombia Mid-term Review and National Indicative Programme 2011-2013”, (2011) ▪ Colombia EU Delegation, “EAMR February 2007”, 2007 ▪ Colombia EU Delegation, “EAMR July 2007”, 2007 ▪ Colombia EU Delegation, “EAMR January 2010 ”, 2010 ▪ Colombia EU Delegation, “EAMR July 2010”, 2010, 2010 ▪ Colombia EU Delegation, “EAMR January 2011”, 2011 ▪ Council of the European Union (15074/04), “EU Drug Strategy 2005-2012”, (2004) ▪ Protección de Personas en situación de desplazamiento y de sus bienes patrimoniales. ROM UNHCR 2009,2006_ ▪ Support to the Dairy Sector in Colombia ID fiche ▪ LP III ROM 2007 ▪ LP III, MTE 2010 ▪ ATI al Comercio en Colombia, ROM 2010 ▪ ATI al Comercio en Colombia, ROM 2010 ▪ Trade Related Technical Assistance to Colombia, AF ▪ LP III POG ▪ LP III ROM 2010 ▪ DRN, ROM Analysis, Annex 10 ▪ Anexo 1, REVISIÓN DE MEDIO PLAZO DE LA ESTRATEGIA PAÍS DE LA COMISIÓN EUROPEA EN COLOMBIA 2007 – 2013. Consulta con las Entidades Gubernamentales - Congreso de la República de Colombia ▪ DNP, Programa de Generación y Fortalecimiento de Capacidades Institucionales para el Desarrollo Territorial Fase I- Apoyo a la Formulación de Planes de Desarrollo Municipales, Primer 	

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- ANEXO 4: MODELO DE GARANTÍA PARA LA PREFINANCIACIÓN (formato CE)

Methods :

- Document review
- Case studies (bilateral programmes analysed in more depth)
- Inventory analysis
- Analysis of interviews

EQ8: 3CS AND VALUE ADDED

EQ 8	To what extent has the EC strategy been designed and implemented so as to maximize the European (i.e. EC's + Member States') cooperation potential?
<p>Evaluation criteria: EC value added Key issues: 3Cs</p>	
<p>RATIONALE:</p> <p><i>This question will look at the Commission's added value which is closely related to the principle of subsidiarity and relates to the fact that an activity/operation financed/implemented through the Commission should generate a particular benefit.</i></p> <p><i>More specifically, the question will assess the extent to which EC support is framed within national donor coordination and harmonisation mechanisms, and the extent to which knowledge and relevant analysis, lessons learned and good practices are exchanged within these fora with a view to enhancing complementarity and creating synergies between the EC, EU Member States and other donors. Going a step further, the question will verify the extent to which EC value added can be defined in terms of policy dialogue on key issues, financial contributions and/or leading coordination roles among donors.</i></p> <p><i>Finally the question will address the question of how the EC is perceived among key stakeholders and the extent to which it corresponds to the image the Commission intended to convey.</i></p>	
<p>SOURCES OF INFORMATION</p> <p><i>The answer presented below is based on several sources:</i></p> <ul style="list-style-type: none"> ▪ <i>Interviews with EC officials and with national stakeholders in Bogotá</i> ▪ <i>Analysis of the Colombian national context in relation to international cooperation, implementation of the Paris Declaration and consecutive agreements</i> ▪ <i>Analysis of EC policy and strategy evolution</i> ▪ <i>Inventory of EC financial commitments</i> ▪ <i>Analysis of all selected EC interventions</i> ▪ <i>Analysis of all CSP/NIP for the programming periods 2002-2006 & 2007-2013</i> ▪ <i>Field assessment of relevant policy evolution and incorporation of related EC policy commitments into country programming and interventions.</i> 	
<p>OVERVIEW RESPONSE</p> <p><i>The design and the implementation of the EC cooperation strategy in Colombia during the evaluation period does not entail any maximizing of the European (i.e. EC's + Member States') cooperation potential. Certain factors help explain this situation, such as the lack of effective dialogue mechanisms, the lack of joint key activities, and the lack of EC leadership and clear policy.</i></p>	

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For the sake of aid effectiveness, efforts were made in the donor community to set up an enabling framework for coordination and complementarity between donors in the country –including between the EC and EU MS; and from 2003 onwards official and informal dialogue mechanisms proliferated, but those mechanisms and tools lacked effectiveness. Efforts were also made in the donor community to undertake joint activities in the programming, implementation or evaluation phases, but results were meagre. No joint strategic planning, (multiannual) programming, implementation, evaluation, or harmonization of administrative and financial procedures took place between donors, not even between the EC and the EU MS.

In spite of the publication in 2007 of the Code of Conduct, the EC's Value Added is neither identified nor recognised by donors, leaving the possibility of a Division of Labour between donors out of account.

There is one significant reason for this situation: in a country like Colombia, characterized by high-middle income and an internal armed conflict, and where ODA represents 0.4% of GDP, cooperation has an eminently political dimension. This prevailing political dimension limits the applicability of the basic Aid Effectiveness principle of harmonization. It constrains the applicability of the EU Code of Conduct, making it difficult for partners to come to an agreement on division of labour – even between the EC and the EU MS - and hence to apply the principle of subsidiarity.

In spite of the limited levels of coordination and harmonization, no contradiction or overlapping between interventions of different donors was reported, except at field level where specific coordination actions and mechanisms needed to be implemented, particularly at the request of local beneficiaries.

Finally, EC programming took considerable account of EU policies on agriculture, environment and trade and, to avoid contradictions and adverse effects on the EC's development policy and interventions, introduced specific measures in the context of EC cooperation interventions.

JC 8.1:

Donor coordination mechanisms responding to EC and international commitments on aid effectiveness, such as the Guidelines for strengthening operational coordination between the EC and the Member States in the field of external assistance, and the more recent Paris Declaration or the European Consensus, are in place and operational at various levels.

I.8.1.1 Existence of a coordination and harmonisation initiative and mechanism in the country.

Non specific to selected interventions

Documentary information confirms the existence of coordination and harmonisation initiatives and mechanisms in the country.

- From 2003 onward, when the so-called London-Cartagena-Bogotá dialogue process started in London, coordination and harmonization initiatives and mechanisms between donors have proliferated in Colombia, some of them multilateral fora, others all European initiatives, as shown below.

TABLE 71: MAIN COORDINATION AND HARMONIZATION MECHANISMS AT POLITICAL / STRATEGIC LEVEL IDENTIFIED IN THE PERIOD OF REFERENCE

Name	Members/participants			Objective
	EC & MS	Other	Colom- bia	
The London-Cartagena-Bogotá dialogue process	G24		GoC CSO	International Cooperation Round Tables, (London 2003, Cartagena 2005, Bogota 2007) tripartite dialogue between the GoC, civil society and the international community

	G24	Donors from the international community In the G24, the EU and its member states are seeking to increase synergy between the various actors and in the different areas of cooperation.	the <i>main multilateral forum for the harmonisation of donor activities in Colombia; Espace de facilitation du dialogue politique et de coordination de la coopération.</i> <i>Its compromise, as defined in the London Declaration (10 /07 /03): giving its support to the GoC in the fight against terrorism and illicit drugs and for initiatives seeking a negotiated and peaceful solution to the conflict.</i>
	Steering Committees of the two UN-led basket funds for assistance to victims	EC participates as an observer	international community Policy dialogue and co-financing of assistance to victims
	Support Group for the Colombian Peace Process	major donors	
	EU-LAC coordination and cooperation mechanism on drugs		coordination and cooperation on drugs
	Multilateral discussions in the UN Commission on Narcotic Drugs.		
	GoC's International Cooperation Strategy for 2007-2010		instrument of alignment, sets out priority lines of action for the donor community; acts de facto as an incentive for harmonization
	The Framework Agreement	EC	GoC / ACCI <i>Concerns the implementation of EC aid; acknowledges the Colombian International Co-operation Agency (ACCI) as its counterpart and as this agency co-ordinates most of the international aid received by Colombia, it becomes indirectly a tool not only for alignment, but also for coordination and harmonization between the main donors in Colombia</i> CSP 02, 24-25
	Different committees, working groups, round tables, meetings,	EUD & various MS	<i>interested donors UN agencies</i> <ul style="list-style-type: none"> <i>The EC has been actively participating in various existing committees, round tables or events organised at national and international level (e.g. National Peace Roundtable; Peace initiatives, 'Reconciliation' and 'Justice' basket funds, Human Rights, Ethnic groups, land-mines, alternative development, Climate change, land protection, etc.; EAMR1/2009 ; 'Group of Friends' of UNSC Resolution 1612 on children and armed conflict; gender, children in armed conflict, etc.</i> <i>The Delegation follows up closely the elaboration of the National Plan in Human rights as well as the implementation of the Recommendations of the United Nations High Commissioner for Human rights (HCHR). A joint</i>

			<i>working group, composed by the Delegation's and the HCRH Colombian Office, has been set up at the end of the 2007 in order to maintain a permanent political and cooperation dialogue between the two institutions.</i>
		Inter-agency Working Group on Children	<i>organized by Acción Social in order to coordinate the efforts of various donors in this field</i>
		"Amazon Cooperation Table" Coordination Table on Protected Areas	<i>Organised by Acción Social (GoC) and the Ministry of the Environment The EC presented its portfolio of environment projects and participated in the discussion of the National Plan for the Conservation and Sustainability of the Colombian Amazon. Participation in the Coordination Table on Protected Areas allowed the Delegation to exchange information, avoid duplications and identify synergies among projects regarding public policies on the issue.</i>
		Donors Table	<i>Created to have a structured policy dialogue with Government and to coordinate future programming, in accordance with the Paris and Accra Declarations.</i>
		EU Code of Conduct Feb. 2007	EC & MS <i>on Complementarity and the Division of Labour in Development Policy</i>
		Co-ordination system at Development Counsellor /Ambassador level	EC & MS <i>Sharing information, coordination and complementarity in fundamental fields such as support for the peace process, human rights and the environment</i>
		The EU AID PACKAGE	EC & MS <i>a first step in trying to achieve greater complementarity with other donors and, in particular, with Member States. CSP 02, 24-25</i>
		Monthly EU cooperation meetings with Member States.	EC & MS <i>reported in 2007</i>
		Member States and EC round table on Environment	EC & MS <i>The Netherlands will be in charge of the Member State and EC round table on Environmental issues.</i>
		EC/ Member States Cooperation Data Base	EC & MS <i>A conceptual design has been prepared for an EC/ Member States Cooperation Data Base, based on the SIG/WEB. A pilot with information from 6 member states and the EC is under implementation.</i>
1.8.1.2 Evidence of sharing of information and policy analysis, of joint evaluations and programming missions among the EC and other donors, mainly the EU MS.			
Non specific to selected interventions	<p>1. Evidence of EC's interest and/or willingness to coordination and sharing</p> <p>Evidence can be found of EC readiness to abide by the Declaration of Paris, therefore to apply the aid effectiveness principles, including coordination and harmonization with MS as well as with other donors in Colombia.</p> <ul style="list-style-type: none"> <i>In 2004, ... Member States and the EC considerably stepped up their coordination and complementarity in fundamental fields such as</i> 		

support for the peace process, human rights and the environment. .. **CSP 2007-13, 19-20**

- The preparation and implementation of strategy papers shall comply with the principles of **aid effectiveness**: national ownership, partnership, coordination, harmonisation, alignment with recipient country or regional systems, mutual accountability and results orientation as laid down in Article 3(5) to (8) **The aid effectiveness agenda MTR 2010,10**
- Coordination with other donors could be reinforced further in the years to come, be with Member States, in the framework of the Code of Conduct, or within the Group of 24 of Colombia's major donors (G-24). Finally, a more profound dialogue and exchange of experiences should be established with USAID, the largest donor to Colombia, which has shown interest in the actions supported by the EU, with a view to possibly refocusing its own support along similar lines. **MTR 2010,17**
- Coordination with other international donors and the competent institutions and UN agencies is also crucial to ensure a common approach and complementary actions. EU participation in the policy dialogue under the two UN-led basket funds for assistance to victims plays a crucial role in this respect, even if the EU at present does not contribute to this fund financially **MTR, 15**
- Within the implementation of the EU **Drugs Strategy 2005-2012** ... Synergies with other donors, notably on the EU side, could be developed further. **MTR 2010, 8-10**
- La Délégation est reconnue comme un des participants les plus proactifs au sein de la « Comisión de Seguimiento » (of the Group 24), **EAMR1/2007**

Yet, some stakeholders express the opinion that coordination and harmonization could be better.

En el campo de la justicia, por ejemplo, se ha logrado una coordinación real con otros donantes. Se ha consolidado un Basket Fund, administrado por PNUD. La UE no se ha sumado, es solo observador. Claramente, la coordinación entre donantes podría ser mejor.

MN04, interviews of exploratory mission

Stakeholders also signal that they have received no information about any EC projects implemented by UNHCR through Contribution Agreements. **MN 23, field phase interviews.**

2. Multiple evidence can be found of sharing information on the identification and implementation of their respective Programmes

Between EC and MS

- ✓ *The Delegation and the EU Member States Embassies in Colombia have established a co-ordination system ... and are advancing towards closer links along the whole of the Programme / Project Cycle, sharing information on the identification and implementation of their respective Programmes. **CSP 2002-06,25***
- ✓ *Missions of EC experts as well as MS are focused on supporting the implementation and monitoring of the projects, and identification of new ones. Most of the missions consulted the Delegation. **EAMR2/2007***
- ✓ *Plusieurs EM de l'UE qui sont en train d'élaborer leur stratégie de coopération pour les prochaines années essaient de la rendre complémentaire à la stratégie de la CE (Espagne, Allemagne, Pays-Bas). **EAMR1/2007***
- ✓ *En plus de leurs réunions mensuelles, les responsables de la coopération de la Délégation et des EM ont créé des groupes de travail au sujet de secteurs spécifiques de la coopération, afin d'échanger des points de vue et coordonner leur action. **EAMR1/2007***
- ✓ *Les EM sont maintenus au courant de l'avancement des projets CE et participent à des visites de projets CE organisées par la Délégation, notamment auprès des « Laboratorios de Paz ». Cependant, l'information est moins systématique dans le sens inverse. **EAMR1/2007***

Nevertheless, the **EAMR1/2007** signals that coordination is not an easy task:

Actuellement les coopérants ne coordonnent pas systématiquement l'élaboration et mise en œuvre de leur coopération, pas même dans le domaine de l'appui institutionnel.

And could improve:

Entre los principales cooperantes en Colombia: Holanda, Alemania, Suecia y España, y la UE existe un acuerdo en que el principal objetivo es la búsqueda de paz. Y en este punto hay un acuerdo básico. De todas maneras, insiste, los niveles de cooperación y de integración siempre podrían ser mejores. MN04, exploratory mission interviews

Between EC and other donors

- ✓ *Meetings with USAID, World Bank, IDB, IFAD and other donors are being held by the Operational Section to share information on cooperation strategies. EAMR1/2006*
- ✓ *Par ailleurs, la Délégation promeut activement la création de groupes thématiques de ce genre entre tous les coopérants, par exemple en ce qui concerne la Defensoría del Pueblo, dont 90% du budget provient de la coopération ; ou encore au sujet de secteurs relatifs au processus dit de justice et paix, à propos duquel une coordination de la coopération par une agence des NU commence à être envisagée. EAMR1/2007*
- ✓ *Un groupe technique de coordination des coopérants est en cours de création. L'actuelle présidence canadienne du G24 envisage l'articulation de ce groupe technique avec le G24. EAMR1/2007*
- ✓ *Dans le domaine de la réforme du secteur judiciaire, mais aussi de la gouvernabilité et des droits de l'homme, la CE est en train de s'engager dans un processus de coordination avec la coopération américaine, qui comporte aussi de fortes interventions dans ces secteurs. EAMR1/2007*
- ✓ *Under Peace Laboratories implementation: coordination and strategic meetings with Acción Social, Departamento Nacional de Planeación, and World Bank (Peace and Development Credit) had been taking place on a regular basis. Other related meetings were held with CERCAPAZ (German Cooperation: GTZ and KFW) and REDES (UNDP with Sweden and Spanish contribution). Meetings with UNHCHR in order to find complementary actions according to ongoing and forthcoming EC projects and the new UNHCHR office to Colombia mandate. EAMR 1/2008*
- ✓ *Moreover, participation in the Coordination Table on Protected Areas allowed the Delegation to exchange information, avoid duplications and identify synergies among projects regarding public policies on the issue. EAMR*
- ✓ *Definition of III phase of Land Protection and Patrimonial Assets together with Acción Social and UNHCR.*
- ✓ *The U.S. Embassy has shown some interest in EC-funded projects with a view to possible cooperation. They carried out a field visit to Montes de María to compare the approach of the PeaceLab III with the work of the GoC's Coordination Center for Integrated Attention (CCAI). EAMR1/2010*
- ✓ *Several meetings were held with the UN system (UNHCR, UNFPA, UNHCHR, UNDP and PMA).*

The EAMR1/2011 report on co-ordination and co-operation with IOs in terms of policy dialogue and programme design, signals that:

- ✓ *The UNHCR is the EC's main counterpart on IDP issues in Colombia. The main interest of the EC is to have a highly professional, incisive and well positioned UN agency monitoring the GoC's advances, policy developments and results. In Colombia it is very important to maintain the IDP problem on the national agenda and budget and this is only possible through relevant inputs and a qualified dialogue with the GoC.*
- ✓ *The Delegation has established a dialogue with UNICEF, as well as other interested parties, on the implementation in Colombia of UNSC Resolution 1612 on children and armed conflict.*

	<ul style="list-style-type: none"> ✓ Preparation of "Expopaz" event in coordination with UNDP, Embassy of Netherlands, AECID, SIDA, The World Bank, Acción Social, National Planning Department, and Prodepaz Network. The total amount of "Expopaz" was 1 M Euro; EC contribution: 100.000 euro. ✓ The Delegation has aimed to strengthen ties with non-EU donors and among others, had meetings with USAID, the GIZ, PNUD, World Bank, etc to discuss cooperation activities and identify areas of synergy. EAMR1/2011 <p>3. Evidence of joint evaluations and programming missions</p> <p>Cooperation appears to be much more limited, if not inexistent, in the area of evaluation and programming.</p> <ul style="list-style-type: none"> ✓ The first Joint mission of the Heads of Cooperation of the EC and member states was carried out in cooperation with the Embassy of Sweden. The Embassies of the Netherlands, Spain, Great Britain, Poland and France also participated in the mission. The mission was made to the region of Montes de Maria with the aim of visiting the Third Peace Laboratory and to verify the relevance of the AAP 2009, which will be implemented in the region. EAMR1/2009. ✓ At the end of the evaluation period, meetings of the Group of EUD and MS's Chiefs of Cooperation have made possible efforts towards a common annual planning between EUD and MS MN 23, field phase interviews <p>4. Evidence of co-financing</p> <ul style="list-style-type: none"> ✓ ECHO channelled some funds through IO (UNCHR, OSCHA) EAMR1/2010 ✓ Swedish Cooperation Agency (SIDA): Co-financing projects in the Colombian Amazon Basin. A joint protocol for the joint management was agreed with the same partner organisation (The Gaia Foundation). EAMR2/2009 ✓ Another example of co-operation with other donors is the EC contribution to the funding of the office of the High Commissioner for Human Rights in Bogotá. CSP02-06, 24
Peace and Stability, including alternative development	<p>Coordination is not satisfactory and needs to improve in project/programme identification.</p> <p>EU MS express worries about the last programme the EC has formulated and launched (New Territories of Peace Programme), because they consider it lacks an adequate CSO's consultation process and a risks analysis (no harm action study) MN 27, field phase interviews.</p>
Rule of Law, Justice and Human Rights	<p>Evidence could be found in the document review of willingness to coordinate and share in this area, though at earlier points during the evaluation period it was observed that coordination between the EC and other donors should be improved:</p> <ul style="list-style-type: none"> • Coordination with other international donors and the competent institutions and UN agencies is also crucial to ensure a common approach and complementary actions. EU participation in the policy dialogue under the two UN-led basket funds for assistance to victims plays a crucial role in this respect, even if the EU at present does not contribute to this fund financially (MTR 11-13, 15) • Member States and the EC considerably stepped up their coordination and complementarity in fundamental fields such as support for the peace process, human rights and the environment. They attach particular importance to the tackling of the humanitarian crisis. They inform each other and coordinate their efforts in the framework of coordination meetings organised locally between the EU Embassies and the EC Delegation (CSP 07-13, p. 19). • Another example of co-operation with other donors is the EC contribution to the funding of the office of the High Commissioner for

	<p>Human Rights in Bogotá (CSP 02-06, p. 24). Regular dialogue between EC-funded HR projects and UNHCHR to facilitate closer cooperation (EAMR July 2009, p. 2).</p> <ul style="list-style-type: none"> • A national workshop and two meetings with EU Member States and other donors organized by the IfS Programme to present main outputs/achievements (EAMR July 2009, p.2) • Coordination meetings for justice cooperation and a specific one for the Defensoría (Amigos de la Defensoría) have taken place (EAMR July 2007, p.3) See also EAMR July 2006, p. 3, which states: Par ailleurs, la Délégation promeut activement la création de groupes thématiques de ce genre entre tous les coopérants, par exemple en ce qui concerne la Defensoría del Pueblo, dont 90% du budget provient de la coopération ; ou encore au sujet de secteurs relatifs au processus dit de justice et paix, à propos duquel une coordination de la coopération par une agence des NU commence à être envisagée. • The Delegation maintains permanent contact and dialogue with relevant stakeholders in the framework of the Group of 24 (embassies and international organizations). Other donors and EU MS are consulted regularly in all the human rights work of the Delegation. This consultation is mainly done through ad hoc informal conversations. We do not foresee specific consultations on this EIDHR (EIDHR Strategy Paper 2011-2013, Questionnaire, June 2009, pp. 3-4.
<p>1.8.1.3 The extent to which the EC programming process is coordinated with other (mainly EU MS) donors and based on specific know-how and value added in accordance with the EC Code of Conduct guidelines.</p>	
<p>Non specific to selected interventions</p>	<ol style="list-style-type: none"> 1. According to EC's Communication on Complementarity of May 1999, coordination efforts should help achieve complementary objectives between the EC's and EU MS' policies. Coordination efforts will have to characterize all stages of development policies, strategies and programmes, with the aim of improving the impact of European aid through a more efficient use of human and financial resources and of raising the EU political profile on development cooperation. More specifically, coordination efforts should be strongly pursued during both the strategic planning phase - in order to establish a common view on the development strategy of the countries and to identify the most efficient way in which the Community can act; and the evaluation phase – especially with regards to the possibility of carrying out joint evaluations. 2. Drafted in early 2001, the Guidelines for Strengthening Operational Coordination between the EC and the Member States in the field of External Assistance give clear indications on how to build on existing EU coordination mechanisms in order to reinforce coordination and set up the necessary working arrangements. Further on, following the recommendations of the EU Council held in Barcelona that stressed the necessity to take further steps, Member States decided with the EC to launch a pilot initiative on Co-ordination of Policies and Harmonization of Procedures. This Initiative, carried out in October 2002, included case studies in four countries (Morocco, Mozambique, Nicaragua and Vietnam) and aimed at identifying approaches and methods that could help to fully implement the above

mentioned Guidelines.

3. More recently, the European Consensus on Development⁵⁹ has put special emphasis on alignment and on ownership. It introduces a new step towards ensuring complementarity: to respond to partner countries' priorities, at the country and regional level. Furthermore, this new policy document shows EU commitment to improve donors' coordination and complementarity by aiming at joint multiannual programming, based on partner countries' poverty reduction or equivalent strategies and country's own budget processes, joint implementation mechanisms including shared analysis, joint donors' missions, and the use of co-financing arrangements.
4. The EU Code of Conduct on Division of Labour in Development Policy (**COM(2007) 72 final**) proposes 11 guiding principles.

- The **Code of Conduct** is
- **voluntary, flexible and designed to guide the policy and the actions of EU donors;**
- **dynamic in terms of principles, defining targets which the EU donors will endeavour to reach;**
- directed to **all EU decision-makers** engaged in development cooperation. The Commission hopes that the other international donors will conform to it in the future;
- aimed at **complementarity between public authorities** involved in the EU cooperation policy, whilst acknowledging the importance of enhanced cooperation between public and private aid;
- focused on **operational complementarity** (concerning the working methods), in-country *, cross-country *and cross-sector *.

The Code proposes **broad guidelines** which establish the principles of complementarity in development aid. In particular, the Code consists of eleven guiding principles:

- **concentrate the activities on a limited number of national sectors (focal sectors).** EU donors should confine their assistance in a partner country to two sectors in which they offer the best comparative advantage *, as recognised by the government of the partner country and the other donors. Apart from these two sectors, donors can provide budget support and finance programmes relating to civil society, research and education;
- **redeploy into other activities in-country (non-focal sectors).** As regards the non-focal sectors, donors should either remain committed through a delegated cooperation/partnership agreement * redeploy the resources becoming available in general budget support or exit from the sector in a responsible manner;
- **encourage the establishment, in each priority sector, of a lead donorship arrangement** responsible for coordination between all the donors in the sector, with a view to reducing the transaction costs;
- **encourage the establishment of delegated cooperation/partnership arrangements** through which a donor has the power to act on behalf of other donors concerning the administration of funds and dialogue with the partner government on the policy to be implemented in the sector concerned;

⁵⁹ Joint statement by the Council and the representatives of the governments of the Member States meeting within the Council, the European Parliament and the Commission on European Union Development Policy: 'The European Consensus', (2006/C 46/01)

- **ensure appropriate support in the strategic sectors.** At least one donor should be actively involved in each sector considered relevant for poverty reduction. In addition, there should be a maximum of three to five active donors for each sector;
- **replicate this division of labour at regional level** through the application of the principles of the in-country division of labour in cooperation with the partner regional bodies;
- **designate a limited number of priority countries** for each donor through dialogue within the EU;
- **grant adequate funding to the countries which are overlooked as far as aid is concerned** and which are often fragile countries whose stabilisation would have positive repercussions for the region as a whole;
- **analyse and expand areas of strength:** the EU donors should deepen the evaluations of their comparative advantages with a view to greater specialisation;
- **pursue progress on other aspects of complementarity**, such as its vertical ^{*} and cross-modality/instruments dimensions ^{*};
- **deepen the reforms of the aid systems:** the changes suggested by the Code require reforms of a structural nature and in terms of human resources.

5. No documentary evidence has been found, about any coordination of programming processes with other (mainly EU MS) donors, which would be based on a joint acknowledgement of specific know-how and value added in accordance with the EU Code of Conduct guidelines.

Interviewed EU MS confirm this absence point. **MN 23, field phase interviews.**

- The publication of the UE Code of Conduct (CoC) takes place in 2007. Efforts to implement the EU CoC in Colombia officially start in 2008 as referred in **EAMR 1/2009: *The Delegation, together with the presidency of the EU, leads the implementation of the EU Code of Conduct in Colombia.***

Therefore, the EUD has gone through only one programming exercise since then: the Mid Term Review (2010).

- As described in its Annex 4 titled “*Drafting process and stakeholder consultations*”, *In order to draft the Mid Term Review of the CSP 2007-2013, the Delegation of the European Commission in Colombia conducted a series of consultation with important stakeholders in government, parliament and civil society.* **MTR 2010.**

There is no reference of any other formal consultation exercise, which would have involved other (particularly EU MS) donors.

- Just as the previous programming documents, the MTR includes a Donor Matrix in annex (Annex 8, CSP 2002-06; Annex 10 CSP 2007 -13; Annex 3, **MTR 2010, 34-43**) which lists each donor, its areas of intervention and corresponding budget.
- The MTR does not include any further analysis aiming at making out specific know-how and value added as per area of intervention.
- At the time of the MTR exercise, the **implementation of EU CoC is only entering a preliminary phase**, as comes out from the MTR chapter on *The aid effectiveness agenda: The Commission Delegation ... conducted a qualitative analysis of the sectors in which there is a significant number of projects, the donors operating in these sectors, and the feasibility of implementing the CoC for those sectors. ‘Multi-sectoral support for Peace and Development’ was shown to be the area best suited to work on implementing the CoC. A working group of EU donors active in this sector has therefore been formed, with the aim of conducting a more detailed analysis of the relevance and feasibility of implementing the CoC in the Colombian case.* **MTR2010, 11.**

	<p>6. Last, but not least, the EUD as well as EU MS stress the political dimension of cooperation in a country with an internal armed conflict like Colombia and how this may limit the EU CoC applicability in the country.</p> <ul style="list-style-type: none"> ○ Limited applicability of the CoC <i>In this context, it needs to be borne in mind that the very specific situation of Colombia, and the existence of an armed internal conflict in the country, is the raison d'être for the intervention of most EU donors and gives cooperation actions in this area an eminently political character. This could limit the extent to which the CoC's strictures can be applied in Colombia. MTR2010, 11</i> <p>The significance of the political dimension of cooperation in a country like Colombia (country characterized by a middle-high income economy and an armed conflict) and its impact on the efforts of coordination and harmonization between EC and EU MS is confirmed by EU MS during the exploratory mission (<i>Por razones del conflicto armado, en Colombia la cooperación tiene que ser muy sensible a la dimensión política. Lo cual no deja mucho espacio para delegar (en aplicación del Código de Conducta) MN04, interviews in exploratory phase</i>) as well as during the field phase. MN 23, 27 field phase interviews.</p> <ul style="list-style-type: none"> ○ Trying to reach the 3 Cs and define EC's value added on a political basis and not on a technical basis. MN 17, 23, 28 field phase interviews. <p>Relevant stakeholders –EUD and EU MS, MN 23, 27, 28, field phase interviews - consider that</p> <ul style="list-style-type: none"> ▪ it may have been –and it may be- a mistake to try to reach the 3 Cs (coordination, complementarity and coherence) between the EC and EU MS and to define EC's value added in the field of technical cooperation; ▪ the 3Cs between EC and EU MS should be sought after in the political field (policy dialogue / dialogue on policies). ▪ The EUD should seek –and build- internal coherence between the political and the technical cooperation dimensions starting from the political dimension and aligning the technical cooperation instruments on the political facet. ▪ In as far as it becomes clear, in the main stakeholders' mind, that there is a need to link the political and the technical cooperation dimensions, new platforms will have to be created, where EC's and MS' political and technical cooperation officials will be able to work on joint agendas. ▪ EC's valor added should be sought and assessed in the strategic / political sphere.
<p>1.8.1.4 Existence of - and reliance on – a transparent and monitorable performance assessment framework.</p>	
<p>Non specific to selected interventions</p>	<p>No reference has emerged, from documentary review, about a PAF -as defined below- having been developed by the GoC so as to <i>assess progress against (a) the national development strategies and (b) sector programmes</i>, as a result of the implementation of the Paris Declaration on aid effectiveness. Guidelines for EC support to sector programmes, July 2007, 88</p> <div style="border: 1px solid black; padding: 5px; margin-top: 10px;"> <p>Box 5.6: Performance Assessment Framework</p> <p>A Performance Assessment Framework is a set of regular performance measurements which enable managers and stakeholders to reliably assess progress in achieving a set of outcomes reflecting all key dimensions of the system being monitored. Assessment because it can involve both monitoring and evaluation measures and processes; framework because it needs to logically hold together and reflect the whole system; both managers and stakeholders because managers are not alone in policy development and a PAF is one means of</p> </div>

	<p>increasing accountability and transparency; outcomes rather than inputs and outputs, because impact is hard to measure and outputs do not tell us whether an objective is being met; all key dimensions but generally trying to keep the number of measures to a manageable number.</p> <p>Guidelines for EC support to sector programmes, July 2007, 88</p>
<p>I.8.1.5 Absence of conflicts or overlapping between interventions of different donors, especially EU MS and the EC.</p>	
<p>Non specific to selected interventions</p>	<p>No conflict or overlapping issue between interventions of different donors is reported, as such, in the documents reviewed.</p> <p>Nevertheless, the situation signalled below as regards the Peace Laboratories, is an indication that the multiple coordination and harmonization initiatives and mechanisms listed above (I.8.1.1).do not guaranty by themselves coordination at field level and that specific coordination actions are thus required.</p> <p>CSO stakeholders, like the Red Prodepaz, confirm that, in the territories of intervention, donors share a territorial view of peace; that there is coherence and complementarity among donors over territorial approach MN 22, field phase interviews.</p> <p>0.1 Yet, there is one dimension in which there is neither coordination nor coherence between donors: the administrative proceedings required to be fulfilled in order to obtain funds from donors and / or participate in projects funded by donors. No effort of harmonization has taken place. Each donor implements its own proceedings, MN 22, field phase interviews.</p>
<p>Peace and Stability, including alternative development</p>	<p>One MS comments its efforts in search for complementarity with EC at field level, so as to avoid overlapping and conflict</p> <ul style="list-style-type: none"> • <i>Con el programa CERCAPAZ se trabaja en regiones y temáticas similares a los programas de laboratorios de paz apoyados por DEU, y no existen espacios o mecanismos con DEU para definir estrategia de trabajo conjunto. Sin embargo se está realizando acciones aisladas para no duplicar los trabajos en campo, como por ejemplo; en el departamento de Norte de Santander, en la convocatoria que realizaron acordaron que un criterio de selección de los municipios es que estos no estén priorizados en los LAB.</i> • <i>Existen espacios de coordinación a nivel local, debido a que las comunidades les solicitaron a DEU y a GIZ la creación de un solo comité directivo que coordinara todas las actividades en campo.</i> • <i>La feria Expopaz fue un buen ejercicio de coordinación entre las diferentes instituciones de cooperación internacional presentes en Colombia, cada una llevo sus principales proyectos y se realizó un encuentro y presentación entre los diferentes beneficiarios.</i> <p>MN08, interviews of exploratory mission</p>
<p>Rule of Law, Justice and Human Rights</p>	<p>No evidence about conflicts or overlaps could be found in the document review.</p> <p>In this field, the delegation, in certain cases, of project implementation through Contribution Agreements (CA) has helped avoid conflicts or overlapping between interventions of different donors.</p>
<p>I.8.1.6 Key stakeholders at country level confirm that donor coordination mechanisms responding to EC and international commitments on aid effectiveness are in place and operational at various levels.</p>	
<p>Non specific to selected interventions</p>	<p>Key stakeholders at country level confirm that donor coordination initiatives and mechanisms responding to EC and international commitments on aid effectiveness are in place at various levels.</p>

	<p>Yet, they all stress that those initiatives and mechanisms have not been fully operational and have had limited results on coordination, complementarity and coherence between donors in Colombia.</p> <p>The main reason, for which coordination, complementarity and coherence between donors in Colombia have been limited, is analysed in Point 6 of indicator I.8.1.3 above, i.e. the eminently political dimension of cooperation with Colombia.</p> <p>MN 17, 23, 27 field phase interviews.</p> <p>Another reason appears to be, as explained by GoC's officials, the fact that the GoC has not incentivated harmonization between donors and has favoured bilateral relationships, because it has considered that there is no complementarity between EC and EU MS and that horizontal coordination (harmonization) would be like adding "apples and pears". MN 15 field phase interviews</p>
<p>JC 8.2:</p> <p>The EC support, especially in the areas of integrated development, justice and human rights, economic development and trade, added benefits to what would have resulted from action taken by the EU MS and other donors on their own.</p>	
<p>I.8.2.1 Programming documents refer to value added by the Commission in the areas concerned.</p>	
<p>Non specific to selected interventions</p>	<p>EC programming documents make no reference to EC Value Added, except in one case: the CSP 2007-13, which refers to the <i>function of political support and protection ... EC has played in particular for the organisations of civil society.</i> (p 18)</p> <p>A. CSP 2002-06</p> <p>The first programming document of the period does not mention any value added by the EC. The chapter on <i>Complementarity within the EU and with other donors (CSP 02, 24-25)</i> only refers to co-operation mechanisms and actions with other donors.</p> <p>B. CSP 2007-13</p> <p>The 2nd programming document of the period makes only one reference to value added by the EC. Among the <i>Lessons learnt from past cooperation 2002-06</i>, the CSP considers, as regards to <i>Civil Society: European cooperation has come to fulfil a function of political support and protection for the recipients, and in particular for the organisations of civil society. Such protection can be seen as an added value of European cooperation that impact indicators can hardly reflect but which represents an invaluable form of support for potential beneficiary organisations.</i> CSP2007-13, 18.</p> <p>It is relevant here to signal that this plus, which the EC underlines as value added in its programming documents, is precisely what, according to the CSOs working in the justice, victims and HHRR defence sectors, the EC/EUD has not been able or willing to maintain after 2006. MN 16 field phase interviews</p> <p>As in the anterior programming document, the chapter <i>MS and other donors' programmes, consistency and complementarity (CSP 2007-13, 18-19)</i> only refers to co-operation initiatives and actions with other donors.</p> <p>C. MTR 2010</p> <p>As before, the MTR makes no mention of value added by the EC. Nevertheless, the chapter on <i>The Aid effectiveness agenda</i>, comments on the efforts to implement the Code of Conduct in the '<i>Multi-sectoral support for Peace and Development</i>' <i>A working group of EU donors active in this sector has therefore been formed, with the aim of conducting a more detailed analysis of the relevance and feasibility of implementing the CoC</i></p>

	<i>in the Colombian case. MTR 2010,10-11</i> This should have led to an analysis of value added by the EC. Yet it has not, as confirmed by EU MS. MN 23, field phase interviews.
1.8.2.2 EU Member States and other non-EU donors operating in the field recognize the EC's value added in a given area/areas and operate appropriately (division of labour).	
Peace and Stability, including alternative development	Neither MS nor any other donor active in this sector (like the World Bank) recognize any EC's value added in the area of Peace and Stability, including alternative development, which could lead to implement a division of labour between donors, in accordance with the EU Code of Conduct.
Rule of Law, Justice and Human Rights	No further evidence found of MS and UN agencies recognizing any EC's value added in the area of Rule of Law, Justice and Human Rights and of any division of labour, In accordance with EU Code of Conduct. <ul style="list-style-type: none"> • <i>Echo considers that EC's Uprooted budget line added value to interventions in favour of IDP. Its elimination leaves an empty space which neither European NGOs nor UNDP can fill. MN09, interviews of exploratory mission</i> • In this area, a division of labour has settled between the EC and another donor, which manifests itself through the aid modality chosen for the implementation of a few EC projects. The modality of project implementation through Contribution Agreements is based on EC's acknowledgement of the value added of another institution : ... <i>the experience and the neutrality of the organisation (UN) in specific fields CSP2007, 18</i>
Productivity, competitiveness and Trade	Neither MS nor any other donor active in this sector recognize any EC's value added in the area of Productivity, competitiveness and Trade, which could lead to implement a division of labour between donors, in accordance with the EU Code of Conduct.
1.8.2.3 Evidence that the Commission builds on internal capitalisation processes (Commission's guidelines, communications, etc.) and applies them.	
Non specific to selected interventions	No documentary evidence has been found proving that EUD builds on internal capitalization processes. As explained in the next indicator below, EU guidelines or communications like for instance the EU Guidelines on Human Rights and International Humanitarian Law (2009) are an unexploited potential. MN 27 field phase interviews.
1.8.2.4 Key stakeholders at country level, most notably national counterparts, the EU Delegation and EU MS, confirm the value added by the Commission in the indicated areas.	
As shown in indicator 1.8.2.2 above, EU MS as well as other donors do not acknowledge any Value Added by the EC in the three main sectors of intervention, the main reason being, as analysed above, that the highly political dimension of cooperation with Colombia makes each donor's strategy distinctive and therefore does not allow for any delegation or representation between donors; that Value Added should be sought in a strategic / political dimension. <ul style="list-style-type: none"> ▪ EU MS maintain their point of view. MN 23, 27 field phase interviews Important to signal, as one EU MS points out, that the EC could Add Value to the EU MS individual cooperation in a strategic field, like HHRR, if it were able to implement and put into practice in Colombia tools like the EU Guidelines on Human Rights and International Humanitarian Law (2009). MN 27 field phase interviews. 	

<p>Yet, if we accept a more laxist meaning of the term Value Added, the interviews carried out during field phase show divergent points of view on this issue.</p> <ul style="list-style-type: none"> ▪ EUD officials express the view that EC's legitimacy and seriousness are two recognized characteristics of EC's cooperation with Colombia. MN 17 field phase interviews. ▪ GoC officials consider EC cooperation's value added on 2 main aspects: (1) methodological, with the introduction of an integral, territorial, bottom up intervention method, which has given visibility to Civil Society and opened dialogue channels between CSO and the State; (2) territorial: EC financial investment in the zones of conflict through the LPs has motivated new and complementary investments from other donors in the zones of conflict in the country. MN 15, 26 field phase interviews. ▪ CSOs, like the RED PRODEPAZ, underline the pioneering facet of EC cooperation in Colombia in the field of Peace and Stability (<i>in an adverse political environment, EC takes risks, innovates, demonstrates feasibility, disseminates</i>) ▪ GoC's officials and CSOs, like the RED PRODEPAZ, agree on one point: EC cooperation in the field of Peace and Stability has helped avoid an escalation of violence and an intensification of the conflict in the country, MN 22, 27 field phase interviews. 	
<p>1.8.2.5 Key stakeholders at country level, most notably national counterparts, the EU Delegation and EU MS, confirm that the EC's policy dialogue represents value added on the relevant sectoral issues</p>	
<p>Key stakeholders at country level, most notably national counterparts, the EU Delegation and EU MS express divergent points of view when asked if they consider that the EC's policy dialogue represents value added on the relevant sectoral issues.</p> <ul style="list-style-type: none"> • Some EUD officials consider that that EC's Value Added in the country –understood here as institutional legitimacy– has been built more on technical cooperation – with the implementation of concrete projects and programmes- than on policy dialogue on specific sectoral issues.MN 17 field phase interviews. • Other EUD officials agree with some EU MS and consider that the Dialogue on HHRR offers a real opportunity for an EC's Value Added. MN 27, 28 field phase interviews. • Some GoC's officials express critical views on political dialogue, arguing that, up to now, there has been no real dialogue but only a monologue MN 15 field phase interviews. 	
<p>JC 8.3: The EC interventions are designed with a view to taking advantage of EU policies in the same field or mitigating their negative consequences.</p>	
<p>1.8.3.1 EC programming documents make specific reference to the implications of other EU policies for development interventions.</p>	
<p>Non specific to selected interventions</p>	<p>A. CSP 2002-06 In a chapter on <i>Coherence</i>, the CSP 2002-06, 23-24 reviews briefly the coherence between EU policies in 3 main areas and bilateral programmable cooperation with Colombia.</p> <p>1. Trade and CAP <i>Most exports from Colombia are exempted from custom duties ... as a result from ... the Generalised System of Preferences (GSP) and more specifically the GSP "drugs". ... In this manner, trade policy contributes to the achievement of the EC development co-operation objective of promoting economic growth. ... To the extent that rural poverty is one of the root-causes of conflict, the EC trade policy vis-à-vis Colombia hence also contributes to fighting the root causes of conflict.</i></p>

	<p>The document mentions the <i>EU sanitary and phytosanitary standards as barriers to Colombian exports ... thus inviting Colombia to make an effort to meet the EU food / product safety standards, an effort which would benefit Colombian consumers at the same time; also mentions the reforms introduced in the CAP, in particular a process of lowering EU support prices to world market prices as a result of which the competitiveness of third country products on the EU market will increase; and the support to the economic growth objective of EU development policy via regional programmes like AL-INVEST.</i></p> <p>2. Humanitarian assistance <i>provided through ECHO, NGOs and Up-rooted people budget lines follows the line to assist the victims of the armed conflict, one of the main objectives of the EC strategy with Colombia.</i></p> <p>3. Sustainable development <i>has also been the target of EC co-operation in the environment and tropical forests fields.</i></p> <p>B. CSP 2007-13</p> <p>In a chapter on <i>Consistency with other EU policies</i>, the CSP 2007-11, 20-23 goes through the 6 main EU policies of interest as regards EU bilateral programmable cooperation with Colombia and points out in which way they are complementary, consistent, compatible with, or an obstacle to, the programmed interventions.</p> <p>1. Humanitarian and emergency aid An instrument that offers a short term answer and fills the gap <i>where there are no projects receiving bilateral programmable aid and where the situation is most critical in terms of humanitarian needs</i>. It is then complementary to EC programmable aid, particularly for the benefit of displaced people, working as a forerunner to other community programmes.</p> <p>2. Market Access 3 main lines of action: (a) Trade and development In this area, marked by 2 relevant elements (<i>the new GSP regime, "GSP+" (2005) and the 2004 agreement between EU and CAN to conclude an association agreement, including a free trade area ...</i>) the main objectives of the EU's trade policy towards the Andean Community are to help attain a sufficient level of regional economic integration. The 2007-13 CSP will support ... <i>the process of enabling Colombia to become more integrated into the world economy; (b) The Common Agricultural Policy (CAP)</i>, which offers opportunities and imposes limits to exporting to the European market; (c) Sanitary and Phytosanitary Control Policy: Consumer Protection. To help face this measure, <i>perceived by third countries or economic sectors as a non-tariff trade protection measure</i>, the CSP ... <i>provides for aid operations to help national products comply with technical standards.</i></p> <p>3. Environmental policy and biodiversity Aim at 2 objectives: <i>(1) to meet the objectives and comply with the principles of the sixth Community Environment Action Programme (Sixth EAP, 2002-2011)³²; (2) to encourage Colombia to implement its international commitments under the various multilateral environmental agreements in this field.</i> <i>These objectives are compatible with this CSP, particularly in view of the fact that the environment, as one of the main cross-cutting issues for sustainable development, has been mainstreamed into the cooperation strategy.</i></p> <p>4. Justice, Liberty and Security (JLS) 2 main lines of action: (a) The fight against illicit drugs: based on the <i>2005-2012 EU Drugs Strategy ... (it) aims to boost EU action to combat drugs via alternative development programmes, programmes for peace and greater political dialogue, (b) Migration:</i> EU's cooperation strategy with Colombia is consistent with the general measures taken at regional and subregional level in this field in the sense</p>
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that its main objectives are to contribute to peace-building and local development.

5. Knowledge-based society

*Offers opportunities ... in the fields of **technological research and development, culture and education and the information society** that will have to be exploited.*

6. Employment, social affairs and equal opportunities

As part of EU's support (to the) process of cooperation between the Andean countries, ... the Commission proposes an integrated economic and social approach based on the view that economics, employment and social cohesion are interdependent components of the fight against inequality; and Respect for fundamental labour rights is a key element.

C. MTR 2010

A chapter, focused on the "*Relevance of new policy objectives and commitments*" (**MTR 2010, 8-10**), summarizes the new policies (on *climate change, migration, drugs, energy and aid for trade*) and signals their relevance for development interventions led in the 3 main spheres of EC Cooperation in Colombia. These policies appear to offer more opportunities than to raise obstacles to EC's interventions in Colombia.

- **Climate Change** and environmental degradation are of growing concern also in Colombia ... where sustainable resource management is a key concern in rural development activities carried out notably under the Peace Laboratories; ... (and when) alternative development activities are stepped up under the new NIP. All alternative income-generating methods explored and supported will have to be scrutinised for their environmental impact. ... In addition, there may be scope under the new NIP for enhancing the way that environmental aspects are taken into account and addressed under the trade and competitiveness chapter of EU cooperation...
- **Migration** is also a key issue for Colombia (labour migrants and remittances). EU cooperation in Colombia helps to address some of the root causes for the phenomenon of migration (such as poverty and social exclusion), notably through its trade and competitiveness chapter, but also by means of rural and alternative development activities and actions assisting displaced populations within the peace and stability component. These lines of action will be continued under the new NIP, and complemented by actions under the EU's new Thematic Programme for Cooperation with Third Countries in the areas of migration and asylum, and its predecessor AENEAS.
- In implementing the EU **Drugs** Strategy 2005-2012 ... the EU is currently supporting a number of interventions under its regional programmes and the Instrument for Stability. Colombia's deep integration into global supply chains for cocaine ... underscores the importance of EU drugs action also at country level. ... There is a clear demand for increased EU efforts to strengthening the(se) official strategies with alternative development activities of the type already implemented in the Peace Laboratories, albeit on a larger scale.
- **Energy** resources ... there will be opportunities for reinforcing cooperation with Colombia to promote research into, and deployment of, environmentally friendly technologies, in particular in energy efficiency and renewable energy. This could be done partly under the trade and competitiveness chapter of the new NIP.
- **'Aid for trade'** assistance ... is arguably of greater importance today than it ever has been for the country, in view not only of the global economic downturn and its impact on Colombia's exports, but also the conclusion of the trade negotiations with the EU, on the one hand, and Colombia's freight relations with some of its partners within the Andean Community, on the other.

1.8.3.2 Evidence of specific measures introduced in EC interventions to avoid the adverse effects of conflicts between EC development policy and other policies such as agriculture, environment or trade that could affect cooperation-related objectives and results in the country.	
Non specific to selected interventions	<p>1. Adverse effects identified.</p> <p>The review of the coherence and consistency analysis included in the programming documents of the period under study (see indicator 1.8.3.1 above) points out adverse effects of conflicts between EC development strategy and interventions and EU policies that could affect cooperation-related objectives and results in the country in one area only:</p> <ul style="list-style-type: none"> the Sanitary and Phytosanitary Control Policy: Consumer Protection, EU sanitary and phytosanitary standards acting as a non-tariff trade protection barrier to Colombian exports. <p>2. Specific measures taken</p> <p>To help face this situation, EC bilateral cooperation in Colombia has identified and launched, in October 2008, a € 5.4M project on Trade Related Technical Assistance to Colombia.</p> <p>This project aims at the following objectives: <i>(OG) Promover las exportaciones colombianas y las inversiones productivas en el país; (OE) Fortalecer el funcionamiento de las instituciones gubernamentales y del sector privado en materia de comercio exterior y de inversiones; and</i> And its 1st expected result is: <i>RE1: El impacto de barreras no arancelarias sobre las exportaciones Colombianas se ve reducido. R1.A1: El ICA y el INVIMA ponen en marcha el análisis de riesgo y las inspecciones del sector agropecuario diseñadas por el Gobierno colombiano para cumplir con las normas sanitarias y fitosanitarias internacionales, europeas y de los mercados específicos; RE1.A2: La metrología legal y los laboratorios de referencia, tanto en el sector agropecuario como industrial, están acreditados.</i></p> <p>Proyecto "Asistencia Técnica Al Comercio En Colombia", Matriz Del Marco Lógico.</p> <p>Interesting to remind here that, already during the 2002-06 programming period, the GoC had asked for EC cooperation in the trade development area.</p>
Peace and Stability, including alternative development	No adverse effect identified in this area, therefore no specific measures.
Rule of Law, Justice and Human Rights	No adverse effect identified in this area, therefore no specific measures. Correct statement
Productivity, competitiveness and Trade	see above
1.8.3.3 EU Delegation staff and EU Member States confirm the existence of EU policy coherence.	
Non specific to selected interventions	<p>EU Delegation's staff confirm that coherence between EC cooperation interventions and EU policy is taken care of from the programming phase (see 1.8.3.1), but that coherence is not an easy task.</p> <p>MN 17 field phase interviews.</p>

Sources of verification :

- Interviews: / interviews of exploratory mission
- Proyecto "Asistencia Técnica Al Comercio En Colombia", Matriz Del Marco Lógico.
- European Commission, "Colombia Country Strategy Paper and National Indicative Programme 2002-2006", (2002)
- European Commission, "Colombia Country Strategy Paper and National Indicative Programme 2007-2013", (2007)
- European Commission, "Colombia Mid-term Review and National Indicative Programme 2011-2013", (2011)
- Colombia EU Delegation, "EAMR January 2006", 2006
- Colombia EU Delegation, "EAMR June 2006 ", 2006
- Colombia EU Delegation, "EAMR February 2007", 2007
- Colombia EU Delegation, "EAMR July 2007", 2007
- Colombia EU Delegation, "EAMR January 2008", 2008
- Colombia EU Delegation, "EAMR July 2008", 2008
- Colombia EU Delegation, "EAMR January 2009", 2009
- Colombia EU Delegation, "EAMR July 2009", 2009
- Colombia EU Delegation, "EAMR January 2010 ", 2010
- Colombia EU Delegation, "EAMR July 2010", 2010, 2010
- Colombia EU Delegation, "EAMR January 2011", 2011
- Council of the European Union (15074/04), "EU Drug Strategy 2005-2012", (2004)
- European Commission, Guidelines for EC support to sector programmes, July 2007
- European Commission Sixth Community Environment Action Programme (Sixth EAP, 2002-2011)
- European Commission 'Proyecto "Asistencia Técnica Al Comercio En Colombia", Matriz Del Marco Lógico.
- Communication from the Commission to the Council and the European Parliament of 28 February 2007 entitled "EU Code of Conduct on Division of Labour in Development Policy" [COM(2007) 72 final - Not published in the Official Journal].
[HTTP://EUROPA.EU/LEGISLATION_SUMMARIES/DEVELOPMENT/GENERAL_DEVELOPMENT_FRAMEWORK/R13003_ES.HTM](http://europa.eu/legislation_summaries/development/general_development_framework/r13003_es.htm)
- Guidelines for EC support to sector programmes, July 2007
- EU Guidelines on Human Rights and International Humanitarian Law 2009
- Presidencia Pro-Tempore España Grupo de Cooperantes, Arquitectura de la coordinación de la cooperación internacional en Colombia: Diagnóstico y propuesta para su mejora bajo criterios de economía, eficacia y eficiencia, 2012 (draft)

Methods :

- Document review
- Case studies (bilateral programmes analysed in more depth)
- Inventory Analysis
- Analysis of interviews

EQ9: LINKING RELIEF, REHABILITATION AND DEVELOPMENT

EQ 9

To what extent has EC cooperation at country level been, and is at present, able to link successfully - in a simultaneous and complementary way - relief, rehabilitation and development, i.e. short, medium and long term objectives?

Evaluation criteria: Relevance, Effectiveness, Impact

Key issues: Coherence; Cross-cutting issues: most vulnerable groups

RATIONALE:

In countries subject to crisis situations, the challenge for cooperation interventions is to have the capacity to link short, medium and long-term objectives and results, i.e. to link relief (humanitarian aid), rehabilitation (also called socioeconomic stabilization) and development.

In the present case, according to EC strategy papers the challenge is to be able to give, simultaneously and complementarily, assistance to victims of the armed conflict, support to peace-building efforts at local and national level, and support to development for all as a means to mitigating the root causes of the conflict.

As a reference, we may recall that in its 2001 Communication on "Linking Relief, Rehabilitation and Development", the Commission makes several policy proposals to link relief, rehabilitation and development:

- *In countries prone to violent conflicts, the link must be seen in a broader context: political, developmental and humanitarian:*
 - *the Commission should take into account the pre-crisis phase to define its post-crisis strategy; and in particular it should pay specific attention to factors that lead to crises and to mechanisms that can prevent escalation;*
 - *a consistent EU approach to crises that links Commission and EU interventions and instruments in an integrated way is needed;*
 - *from the start of the conflict a long-term perspective must be adopted that influences the nature of emergency interventions (particular attention should be paid to the needs of the affected populations);*
 - *assistance should be planned and adjusted to a particular situation so as not to have a negative impact.*

The Communication also identifies three major problems in ensuring linkage between emergency and development instruments: slow decision-making procedures, choice of implementing partners, and the ability to mobilise resources through appropriate instruments. It proposes the following responses:

- *"The linkage issue will become an integral part of the Country Strategy Paper (CSP) in countries prone to crises and emergencies and as soon as ECHO intervenes an addendum to the CSP will be elaborated and adopted using simplified and adapted procedures.*
- *The Commission will review its own instruments and procedures with a view to reducing time delays, mobilizing adequate resources in a timely fashion and ensuring the involvement of appropriate partners. This will take place in the framework of the reform of external assistance."*

The question will assess the extent to which the EC's cooperation strategy in the evaluation period, and the interventions selected for the desk phase study in the three focal sectors, have contributed to meeting the above-mentioned challenge.

SOURCES OF INFORMATION

The answer presented below is based on several sources:

- Interviews with EC officials and with national stakeholders in Bogotá
- Analysis of the Colombian national context in relation to conflict, and of public policy relating to conflict management
- Analysis of EC policy and strategy evolution
- Inventory of EC financial commitments
- Analysis of EC selected interventions considered under EQ 1: (1) Peace Laboratory III (24,2M€), (2) Regional Development, Peace and Stability (I) (26M€); and (3) Local Economic Development and Trade in Colombia (6M€)⁶⁰
- Analysis of all CSP/NIP for the programming periods 2002-2006 & 2007-2013
- Field assessment of relevant policy evolution and incorporation of related EC policy commitments into country programming and interventions.

OVERVIEW RESPONSE

The analysis shows that, while EC cooperation at country level between 2002 and 2011 has been able to link -in a simultaneous and complementary way – relief and rehabilitation, i.e. short and medium term objectives, it has not been able to establish the link with development, i.e. with long term objectives, although it has been able to create the conditions which will allow to link development in the future.

EC cooperation has reached these results thanks to:

- Designing from the start a three-fold comprehensive approach, which has integrated the conflict into a long-term perspective with peace-building as a central reference and ultimate goal as can be confirmed both by EC strategy of intervention and the interventions which have been identified, formulated and/or implemented during the evaluation period (2002-2011);
- Referring to and making use of a multiplicity of high quality in-depth social and political studies and analysis, produced by Colombian and international organizations, in order to clarify the root causes of conflict and violence and target actions accordingly;
- Building a multifaceted scheme of complementarity which has generated synergy within and between EC bilateral cooperation interventions in Colombia;
- Profiling interventions aimed at short and mid term objectives –assistance to victims of violence and peace-building- with the help of a clear identification of the profile and needs of specific groups of populations or communities (displaced and uprooted populations, child soldiers, ex-combatants ... and other most vulnerable groups) and / or of the profile of regions (the zones of conflict);

⁶⁰ The recent Local Economic Development Programme is considered here inasmuch as it shares with the Peace Laboratory and other programmes, covered by EQ1, the territorial approach -as opposed to sectoral approach- to economic development and the significant role of local and regional authorities and NSA in development.

- *Aiming the interventions (their activities, outputs and results) at building social cohesion and, to some extent with the Peace Laboratories, territorial cohesion in order to impact on the root causes of conflict (social and territorial marginality and exclusion, extreme poverty);*
- *Focusing EC contribution on the building and strengthening of legitimate institutions and access to those institutions, the drafting of public policy, the building and strengthening of citizenry, the promotion of dialogue and consensual relationships among local players, CSO's capacity building and local economic development.*

The following drawbacks have been signalled in EC strategy:

- *A lack of complementarity and synergy between the technical and the political dimensions of cooperation during the evaluation period, pointed out by CSO of the HR sector;*
- *The limited political dialogue with the GoC, which has failed to produce a comprehensive framework of issues which could have helped consolidate EC's cooperation strategy;*
- *One final aspect needs to be underlined which has contributed to this result. EC strategy has failed to link cooperation instruments (thematic with bilateral) and, as we have seen in JC 7.4, in its daily practice the EUD in Colombia has also failed to achieve coordination between sectors and instruments..*

EC strategy has not been able to link development to relief and rehabilitation. The weak point, as CSO of the peace and stability sector point out, lays in the area of local / regional economic development, where the EC has approached the productive challenge as a peace building issue (a step from humanitarian aid to rehabilitation) and has left sectoral or territorial competitiveness out (the development dimension).

JC 9.1:

Following the recommendations made in the EC's 2001 Communication on Linking Relief, Rehabilitation and Development (COM (2001) 153 final), the EC's strategy has been designed and implemented so as to offer from the start a *comprehensive approach linking political, developmental and humanitarian issues* in support of peace-building efforts

I.9.1.1 Evidence that a threefold comprehensive approach, integrating the conflict into a long-term perspective with peace-building as a central reference and the ultimate goal, has been designed from the moment of strategy definition and confirmed by the interventions identified, formulated and/or implemented in the evaluation period (2002-2011).

Non specific to selected interventions

1. Evidence that EC strategy in Colombia is based on a 3-fold approach aiming at peace building.
As summarized in I.8.3.3 on national ownership at policy level (EQ8 above), EC's strategy of intervention is based on *EC's main objective... to support Colombia's search for Peace ... CSP 2002-06, 21 ... and stability while not losing of sight of the major economic development potential that a peaceful Colombia could generate for the entire Andean region CSP 2007-13, 24;* and therefore on providing support of on-going Colombian activities in the search for Peace; targeting of the roots and causes of the conflict; providing humanitarian assistance to the victims of the conflict **CSP 2002-06, 21** and promoting Development for all through local economic development and commercial development **CSP 2007-13, 25.**
The successive programming documents, EAMR as well as project / programme identification documents confirm that peace building is the leading issue and global objective towards which EC cooperation tends in the period under study; evolving towards building the conditions for a long-lasting peace when, in 2007, the idea of stability is added as a *prerequisite to any form of sustainable development.*

Initially, this strategy unfolds with 2 main lines of actions, as follows :

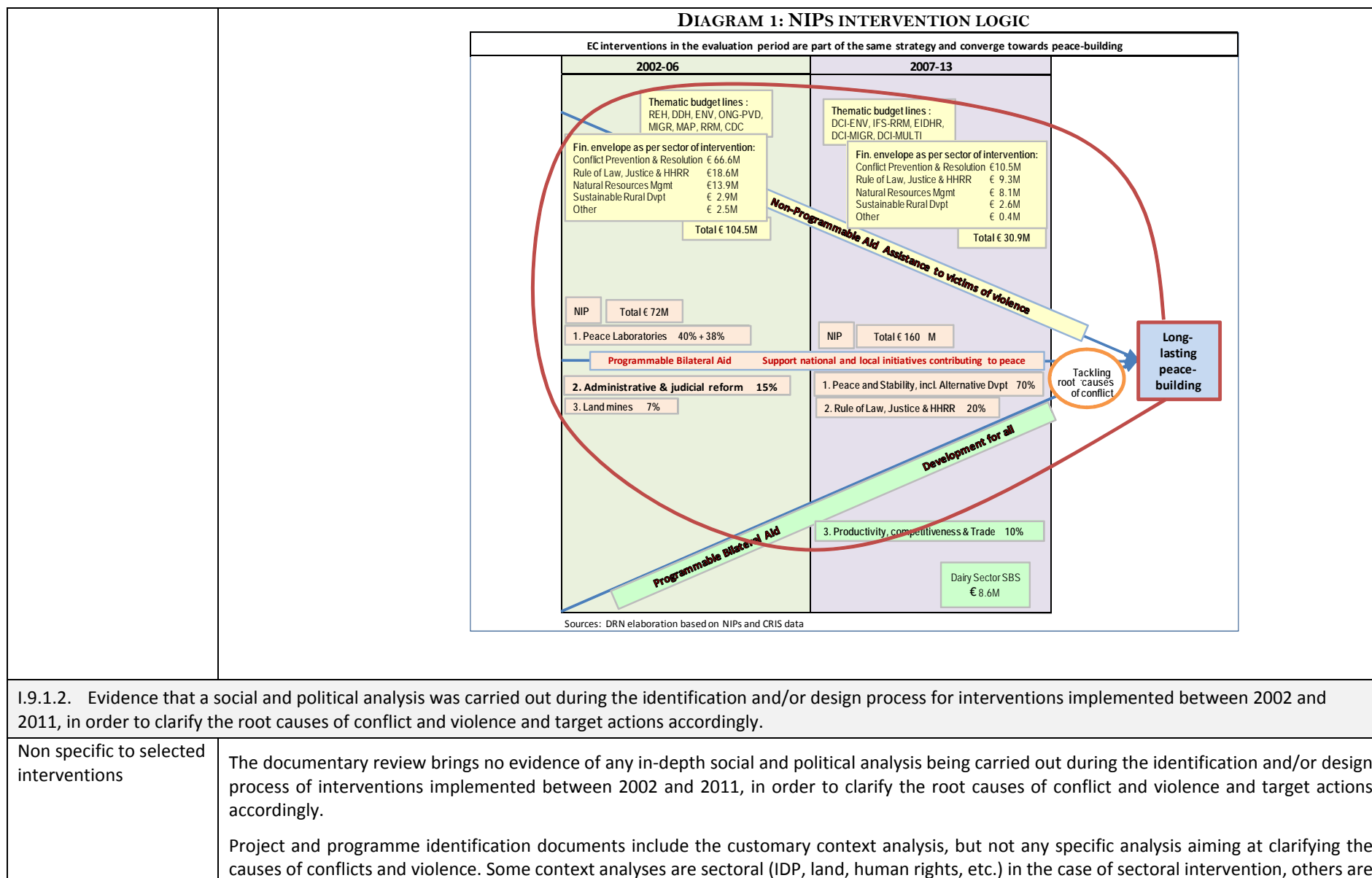
1. *To achieve a short-term impact on the conflict in Colombia, the EU will first of all provide **assistance to the victims of violence ...**;*
2. *With a view to achieving a medium-term effect on the conflict in Colombia, the EU will **support national and local initiatives contributing to peace ...**;*

A 3rd line of action, aimed at long-lasting solutions, is added in 2007:

3. *With a view to achieving a long-term effect on the conflict in Colombia, the EU will **promote development for all** and in this way tackle the roots of the armed conflict in Colombia.*

CSP2007-13, 24

2. A review of the 3 NIPs and thematic budget lines provides evidence that all the interventions –except for one- identified, formulated and/or implemented in the evaluation period are part of the same strategy and converge towards peace-building as an ultimate goal.



	<p>regional (zones of conflict) as in the case of the Peace Laboratories and the following programmes.</p> <p>As regards the programming documents (CSP, MTR), they also include the customary analysis of the social, economic and political context, yet no specific analysis on the root causes.</p> <p>This situation can be explained by the fact that the issue of violence and conflict in Colombia has been the object of studies for decades. Universities and research institutes (such as the Overseas Development Institutes (ODI) and the International Crisis Group), international organisms (such as the UN, UNDP, IOM, etc.), specialized institutions (such as the Comisión de seguimiento a la política pública sobre desplazamiento forzado, Consultoría para los Derechos Humanos (CODHES), Centro de Recursos para el Análisis de Conflictos (CERAC), DInternational Displacement Monitoring Center (IDMC), Humanitarian Policy Group (HPG), as well as the Departamento Nacional de Planificación (DNP), have published and still publish , studies, papers, reports, newsletters that analyse the structural causes of conflict and violence in the country.</p> <p>Although it does not carry out an extensive analysis, the EC still identifies the following as the main root causes of conflict in Colombia: marginality, social inequalities, social exclusion and extreme poverty, in particular of vulnerable group; injustice, corruption and impunity.</p> <p>In the chapter “EC response strategy, Principles and objectives for cooperation”, of the CSP 2002-06, 23, the EC declares a priority to fight against the main root-causes of the conflict such as marginality, inequality, social exclusion and extreme poverty. Pages above, it signals ... other root causes of the conflict include social inequalities, injustice, corruption, impunity and poverty. CSP 2002-06, 7.</p> <p>And focuses EC cooperation so as to address the root causes of conflict, initially through a relatively wide range of initiatives:</p> <p>The financial and technical cooperation budget line has increasingly been focused on addressing the root causes of conflict. Tackling poverty and social exclusion via a relatively wide range of schemes (rural development, institutional building), aimed mainly at rural and isolated areas but also at a number of target groups in urban areas. CSP 2002-06, 18.</p> <p>Then, lately, through initiatives targeted at specific fundamental issues, like land (associated with rural development).</p> <p>Tierras y desarrollo rural están en el centro de una paz factible y duradera en Colombia, razón por la cual un número significativo de iniciativas de la Comisión Europea tiene estos temas como una preocupación central o al menos se incluyen entre sus objetivos formales. TAP, proyecto de Apoyo a la restitución de tierras y a las reformas institucionales de Desarrollo Rural, 13</p> <p>Land is one of the root causes of conflict in Colombia, yet one of the less developed sectors. The EC is supporting several initiatives on land-related issues, such as land protection for displaced people, studies to promote alternative development using land to develop regional productive activities, etc. The EC objective is to increase its participation in this sector with an aim to influence land-related public policy. EAMR 1/2010.</p>
Rule of Law, Justice and Human Rights	<p>In this area, there is no evidence of social and political analysis that would have been carried out by the EC itself during the identification and/or design process for interventions implemented between 2002 and 2011, in order to clarify the root causes of conflict and violence and target actions accordingly. It appears that the EC has relied on a multiplicity of high quality studies and analysis carried out by other Colombian and international organizations.</p>

I.9.1.3. Evidence that the EC's interventions have been and are mutually reinforcing and oriented in terms of priority towards addressing the root causes of conflict	
Non specific to selected interventions	<p>The documentary review brings evidence that EC (bilateral cooperation) interventions are mutually reinforcing and oriented towards addressing the root causes of conflict.</p> <p>We have seen before (I.9.1.1), in the schematic representation of EC interventions in the period under study, that all the interventions –except for one- identified, formulated and/or implemented are part of the same strategy and converge towards peace-building as an ultimate goal.</p> <p>Yet, EC interventions do not unfold in a parallel flow towards that goal. A multifaceted scheme of complementarity makes the link and generates synergy within and between EC (bilateral cooperation) interventions in Colombia.</p> <p>a) The integrated approach: self reinforcing interventions. 4 examples.</p> <p>The integrated approach is self reinforcing in as much as each component of the projects or programmes is meant to create synergy with the other components so as to reach the expected outcomes (specific objectives) and impact (global objective).</p> <ul style="list-style-type: none"> • The Peace Laboratories are based on an integrated approach which aims at addressing simultaneously the root causes of conflict from different complementary thematic fronts, basically at regional / local level. <i>The Peace Laboratories are the flagship of the EU technical and financial cooperation in Colombia. They contribute to peace, through regional development. They apply an integral approach to fight the root causes of conflict in the regions by identifying and activating existing potentialities in the field of regional development, mitigation of conflict and reduction of social and economic inequalities. Regional development for peace and stability, ID – FICHE, 4.</i> • The Peace laboratory III programme aims at helping generate <i>Paz duradera y convivencia pacífica</i> (Overall Objective OO) through the <i>construcción del estado social de derecho</i>(Specific Objective SO), taking action on 3 fronts: (1) <i>Continuar con apoyo a los programas regionales de desarrollo y paz que han demostrado impacto sobre violencia, conflictos y exclusión</i>, a line of action which runs along 3 joint paths (a) <i>Paz y Derechos Humanos</i>; (b) <i>Gobernabilidad Participativa</i> y (c) <i>Desarrollo Integral Sostenible</i>; (2) <i>Extender el apoyo a otras iniciativas que conlleven un elemento de paz significativo y, en particular, focalizando en mujeres, jóvenes y grupos étnicos</i>, y (3) <i>como síntesis de las dos componentes anteriores, apoyar a la formulación de una política pública de paz y desarrollo incluyente en el marco de la constitución política del País.</i> • The Regional Development for Peace and Stability Programme aims at <i>strengthen(ing) conditions for development, peace and reconciliation ...</i>, through initiatives which promote human, territorial, alternative, regional and socioeconomic development (GO) and ... <i>assist(ing) the population and local authorities in zones affected by violence, through the social political and economic initiatives, required to promote regional development including peaceful co-existence (SO.)</i> Regional development for peace and stability, Action –Fiche, 7 • The Project “Support to Land restitution and institutional Reforms for rural development” aims at <i>improve(ing) peasantry living conditions (OO) fostering ... implement(ation of) the land and rural development policy (SO) and taking action simultaneously on 3 different complementary institutional fronts: regional institutions, local authorities and public-private alliances</i> Action-Fiche, sn • The Project Institutional strengthening for assistance to conflict victims aims at <i>...the strengthening of the rule of law and the fight against impunity so that victims of human rights and international humanitarian law violations can effectively claim their rights to</i>

*Truth, Justice and Reparation(OO), by giving the Victims of the conflict ... effective mechanisms for orientation and comprehensive care, promotion of rights and access to justice (SO), goal that will be reached through action facilitating (1) Access (victims of the conflict participate and have access to judicial and administrative channels to obtain truth, justice and full reparation of their rights); (2) Capacity-building (State institutions provide accurate advice on victim's rights, progress on legal and administrative proceedings and available assistance) and (3) Inter-institutional Coordination (The Government institutions responsible for support to victims coordinate their approaches, avoid duplication and work from a premise of joined responsibility towards victims). **Institutional strengthening for assistance to conflict victims Action-Fiche, 6***

b) Thematic and strategic complementarity and reinforcement

Thematic complementarity and synergy is best explained *in programming documents, in particular in CSP 2007-13, 24-26*

The EU's overall strategy in Colombia ... is based on the following analysis: there is no single solution for promoting peace in Colombia; the various roots of the conflict have to be addressed simultaneously but results will be felt at different points in time.

1. To achieve a short-term impact on the conflict in Colombia, the EU will first of all provide **assistance to the victims of violence (mainly through non-programmable aid). This is a moral and humanitarian obligation, but another consideration is that there can be no sustainable solution to the conflict unless measures are taken to assist the victims:**

- EU humanitarian and rehabilitation aid will take the form of emergency and post emergency measures, focusing on people affected by the conflict, including displaced people (and Colombian refugees in the adjacent countries); particular attention will be given to the connection between emergency aid, rehabilitation and development and the link that needs to be made between the emergency humanitarian aid provided by ECHO and bilateral cooperation funds (sector 1 of the National Indicative Programme, NIP).*
- Operations aimed at educating people against risks, helping victims and clearing mines are to be continued.*
- Assistance for the victims will also aim at providing support for communities affected by the internal conflict; victims groups; local reconciliation activities; and the reinsertion and demobilisation of child soldiers, as anticipated by the EU Council conclusions of 3 October 2005.*

2. With a view to **achieving a medium-term effect on the conflict in Colombia, the EU will endeavour to provide the following (to be financed with programmable aid under the Development Cooperation Instrument are included within focal sectors 1 and 2 of the NIP):**

- by encouraging **citizens** to take part in initiatives conducted by associations involved in local governance and the participatory economy, such as local public meetings and peasant and producer associations;*
- by promoting **human rights**, good governance and the fight against impunity;*
- by supporting the government's efforts to consolidate the **presence of the State** throughout the territory. While the initial effect of the Uribe Government's strategy was an increased military and police presence, the EU will support the Colombian state in its future efforts to ensure that institutions and public services – the judiciary, schools, hospitals and a drinking water supply - are also present;*
- by joining with the Colombian Government in tackling the scourge of **drugs**, the production and the trafficking of which directly feed the conflict. Working on the basis of the EU–Latin America and Caribbean coordination and cooperation mechanism and its action plan,*

the EU will assume its share of responsibility in this area. It will support alternative development initiatives in Colombia within the framework of the 2005-2012 European strategy to combat drugs, which also includes the fight against consumption in Europe and the dismantling of the criminal networks responsible for trafficking.

– by working to bring about human security, according to the Colombian government requests and the limitations imposed by the community instruments for development cooperation and for stability. Possible actions include: building capacity in civil society and the government in the fight against trafficking and the illicit spread of Small arms and light weapons, related ammunition, de-pollution of anti-personnel mines and remnants of war; and support for efforts to meet international obligations in the fight against terrorism (implementation of the applicable UN Security Council resolutions and international conventions). Within the Development Cooperation Instrument area of cooperation on governance, democracy, human rights and support for institutional reform, in particular related to co-operation and policy reform in the fields of security and justice, the Community will carry out measures which shall fully respect OECD-DAC guidelines, taking also into consideration relevant European Council Conclusions.

*3. With a view to **achieving a long-term effect on the conflict in Colombia**, the EU will strive **to promote development for all**, and in this way tackle the roots of the armed conflict in Colombia (measures to be financed with programmable aid under the Development Cooperation Instrument are included within Sectors 1 and 3 of the NIP). The leaders of the illegal armed groups no longer seem to have any ideology to defend. Nevertheless, they swell their ranks by exploiting the despair felt by young people at the lack of social assistance, educational opportunities and employment. The aim of development for all therefore encompasses **social cohesion policies**. Development for all is also conditional on **economic and commercial development**:*

– EU strategy will be to support the process of reactivating the Colombian economy and integrating it into the world economy. To this end, the EU will encourage measures to promote competitiveness in the rural environment and projects in the fields of alternative development, technology transfer and the creation of stronger instruments to support SMEs.

– The EU will also support compliance with technical rules on national products, so as to promote their marketing both nationally and internationally.

– With a view to the possible signature of a free-trade agreement between the EU and the Andean Community, the EU will provide support for the Colombian Government's efforts to integrate into the Andean region and apply the regional strategy. The results of the study of requirements in this sector will also be taken into account.

– Colombia will continue to be a beneficiary of initiatives to promote economic and trade relations between the EU and Latin America.

– Colombia will benefit in particular from the GSP +, which is granted to countries which undertake to ratify and implement effectively the principal international standards on human rights and labour, as well as the conventions on the environment and good governance. These are the measures the EU will take by way of additional support for Colombia's further efforts in these fields.

*Development for all also encompasses **the quality of the environment and the safeguarding of biodiversity**, for which sectoral activities will be devised within the framework of the peace initiatives. Efforts will be made to promote the sustainable use of environmental goods and services, especially those having an effect on biodiversity, soil and water.*

Particular attention will be paid to cooperation projects contributing to the attainment of the Millennium Goals in Colombia, as well as of the European and International compromise to fight against HIV/AIDS.

*Development for all also means promoting **the knowledge-based society**, as defined by the EU in the Lisbon strategy.³⁵ Within the framework of EU-Latin America relations, the EU will draw on the external dimension of its internal policies to promote the knowledge-*

based society in Colombia: dialogues and cooperation in the field of the information society, technological research and development and culture and education. CSP 2007-13, 24-26

c) Territorial / jurisdictional complementarity and reinforcement

- **Taking rural and urban areas into account**

*The financial and technical cooperation budget line has increasingly been focused on addressing the root causes of conflict. Tackling poverty and social exclusion via a relatively wide range of schemes (rural development, institutional building), aimed mainly at **rural and isolated areas** but also at a number of target groups in **urban areas**. CSP 2002-06, 18.*

- **Covering additional regions**, expanding attention to new zones of conflict on the basis of the lessons learnt from the first Peace Laboratories / regions and past budget lines.

*The **peace laboratories**: between 2002 and 2011, resulting from a territorially expanding movement, EC (has) support(ed) three peace laboratories, which are covering six regions (zones of conflict) in 7 departments.*

- **Linking local, regional and national authorities and their respective jurisdictions /territories.**

*With interventions at 3 levels of government, projects of the component **Rule of Law, Justice and Human Rights** have been fostering jurisdictional complementarity and synergy, ... *creating more dynamic and intensive coordination among the numerous institutions involved in the administration of justice.* MTR 2010, 15.*

La política de tierras y desarrollo rural se basa en tres componentes: a/ Restitución de tierras; b/ Formalización de la propiedad, y c/ Desarrollo rural. La implementación de la política requiere un amplio despliegue de ajustes institucionales como la creación de nuevas instituciones y la reforma de algunas ya existentes. Este proceso conocido como "reforma institucional" tendrá lugar a lo largo del 2011. Una vez que las instituciones, instrumentos, procedimientos y estrategias sean definidos, el desafío de 2012 en adelante será el fortalecimiento de las instituciones en el nivel territorial para permitir a las entidades municipales y departamentales, tener las capacidades necesarias para implementar la política. El propósito de este proyecto ha sido diseñado teniendo en consideración estas necesidades, la Acción ayudará a generar estas capacidades, especialmente, a nivel local. TAP, proyecto de Apoyo a la restitución de tierras y a las reformas institucionales de Desarrollo Rural, 3.

d) Reinforcement through additional funding, complementary activities and/or continuity through a proposed transition to another aid modality which fosters ownership.

- **The Regional development for Peace and Stability I** programme as regards the 3 Peace Laboratories.

*At present, the EC is supporting three peace laboratories, which are covering six regions. This project will help consolidating processes initiated by each of the Laboratories, which are at different stages of implementation due to different starting dates and contexts of intervention. The Third Peace Laboratory is at its initial stage. Its geographical component will require **additional funding** to help addressing the needs identified in the field of alternative development to illegal crops and assistance to displaced populations. Its thematic and political components will also require additional funds ... Ongoing activities of the three Peace laboratories will cease during 2009. The proposed programme will enable **complementing activities** currently underway with strategic actions required and identified for each region; it will also allow to **link the ongoing programmes potentially with a sector support approach** in 2010.*

Regional development for Peace And Stability, ID – FICHE, 6

- The **Regional development for Peace and Stability I** programme as regards the suppressed "Aid to uprooted population" budget line. *With regards the provision of assistance to IDPs, the proposed program will reinforce and consolidate actions that were initiated with the budget line "Aid to uprooted population", which came to an end in December 2006. **Regional development for Peace And Stability, ID – FICHE, 6***

I.9.1.4. Evidence that EC's Political Dialogue with the Colombian Government has contributed to create conditions for a comprehensive approach.

Non specific to selected interventions

- In the period under study, there is a variety of dialogue platforms in Colombia.

TABLE 72: DIALOGUE FORA IN COLOMBIA

Dialogue initiatives	Type of Meeting	Issues discussed and / or Products
Tripartite Dialogue CoG, CSO, G24	<ul style="list-style-type: none"> • London, Cartagena and Bogota Conferences & Declarations 	<p>4. The "London Declaration" (2003) identified the key areas of donor cooperation in the country: democracy, terrorism, illegal drugs, human rights, international humanitarian law violations and the serious humanitarian crisis.</p> <p>Based on the context analysis, the donor representatives agreed to review and refocus their cooperation programmes with particular emphasis on contributing to the strengthening of State institutions, alleviation of the humanitarian crisis, protection of human rights, environmental activities, and development of alternatives to drug production.</p> <p>5. With the Cartagena Declaration (2005) the donor community assumed a commitment to continue to support the International Cooperation Strategy ... pursuant to the priorities established in the six thematic blocs: "Forest; Return to Civility; Productive and Alternative Development and Peace Programs; Forced Displacement and Humanitarian Assistance". In this context they acknowledged the Governments' commitment to the Millennium Goals.</p> <p>6. The Bogotá Declaration (2007) (destaca) los avances en el proceso de coordinación de la cooperación internacional y los consensos alcanzados dentro del proceso de consulta de la Estrategia de Cooperación Internacional del Gobierno 2007-2010, en el que participaron la Comunidad Internacional, el Sistema Nacional de Cooperación y representantes de la Sociedad Civil nacional e internacional. Las tres áreas prioritarias de la Estrategia: Objetivos de desarrollo del milenio, Lucha contra el problema mundial de las drogas y protección del medio ambiente, y Reconciliación y gobernabilidad, formarán la base para la alineación de la cooperación que reciba Colombia.</p>
G24	<ul style="list-style-type: none"> • G24 Meetings (Thematic round tables, local cooperation round tables) 	<p>The G-24 represents the 'international community in Colombia. Although with internal differences, this group seeks to promote collective interests and assumes joint positions in their relationship with the Government of Colombia. Early on the process of Londres-Cartagena- Bogota (LCB), the 'international community' was held at the 'G-24', the group of 24 foreign governments and intergovernmental bodies started it. From its initial role of silent witness in the discussions between the GC and civil society actors, this group responded to the course of events gradually assuming a more dynamic role and positioning more open about sensitive issues. Although it had no decision-making power, it began to send signals</p>

	<p>around these issues and did manage to influence the establishment of priorities and policies by the Government. (Source: Rosemary McGee e Irma García Heredia París en Bogotá: Aplicación de la Agenda de la Eficacia de la Ayuda en Colombia, page 7, page 14, page)</p> <p>Existen mecanismos establecidos de coordinación entre donantes, particularmente a través del Grupo de apoyo al proceso de paz de los 24 – G24. Éste grupo, en el cual la CE participa activamente desde sus inicios, brinda apoyo al Gobierno en el monitoreo al seguimiento de las recomendaciones de Naciones Unidas para el respeto de los derechos humanos y en el seguimiento de las acciones financiadas por la cooperación internacional en concordancia con la estrategia del Gobierno sobre el tema. Es importante resaltar que la sociedad civil es partícipe del proceso de consulta.</p> <p>TAPs, Regional Development, Peace and Stability, 9</p> <p>During the G-24 meeting in December 2007, the international community expressed political support for the GOC at the G-24 Third International Conference on Colombia on November 29-December 1. The joint G-24 Bogota declaration recognized GOC advances on human rights and sustainable development, stressed the international commitment to support GOC efforts to fight narco trafficking, and called for more GOC action to against impunity. Local civil society groups urged better implementation of the Justice and Peace Law and voiced concern about human rights abuses and victims' rights. International civil society groups criticized spray programs for allegedly harming the health of local communities.</p> <p>Over 400 representatives from 35 countries participated in the Group of 24 (G-24) Third International Conference on Colombia on November 29-December 1 in Bogota. Building upon conferences in London in 2003 and Cartagena in 2005, delegates from international organizations, local civil society groups, and the GOC and donor countries focused on four themes (poverty, victims, peace and human rights, democracy) to coordinate international assistance to Colombia. The U.S. Head of delegation, Paul Bonicelli, USAID Assistant Administrator for Latin America and the Caribbean, welcomed robust dialogue among the GOC, civil society and the international community, and praised GOC progress on human rights. He also clarified that Plan Colombia is not solely about military aid, noting USG programs to strengthen democratic institutions and assist victims, indigenous, Afro Colombians, and displaced persons.</p> <p>(Source: Wikileaks, Cable viewer 07BOGOTA8390)</p>	
<p>Bilateral dialogue EUD - GoC</p>	<ul style="list-style-type: none"> • Consultation with National Government on the CSP (2005-06) and MTR (2009) • En vue de rédiger le document de stratégie 2007-2011, incluant le programme indicative national de programmation de l'aide communautaire en Colombie, la Commission européenne a réalisé une étude de pré-programmation. Cet exercice (in which the CoG has participated) a permis de valider les 3 secteurs stratégiques proposés par la Commission et les thèmes fondamentaux à prendre en compte au moment de la mise en oeuvre. • In April 2009, MTR Consultations were held with the Government. The CSP document was shared and a meeting was held between Acción Social and 19 public entities to discuss the objectives of CSP implementation and progress made, as well as review the distribution of resources between the different cooperation components. The consultation concluded that the EC cooperation strategy in Colombia remained pertinent; the three cooperation sectors were validated and ratified by the public institutions as the most appropriate for addressing the needs of Colombia. 	

DRN

	<p>Bilateral dialogue</p> <ul style="list-style-type: none"> Meeting with Acción Social and Ministry of Environment 	<ul style="list-style-type: none"> Environment, forests
	<p>Bilateral dialogue</p> <ul style="list-style-type: none"> Dialogue with The Ministry of Trade 	<ul style="list-style-type: none"> Trade, competitiveness issues, Trade Agreement
	<p>Multiactor dialogue</p> <ul style="list-style-type: none"> Policy dialogue with the GoC, civil society and experts on land and territory issues Policy Dialogue with DNP (Department of National Planning) on key policies 	<ul style="list-style-type: none"> IDPs & Land Tenure, Land, regional inequalities and social cohesion In 2010 a strategic policy dialogue was held between the GoC and the Delegation based on the EC intervention model for IDPs in the country, with a view to contributing to public policy. Meetings and talks with experts and CSO were also held on land and territory issues.
	<p>EU and International</p> <ul style="list-style-type: none"> Meetings of the HHRR Dialogue with the GoC Political dialogue with the GoC/and other donors on basket funds 	<ul style="list-style-type: none"> Protection of human rights defenders; illegal detention; forced disappearances; torture; child protection; refugees and asylum seekers; extrajudicial executions; freedom of expression and association; and the right to a fair trial. In 2010 four meetings were organised with the GoC and one was organised in June 2011 following approval of the Victims Law.
	<p>International</p> <ul style="list-style-type: none"> Second Review Conference of the Ottawa Convention (Dec 2009) 	<ul style="list-style-type: none"> Weapons, Arms and Mines The Cartagena Summit on a Mine-Free World was the name given to the Second Review Conference of the Convention on the Prohibition of the Use, Stockpiling, Production and Transfer of Antipersonnel Mines and on Their Destruction. The Convention seeks to end the suffering caused by antipersonnel mines – by prohibiting their use, requiring the destruction of existing stockpiles, and obliging States to clear mined areas and assist victims.
	<p>Bilateral dialogue (UE-GoC)</p> <ul style="list-style-type: none"> Bilateral Dialogue on HHRR 	<p>Started in 2009, it is reckoned to be an exemplary initiative in Latin America because of the frequency and regularity of its meetings (6 meetings have taken place between 2009 and 2011), its composition and the high political profile of its participants. (MN 017, interviews in Field Phase)</p> <p>Critics have arisen about its effectiveness, insofar as it is not result-oriented (MN 017, interviews in Field Phase)</p> <p>On the other hand, the GoC wonders if it can be considered a dialogue platform when there is only a one-way communication (MN 016, interviews in Field Phase)</p>

	<p>Bilateral dialogue (UE-GoC)</p> <ul style="list-style-type: none"> • Dialogue on Policies <p>Following a MoU signed in 2009, it is an incipient platform of coordination (one meeting has taken place in 2011, at the end of the evaluation period) which is meant to help identify opportunities of cooperation and make the link between political dialogue and the cooperation strategy; i.e. help build coherence between the political and technical (cooperation) dimensions of the relationship (MN 017 interviews in Field Phase).</p> <p>Sources : CSP 2007-13, Annex 14 « Processus de rédaction du document de stratégie Colombie » ; MTR 2010, Annex 4 ; London Declaration, Cartagena Declaration, Declaración de Bogotá ; EAMR 1/2011, 1/2010, 1/2009, 017, 015, 023, 028 field phase interviews</p> <ul style="list-style-type: none"> ○ As said in I.8.1.1 above, during the evaluation period, the EC has maintained a low profile in all international o multiactors fora. ○ EUD's officials recognize only one active political dialogue platform in Colombia, the bilateral Dialogue on Human Rights, started in 2009. And admit that bilateral political dialogue platforms with the GoC have been lacking. They accept critics expressed about the fact that the dialogue is not result-oriented and consider it should be aimed at helping identify cooperation opportunities. MN 017, 028 field phase interviews ○ In conclusion, no evidence has been found that EC's Political Dialogue with the Colombian Government has contributed to create conditions for a comprehensive approach.
Rule of Law, Justice and Human Rights	No further evidence than that contained under this indicator here above could be found in the document review.
I.9.1.5 Key State and non-State stakeholders at local, regional and/or national levels confirm the consistency of the EC's threefold strategy with (lasting) peace-building efforts.	
<p>The consistency of the EC's threefold strategy with (lasting) peace-building efforts is not so obvious for State and Non State stakeholders.</p> <p>GoC's officials consider that EC cooperation has been consistent with peace building as a long term strategy; and even consider this as the main value added of EC cooperation with Colombia. MN 026 field phase interviews</p> <p>NSA of the HHRR sector have a critical view on the consistency of EC cooperation: while they consider that EC contribution to HHRR has been decisive in Colombia in the period under scrutiny (<i>Si en el periodo 2002-2011, no hubiese habido apoyo de la CE a DDHH la situación hubiera sido un desastre</i>), they also consider that EC's political support to CSO of the HHRR sector has been defective from 2002 onward, as if willing to avoid confrontation with the GoC (Uribe's mandates). MN 016 field phase interviews</p> <p>NSA of the peace and stability sector consider that EC cooperation's weak point as regards its capacity to link relief, rehabilitation and development has been the issue of local / regional economic development. EC cooperation has tried to meet the productive challenge as a peace building issue (a step from humanitarian aid to rehabilitation) and has left sectoral or territorial competitiveness out (the development dimension). MN 022 field phase interviews (Refer also to I.1.4.1 above)</p>	

JC 9.2:

Interventions pursuing short and medium-term objectives attend, as a priority, the needs of the victims of the armed conflict and promote the connection between humanitarian aid and rehabilitation or “socioeconomic stabilization”.

I.9.2.1 Strategy and interventions clearly identify the profile and needs of populations and communities attended through interventions pursuing short and mid term objectives (displaced and uprooted populations, child soldiers, ex-combatants)

Non specific to selected interventions

As regards the identification (profiles and needs) of beneficiaries in EC interventions aiming at short and mid term objectives, the situation varies according to the approach elected and, therefore, the type of actions that will be implemented.

1. Interventions meant to achieve short -term effects on the conflict provide assistance to the victims of violence, mainly through non-programmable aid.
- This *Human rights and humanitarian* type of interventions identifies clearly who the beneficiaries are in so far as those interventions are focused on specific groups of population, victims of violence.

The 2002-2006 and 2007-2013 CSPs identify victims of human rights violations committed by paramilitary organizations, insurgent organizations and state agents, including **IDPs** (highlighted in both documents) and **indigenous** and **Afro-Colombian communities, social leaders, trade union leaders, journalists and human rights defenders** (highlighted in the 2007-2013 CSP). Further to the analysis of the CSPs 2002-2006, 2007-2013 and the MTR 2011-2013, there are specific references to vulnerable groups affected by the conflict which are the most prone victims of HR violation. Indeed indigenous people and Afro-Colombian are identified as the most vulnerable ethnic group which suffered the most together with **women and children**. Specific mention to IDPs emerges across the documents as the most exposed population sector to poverty (95% living below the National Poverty Line) and consequently with limited access to socio-economic and human rights: right to education, housing, health care and precarious position in labour market.

Furthermore, above all in the CSP 2007-2013, a short analysis of **children rights violation** was conducted highlighting an unstable situation. For instance in 2006:

‘14000 minors, boys and girls, were members of illegal armed groups. Children are also taken hostage, displaced or wounded by antipersonnel mines; they also witness human rights violations against their families and communities, and also, as a result of their abandonment, suffer violations of their right to life, integrity and freedom in the form of sexual exploitation, forced labour, ill-treatment and domestic violence. Almost 20% of Colombian children have no birth certificate, which makes it difficult for the State to care for them. According to the Ministry of Education, half of the million children who work in Colombia do not go to school.’ CSP 2007-2013, 12

Although the analysis is not directly drafted in terms needs, it highlights the damages and injustice suffered by the different groups identified. The needs can be easily derived.

2. Interventions meant to achieve a medium-term effect on the conflict, financed with programmable bilateral aid, provide support to national and local initiatives contributing to peace and stability.
- Due to the territorial approach elected, in the area of peace and stability, with the peace laboratories, the strategy and the interventions documents focus more on the profile of the regions selected for intervention -reviewing their main political, social, economic and

	<p>humanitarian aspects- than on the profile of specific groups of populations, with their specific characteristics and needs.</p> <p>In the chapter <i>Contexto de las regiones seleccionadas para el Componente Geográfico</i>, the POG of Peace Laboratory III drafts the profile of the 2 regions of intervention reviewing the following aspects: <i>Violencia y DDHH; Actores Armados ilegales en la región; Situación sociopolítica; Situación socioeconómica y ambiental</i>; and points out to the needs in terms of <i>Potencialidades</i>. LP III, POG, 22-26</p> <p>Beneficiaries of this type of EC interventions are, in general all the inhabitants of the regions of intervention and, more specifically, communities, social organisations (grassroots, peasant, producer, women, cultural associations, etc.) and local, regional and national institutions and authorities (see below).</p> <p>The identification and programming documents do not analyse the beneficiaries' profiles and needs; they analyse the regional profile and potentialities.</p> <ul style="list-style-type: none"> • The Peace Laboratory III introduced a change. With its <i>Thematic Component</i>, the Programme has paid attention, further to the territories of intervention (zones of conflict), to vulnerable population groups: Indigenous and Afro-Colombians populations, women and youths; with a view to strengthen (1. Grupos Étnicos) <i>Formas de gobierno autonomías y culturas de pueblos étnicos ... a fin de enfrentar su vulnerabilidad frente a los riesgos asociados al conflicto, y aumentar su capacidad de participación en los diferentes niveles territoriales desde sus planes de vida, y fortalecer su participación en los espacios de la sociedad civil;</i> (2 Mujeres, Jóvenes) <i>Organizaciones de mujeres, jóvenes ... garantizando su participación, articulación e interlocución, para incidir en políticas y espacios públicos en lo local, regional y nacional, y así garantizar sus derechos y enfrentar su vulnerabilidad frente a los riesgos asociados con el conflicto.</i> LP III, Logical Framework <p>The identification and programming documents do not analyse the beneficiaries' profiles and needs.</p> <p>Yet, as shown in EQ4, I.4.3.1 above, the needs of the most vulnerable populations in the country are extensively taken into account in the successive NDPs and DDPs.</p> <p><i>Se consideran beneficiarios directos del programa:</i></p> <ol style="list-style-type: none"> 1. <i>En general para los tres componentes, las entidades nacionales (La Agencia Presidencial para Acción Social y la Cooperación Internacional, el DNP, entre otras) y regionales públicas y privadas (Gobernaciones, alcaldías, organismos de control, Cordepaz y FRDPMMa, entre otras) involucradas.</i> 2. <i>Para el componente geográfico los pobladores de los 33 municipios (aprox. 700.000), que se identificarán una vez se pongan en marcha los proyectos. En acciones de los ejes de Paz y DDHH y de Gobernabilidad Democrática, podrán ser beneficiarios directos pobladores de municipios aledaños a los priorizados, siempre y cuando las acciones se implementen en los municipios focalizados.</i> 3. <i>Para el componente temático, son beneficiarios directos potenciales las organizaciones de mujeres, jóvenes y grupos étnicos (afro-colombianos e indígenas) del nivel local y regional que lideran iniciativas de paz y desarrollo y que habrán sido seleccionadas en las convocatorias a proyectos.</i> LP III, POG, 27
<p>I.9.2.2 Interventions outputs and results prove EC's cooperation helps victims of armed conflict transit from emergency to rehabilitation / socioeconomic stabilization</p>	
<p>Non specific to selected interventions</p>	<p>In the Field of Justice</p> <p><i>ECHO executive in Colombia highlights one significant issue which hinders the transit from emergency to rehabilitation or socioeconomic</i></p>

stabilization as follows:

Respecto del restablecimiento socioeconómico de desarraigados (es decir después de la emergencia (3 a 6 meses), tienen derecho a ser “restablecidos” (=la rehabilitación de la UE, vivienda, empleo en zona de origen, etc.).

Hay falencias: en particular no hay acuerdo respecto del número de desarraigados: 3.7M de desplazados internos registrados y reconocidos oficialmente por el gobierno desde el 97. CODES (ONG) dice 5.2 M (es un estimado). Y actualmente (2010) la tasa de rechazo a la inscripción es del 48% contra 12% en 2002. MN09, interviews in exploratory mission

*In the fields of **peace and stability and Local Development***

*On the contrary, it is considered that the **Peace Laboratories and the DELCO project have contributed to help victims of the armed conflict transit from emergency to rehabilitation/ socioeconomic stabilization.***

*NSA Stakeholders attribute the result on rehabilitation to the territorial approach of the **Peace Laboratories and Delco (LEADER methodology).***

*And they wonder if they should help implement the **Victims Law, which they consider may result ineffective because it plans to attend victims from an individual point of view and not from a territorial point of view.***

MN 022 field phase interviews

JC 9.3:
 With the use of EC long term instruments, the *integrated approach* aims at impacting on root causes of the armed conflict (marginality, social exclusion, extreme poverty) and promoting social and territorial cohesion

1.9.3.1 Interventions established activities, outputs and results aim at tackling the marginal situation of populations and regions

Non specific to selected interventions

- Tackling the marginal situation of populations and regions lead us to 2 complementary notions: the promotion of **territorial cohesion** on the one hand and of **social cohesion** on the other hand. The question here is to establish to what extent, in the period under study, have EC interventions in Colombia promoted territorial and social cohesion.
- The table below gives an answer, summarizing the main aspects of selected projects.

TABLE 73: INTERVENTIONS, ESTABLISHED ACTIVITIES, OUTPUTS AND RESULTS AIM AT TACKLING THE MARGINAL SITUATION OF POPULATIONS AND REGIONS

	Expected results										
Selected interventions	LPIII	RDPSI	LED	Justicia impunidad	Victims attention	Land & patrimo- nial assets o IDPs	Support to Public Policy for IDPs	Support to the GoC: displaced socioeconomic reintegration	UNHCR in favour of IDP & their patrimo- nial	HR protec- tion & promo-tion, democra- cy and the rule of law	AT to Trade

										assets		
1. Territorial cohesion												
Territorial competitiveness												
Land planning /spatial development												
Investment in infrastructures												
Deconcentration/Decentralization of State/Local tax systems												
Inter-municipal associations												
Territorial development: reducing territorial imbalance												
Territorial Peace building												
Environment												
2. Social cohesion												
Education												
Health												
Access to Housing												
Access to (productive) land												
Social dimension: universal access to basic social services												
Social dimension: universal access to public safety: promoting citizenry through education and prevention, HR												
Productive and occupational dimension: Employment/income												
Access to justice												
Equality & social inclusion												
Belonging												
Recognition												
Institutional dimension: strengthening institutions, institutional legitimacy; public policy												

Civic dimension: active citizenry / organization, participation	■	■								■	■	■				
Multilevel governance & horizontal institutional coordination	■	■			■			■								

Sources: Own elaboration, based on Eurosocial and OCO-URB-AL3 indicators for social cohesion, EC Project and programme TAPs & Logframes

In the period under study, the UE markedly based its strategy to fight violence and tackle the root causes of the armed conflict on the long run on the building of social cohesion more than on the building of territorial cohesion.

EUD'S officials confirm this MN019 field phase interviews

*Es evidente como los programas regionales han avanzado en **3 temas sustanciales de la cohesión social**: (i) las comunidades apoyadas a través de los programas adquieren una identidad de región que genera arraigo y sentido de un proyecto común (creo que hay evidencias de esto particularmente en regiones como Montes de María y Magdalena Medio). (ii) Por otra parte en cuanto a la promoción de las relaciones consensuales y justas entre los actores que promueven el desarrollo de los territorios. Particularmente el enfoque de fortalecer y cualificar el rol de la sociedad civil para poder tener una voz más fuerte a la hora de abordar agendas consensuadas de desarrollo para los territorios, paralelamente se acompaña a la institucionalidad para que promueva los espacios de diálogo y participación con los distintos sectores del territorio. (iii) Y finalmente el reconocimiento de derechos y deberes de los ciudadanos, la generación de esperanza y proyectos de vida, así como redignificación del ser humano (incluido el valor de la vida).*

EC does not make it to link development with relief and rehabilitation

because between 2002 and 2011, EC cooperation displays its interventions in **an institutional context** which is far from favourable: **contexto institucional favorable: Uribe undermined the institutional context, with the systematic destruction of local / rural institutions (comités rurales, cajas de crédito, etc.) Se desarticula el campo. MN022 field phase interviews**

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- Sources : CSP 2007-13, Annex 14 « Processus de rédaction du document de stratégie Colombie » ; MTR 2010, Annex 4 ; London Declaration, Cartagena Declaration, Declaración de Bogotá ; EAMR 1/2011, 1/2010, 1/200

Methods :

- Document review
- Case studies (bilateral programmes analysed in more depth)
- Inventory analysis
- Analysis of interviews