



EVALUATION BRIEF

FINAL EVALUATION OF EXTERNAL PROJECT RESULTS “INCREASING NATIONAL AND LOCAL CAPACITY FOR PEACE IMPLEMENTATION IN COLOMBIA”

This evaluation brief presents a summary of the key findings, conclusions, and recommendations, as identified by the evaluator for use by key stakeholders, including internally by IOM staff and externally by project partners. More details can be found in the full evaluation report.

Basic Project Information:

Project code:	CS.0847
Managed by:	Ana ARGINIEGAS
Geographic coverage:	Colombia
Gender Marker:	Not applied
Execution Period:	28/11/2016 to 31/10/2019
Donor:	Canada Government
Budget:	CAD \$3.869.240

Basic evaluation information:

Evaluation type:	Results Final
Commissioned by:	IOM Institutional Strengthening for Peace Program (PFIP)
Evaluation purpose:	Support learning for PFIP, its government partners and the donor in relation to the formulation, implementation and monitoring of transition and peacebuilding initiatives.
Evaluation criteria:	Relevance, effectiveness, efficiency, sustainability principles and differential approach.
Methodology:	Non-experimental design based on the results management framework and change theory. Combine documentary review, semi-structured interviews and questionnaires.
Evaluator:	Paola GONZALEZ, External consultant, Bogotá
Final report date:	15/11/2019

PROJECT SUMMARY

In December 2016, the agreement for the termination of the conflict and the construction of a stable and lasting peace between the Government of Colombia and the Revolutionary Armed Forces of Colombia (FARC - EP) was signed. The implementation of this agreement presented several challenges for the Government and for society in general since it could fail in the first year after its signature among other reasons, because the institutions responsible for implementing the agreement did not have sufficient human, technical resources and financial to do it.

In 2016, prior to the signing of the agreement, IOM was working together with the Office of the High Commissioner for Peace - OACP and High Commission for Post-Conflict - ACP in the project “Advance in institutional and community preparation to strengthen Regional reconciliation initiatives and consolidate peace within the framework of the National Peace Agenda - Colombia” and based on the lessons learned, **2 main points of problem areas and challenges were identified** that at the time needed to be addressed:

- Despite the intensive work led by the ACP in the design of Peacebuilding Projects created to strengthen the capacity of government entities at the territorial level, there were still significant gaps in the ability to deploy projects in the territories and integrate Monitoring and follow up. There were also specific challenges in the preparation and implementation of peace agreements.
- The contribution of the possible peace agreement and the post-conflict agenda for the sustainable construction

of peace and reconciliation depended to a large extent on obtaining the support of the general public and promoting commitment among the most affected and vulnerable groups, including women, members of the LGBTI community and ethnic groups.

However, having clear needs to be met and limited resources to do so, a project proposal is made to the Government of Canada specifically to the Program for Peace and Stabilization Operations of the Government of Canada - PSOP, to finance the initiative with the objective of “strengthening the response capacity of the government (national and territorial) and of civil society actors to respond to the challenges of the implementation of the Peace Agreement and the construction of a stable and lasting peace”. To achieve this objective, the project defined two intermediate results, three immediate results (R), 7 main products and 10 lines (L):

- R1. **Increased capacity of government agencies** related to peace building and the implementation of the Peace Agreement. This result would be achieved with the execution of the L1 support to the ACP, L2 the Integrated Information System for the Post-Conflict - SIIPO, L3 Reintegration and L4 Special Jurisdiction for Peace - JEP.
- R2. **Better knowledge of government actors and civil society** to respond proactively to peacebuilding initiatives and promote sustainable peace. This result would be achieved with the execution of the L5 Historical Memory Initiatives - IMH and L6 Gangs.
- R3. Appropriation by **key national and local actors of educational and communication content and tools** that

promote construction and reconciliation. With the execution of the L7 identification of educational needs, L8 Pedagogy, L9 identification of key actors and L10 participatory and community analysis.

MAIN FINDINGS OF THE EVALUATION

It is important to keep in mind the change in the political conditions of the country under the central government, to understand the context in which the project was developed and which affected the criteria of relevance, management and principles of sustainability of the lines that had been executed in years 1 and 2 and was decisive for the definition of the actions that were developed in year 3.

The project is relevant with a high level of performance: it was based on a theory of change to contribute to the transition and construction of territorial sustainable peace, it is based on the 2 needs prioritized by the main partners, a logical model was proposed structured by virtue of the fundamental premise of that theory and the expected results were fully established at 4 hierarchical levels, even though the selection of indicators from the 3 upper levels was not adequate.

The prioritization of actions was on demand and was headed by the partners supported by IOM: ACP, OACP, Agency for Reincorporation and Standardization - ARN, Ministry of Health, JEP, the National Center for Historical Memory - CNMH, the Commission for the Clarification of Truth, Coexistence and Non-repetition - CEV, the Mayor's Office of Cali and others that to a lesser extent were supported.

The project is articulated with the Sustainable Development Goal 16 Peace, Justice and Solid Institutions, with 5% of the National Development Plan programs - PND 2014-2018 "All for a new country" and contributes to the fulfillment of 4 of the 6 points of the agreement (2, 3, 5 and 6), that is, it was relevant to the socio-political conditions in force in the government of former President Juan Manuel Santos.

The project is aligned with the strategic objective 3 of the IOM Work Indicative Plan in Colombia 2015-2019 and with the mission of the Government of Peace and Stabilization Program of the Government of Canada - PSOP.

Currently the results of the project are related to 3% of the programs of the PND 2019-2022 "Pact for Colombia, Pact for Equity" and there is no evidence that the project has been harmonized against the change of National Government.

The change of the Government of Colombia in August 2018 and therefore of the directors of the government entities currently makes 3 of the 7 lines that were expected to have continuity because they were long-term, they are no longer the interest of the national government even when They are

relevant to civil society, among them, the L1 volunteers and ECOMÚN projects and the L8 Narratives that were abruptly canceled and the L5 IMH even though the CNMH has a budget and the strategy is part of its annual goals, it lost credibility and support from civil organizations (as of February of this year approximately 120 organizations have withdrawn material that had been delivered to this entity); finally, line 2 SIPO had continuity, but its functionality is partial because the nature of the monitoring of peace and social control projects was changed due to the reporting of the indicators of the Framework Plan for Implementation of the Agreement.

In this order of ideas, 57% of the intervened lines that required continuity are relevant to the current government and somehow have their support, this may be thanks to national social pressure and even international pressure who have convened for give continuity to the strategies for the implementation of the agreement (the L6 and L7 were of a transitory type and already fulfilled their mission and the L9 was not executed).

The project was moderately efficient: CAD \$ 3,792,637 was executed, equivalent to 98% of the total budgeted value, 33 months were required, equivalent to 94% of the reprogrammed term in agreement with the donor, 4 technical reports were prepared and delivered to the donor and In compliance with the commitment established in the agreement concluded and in the subject of coordination, monitoring, monitoring and evaluation, 56% of the conditions set out in the technical proposal and 58% of the complementary operations set out in the internal IOM document were met.

To carry out the technical management work, a Capacity Monitoring, Evaluation and Strengthening Plan was designed - PM&E FC, which was not continuously implemented, which led to the systematization of information being limited, given that formats were designed in Word to retrieve information from government partners, but there was no commitment in its completion and delivery so that this strategy was not efficient and in a complementary manner the Performance Measurement Matrix contained in the technical reports submitted to the donor was incompletely completed, As in the field of information sources, the information that was raised in the IOM proposal is transcribed verbatim (the same applies to the Information Collection, Frequency and Responsibility Method field).

The subject of IOM's contribution to the project shows that:

- **Contributed to the administration of resources and facilitated contracting processes** resulting more expeditiously than if they had been carried out directly by government entities.
- Circumstances appeared that apparently were not subject to improvement or if they were, it was not efficient: the SIPO had

substantial changes at the request of the government partner, which prevent the date to fulfill the functions for which it was planned; without justification, the L9 of identification of key actors was stopped; of L10, 66% of the expected goal would have been met; a professional was hired for the National Planning Department -DNP in L1 when the period of this activity had ended; and two studies with a differential approach were contracted (Venezuelan migration and conditions of women and children in the Territorial Training and Reincorporation Spaces), whose use or exploitation is unknown. Additionally, the midterm evaluation carried out in April 2018 generated 5 recommendations and there is no evidence that measures have been proposed to incorporate them into the execution of the project as of that date.

- **Weaknesses are evident in the digital archive of the project and there is no matrix of actors or stakeholders** with the contact data, which made it difficult to prioritize participants for the evaluation.

The project is effective reaching a HIGH level of performance: 113% of the product goals and 125% of the immediate result goals are achieved on average, by virtue of the following achievements at the immediate level:

- R1. **Increased the capacity of government agencies** related to peace building and the implementation of the Peace Agreement with the support and strengthening of the **ACP-CEC, OACP, JEP and CNMH** target entities and even some that were not prioritized at the time : ARN, Ministry of Health, 5 municipal mayors, CEV, ESAP and DNP.
- R2. **Improved knowledge of government actors and civil society** to respond to peacebuilding initiatives and promote sustainable peace because: a) civil society participants improve their knowledge about the conflict and strengthen community ties, in This aspect highlights the importance of the dissemination of memory initiatives and b) that increasing the knowledge of territorial government actors and civil society allows proactive response to gang prevention initiatives in 4 cities of the country.
- R3. It was **achieved that actors at national and local level appropriate content** and educational and communication tools that promote peace building and reconciliation. As an added value among the participants, links were generated to continue carrying out joint actions, additionally, actors at the local level were trained in social issues, lessons were generated to improve citizen participation in peacebuilding spaces and finally, actors at the national and local level promoted citizen participation in meetings that were facilitated with the project.

As determining success factors for the achievement of the products and the immediate objectives are identified:

- ✓ **The flexibility** allowed by the donor to establish the sub activities leading to the preliminary activities that were prioritized.
- ✓ **The financial and administrative capacity of IOM** to respond to the demands made by government partners.
- ✓ **The commitment** of government entities, especially the previous government and the community in general for the construction of peace from the territory.
- ✓ **The confidence** that over time was built between government entities, former FARC-EP combatants and the community in general.
- ✓ **Participatory planning and execution** including in civil society activities and territorial entities.

Limiting factors for achieving intermediate and ultimate results:

- ✓ **Change in the political situation** of the country in August 2018.
- ✓ **Rotation of professionals** who were hired in the framework of institutional strengthening and therefore the flight of capacities of government entities.

The project is moderately sustainable: after the project activities, the assets, tools and endowments acquired for the development of actions, were transferred to partners and operators for their use and exploitation, in the same way the rights on the supported platforms are transferred to the Government partners for its operation and administration and the documentary products generated rest in the entities supported.

In general, the documents and information generated with the project are published in public consultation web documents and many actions became material disseminated through social networks, so you can still consult the results of the work done with various actors.

57% of the products that were expected to have continuity effectively had it: the L2 SIPO is still in force, with partial use and use, the whole strategy of the L3 Reincorporation is at the head of the RNA and as expressed by the interviewees, they have It has been giving continuity to the actions, the L4 JEP has had continuity and in the L10 both the reconciliation strategies of the CEV and the Cali Peace Observatory are assured continuity, in the case of Cali the continuity will depend on the political environment so It is necessary to shield the observatory so that before the change of government does not fade its implementation as a tool of social control.

It is certain that 3 of the 5 entities supported were guaranteed a budgetary value for 2019 very similar to what they had in 2018, which is considered a success factor to give continuity to the fulfillment of the actions that by mandate must achieve: ARN, JEP and CNMH.

The project effectively serves communities with a differential approach, although no indicators were established to report this information in each of the sub-activities carried out, some partners and operators presented it in a disaggregated manner, which allowed us to identify that in **at least 8 of the 10 lines benefited women, children, adolescents and young people, work topics with LGTBI community were incorporated and initiatives with indigenous communities were prioritized.**

GENERAL RECOMMENDATIONS

To Donor:

Continue supporting the Implementation of the Peace Agreement at the points where the Government has shown a commitment and where the sum of efforts is required because they are determinants of the conflict in Colombia: Integral Rural Reform, Social, economic and political reinstatement, Consumption with a public health approach and in the Comprehensive System of Truth, Justice, Reparation and Non-Repetition.

To IOM PFIP:

1. About the theory of change and the logical model: implement one of the methodological guides available for its formulation, strengthen the identification of the endogenous and exogenous conditions that are key to defining the premises and assumptions, design the project risk matrix and establish mitigation measures, select outcome indicators according to the objectives and indicators with a differential approach.
2. Review the nature of the normative work of the United Nations System and based on this strengthen the articulation and formulation of objectives of this type of projects.
3. Limit the transitional actions that are supported and define the moment in which the intermediate and final objectives are expected to be achieved and assess them in a timely manner.
4. Establish as a commitment of the government partners and especially in the face of government changes, that the sub-activities that arise on demand are duly supported and planned and that progress, products and results be reported periodically to IOM to facilitate control work.
5. Design and implement the PM&E of the project, which incorporates useful and practical tools facilitating periodic systematization and information analysis, additionally, establishing and complying with an archiving protocol and generating and updating the stakeholder matrix.

6. Ensure continuity in the work of Monitoring and implement a tool to manage actions for the fulfillment of the objectives.

For Government Partners:

1. Ensure the permanence of professionals until the knowledge generated is effectively transferred or establish and implement knowledge management strategies and institutionalize the actions.
2. Incorporate use and appropriation activities in information systems.
3. Fulfill the purpose of SIPO as a social control tool as planned in its design.
4. Give continuity to the strategy of incorporating territorial entities in the execution of local initiatives since it was a success factor.
5. Incorporating private companies and universities into the initiatives that are being carried out could improve sustainability, insofar as they are less exposed to political fluctuations.
6. It must be ensured that all documents produced by methodologies effectively developed are of a public nature to be used.
7. Strengthening the harmonization between National and Local governments when there are changes, can improve the probability of success and sustainability.
8. Establish conditions that guarantee the continuity of the actions given that the support granted by international governments is temporary and therefore must be conducive to a sustainable result.
9. Include in the reports the information disaggregated by age, disability, displacement, ethnic origin, gender, belonging to a vulnerable group, rural area nationality or any social condition that is important to highlight.
10. Strengthen the communications issue to massively disseminate the achievements made with the interventions, socialize the message and the progress in the implementation of the agreement.