LISTA DE CHEQUEO PARA FIRMA DE PRODROCS /REVISIONES

PROGRAMA

DATOS GENERALES

FECHA   08/02/2016

NUMERO DEL AWARD   :00087234

NUMERO DEL PROYECTO :00094337, 00096451, 00096452

NOMBRE DEL PROYECTO: Fortalecimiento de las capacidades para mejorar la Seguridad Ciudadana y el Acceso a la Justicia.

REVISIÓN ANTERIOR: [   ]   REVISIÓN ACTUAL: INICIAL   A

PRODOC NUEVO: SI   FECHA PREPAC N/ A   FECHA PAC: 24/08/2015

FIRMAS

	NOMBRE	FIRMA	FECHA
ANALISTA	Blanca Cardona	*(firma)*	08·02·2016
FINANZAS	Oscar Ovalle	*(firma)*	09/02/16
ADQUISICIONES (solo si el proyecto tiene un componente alto de adquisiciones)	F. Adames	*(firma)*	11/02/16
PLANEACION ESTRATEGICA	Dauriel Vargas	*(firma)*	16.02.16.

OBSERVACIONES:

ENVIO A LA SEDE : _____   _____

(solo si se trata de nuevo PRODOC o Rev. Sustantiva)

1.   COMITÉ DE EVALUACIÓN DE PROYECTOS PAC

Proyecto No.: 00087234
Título: Seguridad y Convivencia Ciudadana
Nombre de la Agencia de Ejecución: PNUD.
CPD: Se desarrollan las capacidades de gestión pública local, regional, nacional y el ejercicio de la ciudadanía política.
CPAP: Se capacita y apoya a instituciones públicas nacionales y territoriales para mejorar sus niveles de transparencia, eficiencia administrativa, financiera, sus mecanismos de participación y control ciudadano y su capacidad de planificación y gestión.
UNDAF: Las instituciones del Estado a nivel nacional y territorial acusan un fortalecimiento de su funcionamiento eficaz y democrático.
Presupuesto del Proyecto 2015: USD $ 300.000,00

Funcionario que solicita el análisis del PAC: Blanca Cardona

Antecedentes:

PNUD Colombia entiende a la gobernabilidad democrática como la capacidad de las sociedades para orientar y organizar sus instituciones públicas y sociales hacia la satisfacción de las necesidades básicas de la población, de manera que las personas obtengan más y mejores oportunidades, a través de mayor inclusión y participación en las decisiones que los afectan. El propósito fundamental de su asistencia técnica al país en este campo, es el de fortalecer estas capacidades (actitudes, destrezas y conocimientos) en los diversos territorios en los que desarrolla su labor. El despliegue de estas capacidades sociales tiene como resultados esperados de la acción del PNUD que en los municipios, departamentos y regiones de Colombia se contribuya a: (i) aumentar la confianza en las instituciones y en la gestión de los gobernantes locales, (ii) aumentar la confianza interpersonal y la disposición a asociarse, y (iii) fortalecer relaciones democráticas de poder entre el gobierno nacional, los gobiernos territoriales, las organizaciones y los grupos de ciudadanos(as).

Para este efecto, el trabajo del PNUD está dirigido a las instituciones, a los (las) ciudadanos(as) y a los espacios de encuentro, buscando una permanente interacción y retroalimentación entre la sociedad civil, las instituciones del Estado y los espacios de encuentro entre la ciudadanía y sus representantes. En relación con las instituciones del Estado, el punto de partida es el Buen Gobierno, bajo cinco principios orientadores: i) Transparencia; ii) Gestión pública efectiva, iii) Vocación por el servicio público; iv) Participación y servicio al ciudadano, y v) Lucha contra la corrupción.

En esta dirección, el PNUD, desde el nivel nacional como regional, ha venido trabajando temas relacionados con la seguridad y convivencia ciudadana desde hace más de una década. Las cifras y los estudios realizados en la región hacen evidente que la violencia y la inseguridad son obstáculos para el libre ejercicio de los derechos humanos y para la generación de mejores condiciones de desarrollo, y afectan directamente los procesos de gobernabilidad democrática, además de se runo de los principales retos para el postconflicto.

Las acciones del PNUD en el área de seguridad ciudadana se inscriben como una esfera en el marco de la seguridad humana, entendida como "la protección del núcleo central de todas las vidas humanas contra riesgos graves y previsibles, de una forma congruente con la realización humana a largo plazo".

El Plan Estratégico del PNUD considera la necesidad de avanzar en la consolidación de iniciativas en materia de seguridad y convivencia ciudadana que cuenten con procesos participativos en los que estén incluidos los sectores vulnerables. A su vez, hace un llamado al trabajo conjunto entre los organismos gubernamentales, la sociedad civil (academia, ONGy sector privado) y todos los actores que formen parte del sistema de seguridad.

El aumento reciente de la violencia y el delito encuentran su explicación en razones de tipo social directamente vinculadas a cambios profundos como una urbanización acelerada y la quiebra de las consiguientes redes sociales tradicionales, la consolidación de estructuras socioeconómicas que abandonan a importantes sectores y generan exclusión social y una amplia desigualdad, la ausencia de presencia estatal y oferta de servicios de seguridad y acceso a la justicia en la mayoría de municipios rurales del país, la disponibilidad de armas de fuego y el alto grado de impunidad. Es preciso señalar que ninguna de estas razones explica el aumento de la violencia por sí sola, sino que la conjunción de todas ellas ha producido el fenómeno. Hay razones institucionales que también han impedido asegurar una respuesta adecuada a la problemática. Por ejemplo, es evidente que las dificultades para combatir la impunidad y la corrupción obstaculizan la implementación de estrategias de seguridad ciudadana en el marco del Estado de Derecho.

Por estas razones, desde hace un año, el Plan de Iniciación para la Seguridad y Convivencia Ciudadana viene trabajando en la formulación de un Proyecto de Seguridad y Convivencia, que tiene como objetivo: i) desarrollar insumos analíticos, desarrollar oportunidades y espacios para el diálogo y la discusión con los principales actores estatales y miembros de la sociedad civil, que se ocupan de los temas de convivencia y seguridad ciudadana en Colombia. ii) Identificar, priorizar y validar intervenciones estratégicas para reducir la inseguridad y fortalecer la gobernabilidad democrática, en particular a nivel local; y para iii) iniciar acciones como la asistencia técnica y oportunidades de diálogo y negociación que beneficien a los actores involucrados en los temas de convivencia y seguridad, así como al país en general.

Los insumos para formular el proyecto, se obtuvieron del desarrollo de tres pilotos en municipios rurales del Meta: Acacias, Puerto López y Uribe y de un estudio de la capacidad institucional a nivel nacional y local para afrontar estas problemáticas. Para abordar la problemática rural, se desarrollaron grupos focales y entrevistas semiestructuradas en los tres municipios del Meta, que permitieron realizar un análisis situacional y una evaluación de las necesidades en materia de seguridad, convivencia ciudadana y acceso a la justicia que se presentan a nivel local. A nivel nacional, se hicieron entrevistas semiestructuradas a las principales instituciones encargadas de los temas de seguridad y convivencia ciudadana como los son el DNP, Ministerio del Interior, Ministerio de Justicia, Ministerio del Postconflicto, Seguridad y DDHH, entre otras.

A partir de este levantamiento de información, se definieron las siguientes líneas de acción específicas: El proyecto se enfocará principalmente en las áreas rurales de Colombia – no solo en términos de implementación de componentes específicos del proyecto a nivel local, sino en términos de enfoque de asistencia técnica proporcionada a nivel nacional para garantizar procesos de reforma en justicia y seguridad a nivel nacional. Esto está en línea con la estrategia adoptada por los asociados nacionales pa mejorar la seguridad ciudadana en las zonas rurales. Asimismo, el proyecto busca alinearse con el marco legal y las políticas existentes, así como en la construcción de nuevas políticas y mecanismos para fortalecer los servicios prestados en zonas rurales y especialmente en aquellos municipios afectados por el conflicto armado. Por último, un principio clave del proyecto es tener la capacidad de ampliar su impacto a nivel local, a aquellos lugares donde se ha presentado una sistemática ausencia estatal, donde los espacios de participación de la población civil son reducidos o inexistentes y donde las necesidades en materia de seguridad ciudadana, convivencia y acceso a la justicia son más agudas. En este sentido, la intervención del PNUD intentará permanentemente incluir no solo a las autoridades locales, sino a la sociedad civil y a los representantes comunitarios, haciendo énfasis en los defensores de los derechos humanos y las mujeres. Por lo tanto, será importante asegurar un sentido de pertenencia e inclusión local para fortalecer la coordinación entre la sociedad civil, los gobiernos municipales y departamentales con las instituciones nacionales en lo que respecta al desarrollo e implementación de la seguridad ciudadana y el acceso a la justicia.

Objetivo de la Presentación:

Se solicita aprobación del Proyecto de Seguridad y Convivencia Ciudadana que tiene por objeto brindar apoyo al Gobierno de Colombia para mejorar la seguridad ciudadana y el acceso a la justicia en entornos rurales; incluyendo la adaptación de políticas existentes y modelos de provisión de justicia a las realidades rurales y de áreas afectadas por el conflicto. El proyecto brindará especial atención al fortalecimiento de capacidades locales para la implementación de los modelos adaptados sobre seguridad ciudadana y acceso a la justicia.

En ese sentido se han planteado los siguientes productos para el Proyecto:
- Capacidades de planificación de la seguridad ciudadana Nacional fortaecidas, con un enfoque específico en entornos rurale y áreas afectadas por el conflicto
- Capacidades locales fortalecidas para la planeación e implementación de planes de seguridad y convivencia ciudadana y para una efectiva prestación de servicios de justicia.
- Participación de la sociedad civil y las organizaciones comunitarias fortalecida en la planificación, el desarrollo, la implementación y el seguimiento de iniciativas para promover la seguridad y convivencia ciudadana.

Los recursos para la implementación del proyecto provienen de BPPS, desde donde en la actualidad se encuentran gestionando los recursos y avanzando en la presentación a BPAC. Por lo que desde la Oficina de País pretendemos avanzar en el registro y aprobación del proyecto para estar preparados para la aprobación y transferencia de los recursos y agilizar la ejecución de los mismos.

Análisis de Riesgos:

Riesgo Financiero/administrativo

Dificultad para movilizar recursos
Mitigación: Es necesario hacer una socialización del proyecto con todos los donantes potenciales. La movilización de recursos debe realizarse no sólo con instituciones nacionales claves como Ministerio de Justicia y de Interior, sino también con Gobiernos Locales y

con organizaciones internacionales y de cooperación.

Contexto

Falta de voluntad política de instituciones nacionales y locales de trabajar en seguridad ciudadana.

Mitigación: La relación con las instituciones locales debe trabajarse en coordinación con la oficina territorial, que ya ha construido relaciones de confianza con las instituciones. Con las instituciones Nacionales es importante mantener permanentemente el diálogo y mostrar resultados de manera oportuna.

Orden público

Posibles acciones violentas en el marco de los diálogos en medio del conflicto. Incremento de acciones armadas en los municipios rurales en los que se trabajará, escalamiento del conflicto.

Mitigación: Teniendo en cuenta que los temas de seguridad ciudadana son complejos de trabajar y generan riesgos especialmente en municipios afectados por el conflicto, es importante mantener un seguimiento constante de la situación de orden público en terreno y tener precauciones de seguridad.

Comentarios y Recomendaciones:

- Establecer en presupuesto rubros evaluación y auditorias – Ok incluid en ATLAS
- Confirmar recuperación de costos GMS con BPPS , 7% y modificar PRODOC - Ajustado
- Preocupación si el alcance es demasiado alto en cada una de las temáticas, explicar y ajustar – Se incluye RRF aprobado en la Sede y AWP acotando las acciones a desarrollar durante 2016 con los recursos asignados por BPPS.

Miembros del PAC: Inka Mattila, Carolina Naranjo, Jimena Puyana, Blanca Cardona Marcela Rodriguez, Juan Manuel Garzon

Inka Mattila
Presidente PAC

Fecha: 24 de agosto de 2015

United Nations Development Programme

Country: Colombia

Project Document

Project Title: Strengthening Capacities to improve Citizen Security and Access to Justice.

UNDAF Outcome(s): Colombia will move forward toward peace through the consolidation of rule of law and inclusive governance, with the strengthening of the citizen participation, effectiveness of local governments and the guarantee of Human Rights in all the national territory.

Expected CPD Outcome: Countries have strengthened institutions to progressively deliver universal access to basic services.

Brief Description

Beyond violence and insecurity directly generated by the conflict, citizen insecurity, including gender-based violence, impunity and obstacles to access justice, formal means to resolve disputes and lack of fulfillment of rights form a great challenge and a strong source of grievance among the general public in Colombia. Although violence associated with the armed conflict has been declining since the start of peace negotiations in 2012, and 2014 had a homicide rate of 28 per 100,000 inhabitants, the lowest in the last 30 years (Ministry of Defense, 2015) Colombia remains with high levels of armed violence. A multiplicity of armed illegal actors operates illicit economies in several departments of the country, exerting social control and limiting the freedom of movement of communities.

The needs for justice and security are very high, and specific in nature, in rural areas in Colombia. In addition to the responsibility of the state to ensure the delivery of justice and citizen security services, addressing these needs is also critical in terms of a possible post-conflict context.
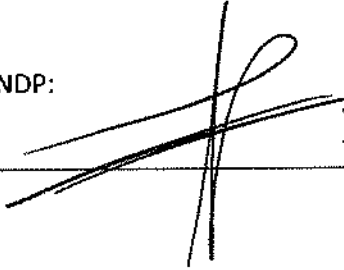
Based on a preparatory project developed during 2014-2015 that served to adapt an approach to identify and address citizen security and justice needs in rural and conflict-affected areas, as well as extensive consultations with national and local institutions and civil society, specific areas have been identified for longer-term UNDP support. This project is designed for UNDP to support strengthening of local authorities and communities to better address justice and security needs and to provide assistance at national levels to adapt existing models to implementation in conflict-affected rural areas.

Programme Period:	2015 - 2018
Key Result Area (Strategic Plan):	
Countries have strengthened institutions to progressively deliver universal access to basic services.	
Atlas Award ID:	00087234
Start date:	01/02/2016
End Date	31/12/2016
PAC Meeting Date	24/08/205
Management Arrangements	DIM

Total allocated resources:	USD TBC 40 million USD
• UNDP BPPS	USD 300.000
• GOH	TBC
• Other donors	TBC

Agreed by UNDP:

17 FEB. 2016,

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INTRODUCTION

The United Nations Development Assistance Framework (UNDAF) between the Republic of Colombia and the United Nations 2015-2019 (draft) focuses one of its priority areas on peace building with expected outcomes in citizen security and access to justice; substitution of illicit crops; governance and participation; transition to peace and peaceful transformation of conflicts. The UNDP Country Program (CPD) 2015-2019 follows this logic, focusing on peace building, governance, inequality reduction and early recovery. The national government is prioritizing the consolidation of peace through both long-term strategies reflected in the National Development Plan and the elaboration of a Rapid Response Plan for the first 12 months following the signing of a peace agreement. In summary, the national government and international cooperation agencies are aligned in their efforts to achieve a negotiated end of the armed conflict and lay the foundations for a durable and sustainable peace in Colombia.

UNDP Colombia has developed a peace strategy (2015-2019) that supports the process in which the country moves towards a sustainable and durable peace and the full enjoyment of human rights and fundamental freedoms. The strategy acknowledges that in order to make progress, Colombia needs to overcome the causes that generate direct violence (armed conflict and citizen insecurity) and structural violence (created by the high levels of inequality and injustice that citizens experience in the political, social, environmental sphere and due their gender or sexual orientation). In addition, it is imperative to change the dynamics of cultural violence that limit peaceful coexistence, reconciliation and the very legitimacy of the State caused by discrimination, corruption, illegality and exclusion.

In 2014, UNDP initiated a preparatory project on citizen security and coexistence in support of the Ministry of Post Conflict[1], developing an approach to identify and address citizen security and justice needs in rural and conflict-affected areas. This pilot focused on three municipalities in Meta. UNDP designed a specific methodology adapted to local contexts, including specific focus on ensuring inclusion of women through separate women's groups. The purpose of this Initiation Plan was to identify the niche of potential UNDP support in terms of citizen security in the framework of the ongoing peace process. The final output of the pilot was the development of a longer-term project to support national authorities on citizen security at both national and local levels.

In May 2015, UNDP Colombia updated the existing Strategy for Peace Building. The updated version integrates UNDPs work on citizen security under the overall rule of law component, bringing together support to human rights and transitional justice processes. In addition, the updated strategy aims to create stronger synergies between Local Partnerships for Peace, Transitional Justice and Citizen Security – ensuring human rights based approaches and a focus on gender are mainstreamed. This updated strategy and the new synergies it proposes contribute to a more comprehensive approach to peacebuilding in Colombia for UNDP. This overall approach is guiding the design of this project. Governance mechanisms are designed as such so that coordination and information sharing as well as monitoring and evaluation efforts will enable this joint vision.

This project has been prepared in the context of the new UNDAF, UNDP Country Programme Document (CPD), as well as the revised UNDP strategy for peace. All support will be provided, taking into account a possible post-conflict context in Colombia[2].

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[1] The original request for this project was made by the High Commissioner on Social Coexistence and Citizen Security in November 2013. Later, the portfolio of this High Commissioner was integrated as part of the new Ministry of Post-Conflict in late 2014.

[2] The project will work to achieve Outcome area 2 of the UNDAF, and more specifically the following CPD programme output: "Subnational and national

1. SITUATION ANALYSIS

1.1. General background

Over the last fifty years, Colombia has experienced a deep-rooted and a violent internal conflict, affecting mainly vulnerable populations and weakening the capacities of the State to provide citizen security services at the local level. The persistence presence of a series of actors threatens the potential peacebuilding process and the opportunities to rebuild the social contract in Colombia. These include guerilla groups such as the Revolutionary Armed Forces of Colombia (FARC), estimated to have 6.500-7.000 armed combatants (Ministerio de Defensa, 2014), the National Liberation Army (ELN), estimated to have 3.500-4000 armed members (Ministerio de Defensa, 2014), and the emerging criminal groups conformed by illegal structures which did not take part in the demobilization process called by the national government as criminal bands (BACRIM), estimated to have 3,700 armed members. These groups continue to generate high levels of insecurity and to challenge State authority by capturing and infiltrating public institutions. Additionally, across the country there are thousands more small armed criminal groups which operate at local levels in an unstructured way (Center for Strategic and International Studies, 2014), and put the social contract and citizen security, both at the national and local levels, at stake.

The intensity of violent conflict has been highest in specific rural regions. The war and the presence of irregular actors have had a particularly devastating impact on the presence and capacity of local governments and local level institutions that have not had capacities to deliver basic services, including justice and security. This further reinforces the persistent inequality, and lack of social cohesion, which exists in Colombia despite the country's economic growth. In rural and coastal areas mostly far away from urban centres, poverty rates reach 60%. The poverty rates among the six million internally displaced population is more than three times the national average. Displaced people make up more than half of Colombia's 3.7 million persons in extreme poverty (UNDP, 2014).

Beyond violence and insecurity directly generated by the conflict, citizen insecurity, including gender-based violence, impunity and obstacles to access justice, formal means to resolve disputes and lack of fulfillment of rights form a great challenge and a strong source of grievance among the general public in Colombia (Varela and Pearson, 2013). Although violence associated with the armed conflict has been declining since the start of peace negotiations in 2012, and 2014 had a homicide rate of 28 per 100,000 inhabitants, the lowest in the last 30 years (Ministry of Defense, 2015) Colombia remains the second most violent country in Latin America (UNDP, 2013). A multiplicity of armed illegal actors operates illicit economies in several departments of the country, exerting social control and limiting the freedom of movement of communities.

During the last four years, one of the most important achievements in terms of violence and crime control is the homicide rate reduction. In this sense, the homicide rate has decreased by 20% between 2010 and 2014 which implies that in this period Colombia had 2.121 fewer homicides (DIJIN, 2015). Some possible explanations of that reduction are: i) the transformation of violence, in the way that the new illegal armed groups prefer a lower profile that their predecessors, the Self Defenses Groups (AUC). This lower profile includes non-aggression pacts;

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capacities strengthened to formulate and implement rights-based and gender-responsive policies/plans to provide citizen security with coexistence and access to justice, particularly in rural areas."

ii) the government policies implemented at national and local level such as National Model for Community Policing for Quadrants (MNVCC), developed and implemented by the National Police of Colombia. For 2015 the Government estimates that the homicide rate will be the lowest in 35 years.

Table 1. Crime rates per 100.000 inhabitants in Colombia 2010-2014

Crime	Crime rate per 100.000 inhabitants					Variation
	2010	2011	2012	2013	2014	2013-2014
Homicide	34,0	34,3	34,4	31,4	27,3	-13%
Personal injury	116,3	135,1	176,5	170,0	167,8	-1%
Robbery	134,9	147,6	177,6	189,3	192,5	2%
Domestic burglary	38,1	39,0	48,0	42,3	42,3	0%
Nonresidential burglary	28,5	33,4	46,2	46,5	44,3	-5%
Vehicle theft	17,7	22,3	19,8	18,6	15,8	-15%
Motorcycle theft	29,1	44,4	48,6	48,3	48,7	1%
Extortion	3,0	3,9	5,0	5,8	10,0	70%
Kidnapping	0,62	0,71	0,61	0,63	0,59	-7%

Source: Data from SIEDCO, Criminal Justice Directorate and INTERPOL, National Police of Colombia, Bogotá, Colombia.

On the other hand, other types of crime such as robberies and extortion have been increasing. In the case of robberies, there have been an increase of 39% in four years, which implies 44.917 thefts in 4 years (DIJIN, 2015). This data shows that the government policies have not been effective in combating this crime which have a significant impact on security perception in urban spaces. In the extortion case, the probably explanation stems from the wider illegal financial portfolio controlled by illegal armed groups including FARC, ELN and other small criminal groups which operate at local level.

Table 2. Domestic violence and sexual crime rates per 100.000 inhabitants in Colombia 2010-2014

Crime	Crime rate per 100.000 inhabitants										Variation	
	2010		2011		2012		2013		2014		2013-2014	
	M	F	M	F	M	F	M	F	M	F	M	F
Domestic Violence	87,79	302,54	86,55	300,83	81,26	276,49	65,75	221,88	78,90	237,76	20%	7%
Sexual Crime	16,9	73,41	15,90	81,42	14,81	76,74	13,87	73,40	13,38	74,45	-4%	1%

Source: Data from National Institute of Legal Medicine and Forensic Science, 2010-2014, Bogotá, Colombia.

The National Institute of Legal Medicine and Forensic Science Report 2014 shows that the homicide rate for women is 4,8 per 100.000 (1.158 cases), and the majority of victims were between 20 and 40 years old. Unlike men, a large percentage of the women died in her houses with 33% of reported cases. Similarly, 11 % of the killed women were farmers and 13% were part of some ethnic minority. The offender in most cases was unknown (45%) while in 27 % of cases it was the partner or former partner. It is important to note that 41% of female victims died because of domestic violence, 23% as a result of interpersonal violence, and 9% derives from crimes related to the armed conflict (INML, 2014). Thus, there is evidence of high levels of gender-based violence, reinforced by the armed conflict. In this sense, women and girls are affected in their daily lives by crimes as kidnapping, use of women as "sexual partners" by illegal armed groups, sexual abuse and forced abortion, among others.

The National Victimization Survey 2014 shows that 59% of the women consulted feel unsafe. This percentage is higher in smaller municipalities. The main reason argued is the presence of illegal armed groups with 96 %. Similarly, 35% of the women interviewed feel unsafe in their neighborhood. Besides, 40% of women feel that they can be victims of crime in the next 12 months (DANE, 2014).

Although in decline in recent years, targeted killings of human rights defenders and social leaders persist and have showed a marked increase of 15% in the third trimester of 2015 compared to previous year, according to the last report of the NGO "Somos Defensores". Approximately, 85% of the victims were men and 15% women. In the case of threats, it is estimated that between 2014 and 2015 have increased by 216% (Somos Defensores, 2015). These threats have become increasingly massive, and have affected victim's leaders, land claimers and local journalists. The majority of threats and homicides came from post demobilization illegal armed groups, and took place in small and medium municipalities.

In spite of some improvements on citizen security in the largest cities of Colombia in the recent years, the country remains one of the most violent of the Americas. In addition, perceptions of insecurity among citizens remains high. The last National Victimization Poll shows an insecurity perception rate of 57 %, as the citizens consulted feel unsafe in their municipality while 33% feel unsafe in their neighborhood. These people identify robberies and thefts with 95% as the main cause, as well as low levels of presence of public forces with 89%. It is important to highlight that this survey took place in the 29 municipalities which contribute the most to the national crime rates. On the other hand, the poll also shows that only 25 % of responders report the crime to the authorities (DANE, 2015).

Similarly, the graph below shows that 35% of the American citizens continue identifying security as the most important problem the country is facing. An increase or continuation of the perception of insecurity, including impunity of perpetrators of violence (be they non-state or state actors), particularly in the aftermath of the peace agreements, could result in an increased lack of trust in the peace process and its sustainability.

Graph 1. Percentage identifying security as the most important problem facing them (2014)
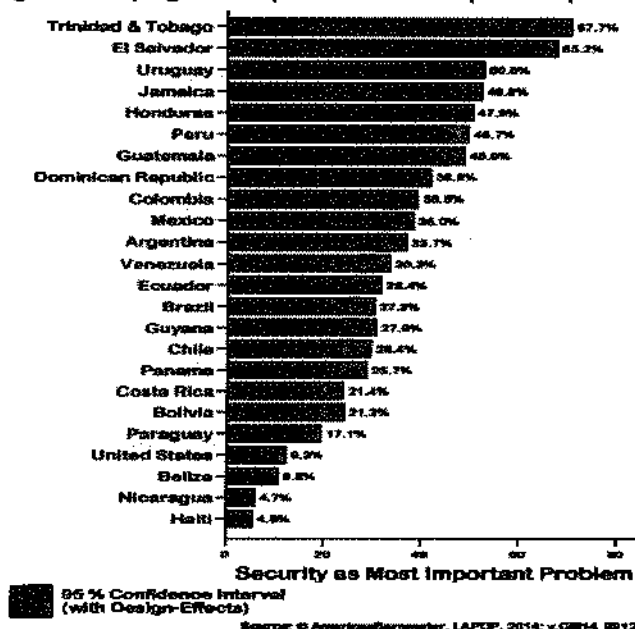
In a context of transition to peace, trust of citizens, both men and women, in the State and the capacity and commitment of its institutions to deliver services and peace dividends to all will be essential to ensure the rule of law and social cohesion, including providing improved security, tackling impunity and fulfillment of civil, political, social, economic and cultural rights (UNDP, 2015). This implies that the distinct causes of lack of trust by men on the one hand and women on the other need to be considered and addressed. Focus group discussions in rural areas demonstrate that women's needs in terms of their protection, protection of their children and livelihoods are distinct from the focus of men's needs and perceptions of insecurity which are often more directly related to land disputes and the provision of justice. In this sense, neither women nor men feel that the State plays a significant role in providing justice and security[3].

Given the above, it is important for the Colombian State to quickly gain legitimacy and confidence of men and women after the peace agreement in its capacities to guarantee peace, citizen security and to ensure justice needs are met for all, including particularly marginalized groups such as indigenous peoples. Furthermore, the State must demonstrate good governance including through participatory and inclusive processes, promote accountability, and contribute to equitable and sustainable growth in the medium and long term. The State must particularly pay attention to manage expectations of populations in terms of justice and security through clear communication strategies backed by action at community levels demonstrating State commitment. In the different situations of conflict that have been described above, expectations of the State will differ depending on the needs and the level of State presence historically - therefore communications strategies and follow up actions must be based on thorough contextual analysis and address the specifics of challenges faced by men and women and children in specific contexts.

1.2 Peace process

Colombia is currently facing a historic opportunity. Peace talks between the Government of Colombia and the Revolutionary Armed Forces of Colombia (FARC-EP) represent a real possibility, the first in 25 years, of reaching a negotiated end to the armed conflict. However, implementation of a possible peace agreement will not be without challenges for the parties. Key challenges are related to the lack of institutional capacities, human resources and infrastructure, in particular in areas affected by conflict, the continued presence of other armed groups and the different conflicts and sources of insecurity that exist in different parts of the country. This is in addition to a significant displacement of populations towards semi-urban and urban centres or to "safer" rural areas which has a significant impact on socio-economic dynamics, basic service delivery as well as security. In addition, the perception of corruption, lack of accountability and unequal provision of quality services, hampers the legitimacy of state institutions. Even with a peace agreement in place, unless the state addresses causes of conflict and improves security and justice for all, it is likely for violence to continue in different regions of the country endangering the peace process. The Ombudsman's Office has revealed that emerging criminal groups have grown significantly the last 5 years, where they extended from inflicting violence in 94 municipalities in 2009 to 168 municipalities (in 27 of the 32 departments of the country) in 2014. This makes these groups a real threat in particular in rural areas where there are high levels of illegal economic activities, and where the FARC guerrilla no longer has entire control (Defensoría del Pueblo, 2014).

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[3] Focus group discussions (men and women separately) in pilot municipalities in Meta Department as part of the Citizen Security Initiation Plan.

According to focus group discussions in Meta, in particular in municipalities where illegal armed groups are active and in control, many men and women expressed the perception that the State had no control, but everything was controlled by the illegal armed groups. Extortion was very high and threats against anyone who spoke against such groups a daily occurrence. Municipal governments were at times perceived to be implicated in organized crime as well. Both men and women expressed fear in a possible peace agreement and the potential consequences of illegal, less organized and more locally-focused groups would grow and control communities even further[4]. In particular, in rural areas where there is a lack of education and job opportunities, and not enough confidence in the State, risks of young people joining criminal groups increase. The extension of State authorities to these areas through increased presence and overall service delivery will be critical in order to fill possible gaps of public authority and control.

Therefore, it is critical for political efforts for peace and strategies to deal with legacies of the conflict (transitional justice, land distribution, discrimination) to be accompanied by improved overall development, especially in rural areas. The presence of capable state institutions providing quality services to ordinary communities, and in line with the rule of law principles of legality, accessibility, transparency and accountability (UNDP-FBA, 2015), is key in the implementation of any peace agreement. This implies addressing a wide range of recovery needs in conflict-affected areas, ranging from education, health, local development planning, economic recovery and livelihoods support.

State efforts to address citizen security challenges and to ensure access to justice will only be sustainable if considered as part of an overall recovery plan, ensuring basic service needs are met. Addressing basic health, education and economic opportunity needs for men, women and children are critical in order for the state to regain legitimacy and community confidence.

Further to this, in order to ensure that the different recovery needs of conflict-affected territories are understood well and addressed, it will be important for any post-agreement strategy or plan to include perspectives of actors with no formal representation in the peace process and to place specific focus on their specific needs in terms of security, equality, justice and development (UNDG, UNDP and World Bank, 2014) challenges in those priority municipalities that could destabilize the implementation of the post-agreement's strategies.

The below maps indicate which municipalities are considered most affected by the conflict, with high levels of vulnerability. Specific municipalities where state presence and the delivery of services will be very important and should be provided during the first year, after the peace agreement is signed. It is to be noted to have a careful balance between quick impact and long term gains in terms of security and justice, and to manage expectations from the public accordingly.

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[4] Focus group discussions in Acacias and Puerto López, as part of the Citizen Security Initiation Plan.

Map 1. Indicator of vulnerability in a post-conflict situation

Map 2. 125 Municipalities prioritized by UNDP

Source: Fundación Paz y Reconciliación cited in Juan Diego Castro León, *Los retos en convivencia, administración de justicia y seguridad rural en el post-conflicto*, Febrero 2015.
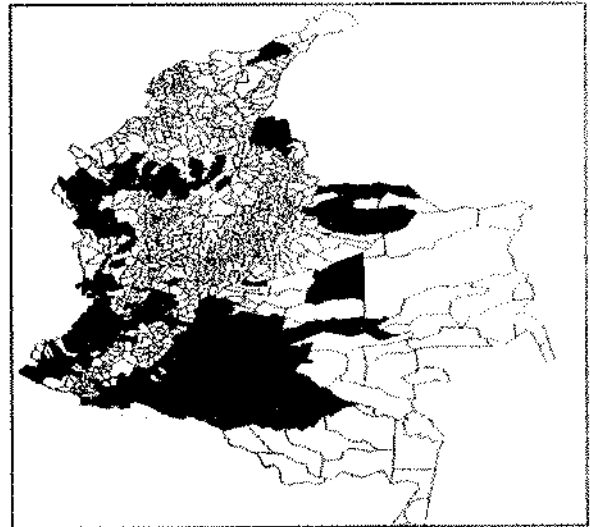
Source: Naciones Unidas Colombia, *Construyendo confianza en la paz*, July 2015.

2. INSTITUTIONAL RESPONSE

2.1 Policy framework

National Policy on Citizen Security and Coexistence

In response to the security needs in Colombia and based on the National Development Plan 2010-2014 a National Citizen Security and Coexistence Policy (PNSCC) 2011-2014 was developed. The PNSCC seeks to "coordinate the work of the civil authorities, law enforcement and justice in the local, urban and rural areas, to ensure peaceful coexistence, public security, public safety, national defense and the dismantling of criminal networks and illegal economies" (Presidencia de la República de Colombia, 2010). In the document, the policymakers identify a portfolio of criminal activities, such as criminal mining, smuggling, money laundering and the recent alliances with emerging criminal networks, as a result of the transformations of the violent dynamics and use of force of the illegal armed groups. Similarly, it is argued that criminal organizations are becoming more dynamic and less centralized under hierarchical control schemes, which entails challenges on the institutional architecture needed to meet the new challenges in the field of defense, coexistence and security at the local level.

The PNSCC also specifies that, although the country has made progress in developing local planning instruments and specific lines of action on citizen security and peaceful coexistence, there are still challenges associated with "(i) the absence of specific security and coexistence strategies in rural areas; (ii) lack of a system that coordinates and connect the information related to crime; and (iii) inefficient use of information and technological tools for citizen security" (Presidencia de la República de Colombia, 2010).

Further to this policy, "Integrated Citizen Security and Coexistence Plans" (PISCC), were originally created in 1993 as the primary instrument to plan interventions to improve citizen security and social cohesion.[5] Local authorities were meant to analyze security needs and to coordinate strategies with the National Police. In 1997, FONSET (Local Funds on Citizen Security and Coexistence) were created to allocate resources to support the development and implementation of PISCC in every municipality and department of the country. In order to support even more local initiatives, FONSECON was created (National Fund on Citizen Security and Coexistence), under the Ministry of Interior, with the main objective to invest in citizen security, financing programs at local levels.

However, to date there have been challenges in the effective use of this instrument, in particular for smaller municipalities in rural areas. The methodological guide for the PISCC which was developed in 2013 is a solid guide, however, it does not sufficiently take into account the differences between urban and rural areas, and the different institutional capacities and realities.

Challenges range from the lack of an analytical and strategic basis for PISCC, lack of an integrated inclusive process for the development of the PISCC and the lack of focus on prevention and social cohesion at municipality level. These challenges have been recognized at the institutional level and currently a process is taking place to re-design the PISCC model and to integrate it more into local development plans. UNDP has provided technical assistance to this process by having done a comprehensive analysis of the PISCC model and its implementation, including concrete recommendations for its improvement. In rural areas and conflict-affected municipalities, an adapted model of the PISCC will be very important in increasing local ownership over the design and implementation of responses to citizen security challenges. Lastly, timelines of PISCC have not been met. In many municipalities PISCC were only developed in the last year of implementation, in spite of the legal obligation that this planning instrument has to be developed in the first year of office of local authorities. Approximately, thirty municipalities still never developed PISCC, primarily conflict-affected ones.

Currently, the focus of the work at local level is on procurement of law enforcement equipment. There is a lack of focus on other very important components to generate local level security including, violence prevention, work with youth at risk, activities that promote peaceful coexistence, linkages to justice and informal justice systems to help refer individuals to formal justice or alternative dispute resolution services, or, accountability measures related to prevent and/or monitor police violence, discrimination, ability to understand SGBV and other gender related dimensions of security.

The table below indicates the allocations made by FONSECON. It can be derived from this table that most of the contributions were allocated to security, hardware for the police, and very little invested in strengthening local authorities in particular access to justice work.

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[5] The specific objectives of the PNSCC are to: i) reduce overall crime, especially thefts; ii) reduce the number of homicides; iii) improve coexistence; iv) reduce the fear of citizens to crime; and to v) increase the prosecution and punishment of those responsible for crimes.

Graph 2. FONSECON: Approved projects by Ministry of Interior 2010 - 2014.

Number of Projects Approved by Type
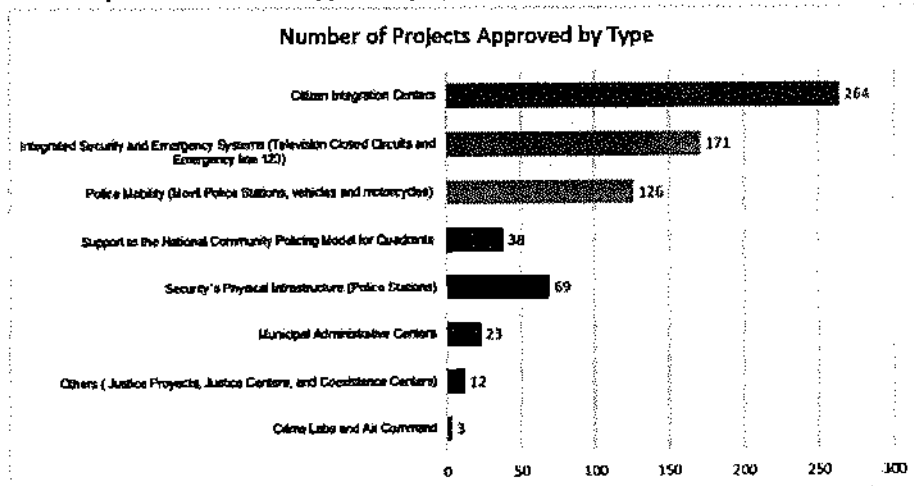
Source: Naciones Unidas Colombia, *Construyendo confianza en la paz*, Julio 2015.

At the national level, there is a working group composed by DNP, Ministry of Post Conflict, Ministry of Interior, Ministry of Justice, National Police, Territorial Consolidation, among others, to review the Guide on PISCC and to coordinate the implementation and monitoring of this planning instrument.

However, monitoring has been challenging due to the lack of one integrated information management system. Across different government institutions there are various different information management systems in place, which are often not integrated. DNP has conducted an evaluation of existing information management systems, specifically information management for emergencies (SIES), including all relevant institutions. Furthermore, there are no centrally developed protocols in place for the collection and exchange of data between institutions, as such it is challenging to standardize information collected with a standardized set of indicators (specific ones for different sizes of municipalities).

National Police of Colombia

Further to the PNSCC, also the National Police of Colombia has developed strategies to address citizen security challenges. One of the most effective strategies implemented by the institution in recent years is the National Community Policing Model for Quadrants (MNVCC), which was cited as a best practice throughout the recent Regional Human Development Report on Citizen Security in Latin America. However, this plan was primarily implemented in urban areas, the strengthening of rural policing strategies, in particular in conflict-affected municipalities, remains a challenge which need to be addressed, especially after the peace agreement.

In 2006, a rural police force was established by the National Police, Directorate of Carabineros and Rural Security (DICAR). The main function of DICAR is the implementation of the Rural Citizen Security Policy and to direct its actions to ensure better links between security plans and rural communities. As part of these functions, DICAR developed the strategy SISER (Integrated System of Rural Security), to contribute to the consolidation of state presence in rural areas through expansion of the MNVCC to these places. However, the implementation of this strategy has been challenging. In practice, DICAR is mainly focused on very specific operations instead of fulfilling

regular civilian policing tasks in conflict-affected communities, such as being used as a policing instrument to protect oil companies or confrontation with armed groups (Castro, 2015). As such communities are not familiar with DICAR in terms of civilian security service delivery but only encounter the police as an instrument for the protection of oil industry or in confrontation with illegal groups (Castro, 2015). Furthermore, the number of troops that work for DICAR is very small, from the 180,000 policemen that constitute the National Police, only 10,000 compose the rural police DICAR, which, for a country the size of Colombia is not sufficient. Out of these 10,000, half respond to anti-guerrilla needs, and the other half have police tasks: 745 specifically focuses on oil industry and 321 on illegal mining (Castro, 2015). This makes the work of local criminal justice system, such as municipal judges, police inspectors and family commissions, who often are already low on capacity, particularly hard.

Currently, there are very few rural police groups, specifically focused on, and trained to, providing citizen security services for the community. In this sense, this has a significant impact on security at community levels in rural areas, not only is there little confidence in the State, the service gap also implies it can be filled by locally armed groups or criminal gangs offering 'protection' or 'security' to communities instead of the State. It is also important to improve levels of community trust in the police system. Perception polls show that the confidence of citizens in the police is decreasing rapidly mainly because they often feel that reporting the crime is useless because nothing will happen and they will not recover their stolen properties (Gallup, 2014).

2.2 Access to justice
The right to access to justice stems from the real possibility every person has, without any distinction, to get the reestablishment of its rights through judicial means, which should be effective, timely, simple and serious (PNUD, 2005 cited in Ministerio de Justicia y del Derecho- AECID- Corporación Razón Pública, 2013). In Colombia, in recent years, there have been increasing efforts to improve justice service delivery, increasing access for vulnerable populations, and addressing barriers to justice. These efforts included reforms to civil and criminal justice systems and the increase of public prosecutors and public defenders.

Currently, based on the constitution and legislation, each municipality is guaranteed the presence of basic judicial authorities, however, in practice this is often not fulfilled due to high costs, lack of office space, lack of capacities of staff and insecurity (Varela and Pearson, 2013). In fact, there are significant barriers that have been identified by different studies which can limit the access to justice, mainly, at local level, such as: i) Lack or absence of judicial offices as they are located on urban areas; ii) Lack of information or knowledge of communities about how to access to different justice mechanisms; iii) Inadequate services provided as they do not respond to people's needs; iv) Mobility difficulties especially in rural areas; v) Cultural resistance; vi) Economic factors; vii) Presence of illegal armed groups in different conflict-affected areas which can limit the access to justice (Ministerio de Justicia y del Derecho- AECID- Corporación Razón Pública, 2013).

Responsibility for enabling judicial institutions to deliver specific justice services lays with the municipalities. Similarly, levels of confidence in the Colombian justice system are low, it is felt that the court system is much disconnected from the daily realities of citizens, low levels of satisfaction are primarily found amongst poor households (Varela and Pearson, 2013).

Moreover, these justice reforms and increase of attention to addressing barriers to justice have benefited urban areas and rural areas unequally. For example, the map below indicates the unequal distribution of judges in the country. Whereas most judges are in the centre and urban areas of the country, the vast majority of Colombian territory has relatively very low numbers of judges. A similar map of the presence of National Prosecution Office exists, essentially demonstrating the same trend in terms of distribution. It is possible to compare the map on presence of judges with the map indicating municipalities affected by conflict, and it is clear that in the majority of those municipalities there is less presence of judges, as well as other basic public services related with security and justice. In order to build trust between communities and the State in those conflict-affected communities, where often parallel 'informal' justice systems exist not linked to the formal mechanism, it will be very important for increased focus on ensuring access to justice, and to actually understand the justice needs of the population.

In terms of formal justice, the presence of justice providers at local level is very low, which can be generalized for municipalities of categories 4, 5 and 6, which account for the 79,3% of the total municipalities in the country (Ministerio de Justicia y del Derecho- AECID- Corporación Razón Pública, 2013). There are judges in almost every municipality, but on the contrary, there are not prosecution offices in all of them, which means that there is no adequate institutionalism to solve conflicts of legal matters and for that reason, people need to go to different municipalities, which can affect the right to access to justice. Similarly, there are no Attention Centres for Victims of Sexual Crimes- CAIVA5 and Attention Centres for Victims of Domestic Violence- CAVIF in all the municipalities of the country, especially in those of categories 4, 5 and 6. On the contrary, in municipalities of categories 1, 2 and 3 there is presence of all justice providers but located mainly in urban areas and with low levels of personnel in order to respond to the increasing demands of population (Ministerio de Justicia y del Derecho- AECID- Corporación Razón Pública, 2013).

Regarding administrative justice, it is important to highlight that there are police inspectors in every municipality but located in urban areas, which can leave people in rural settings without the possibility to access them. There are not public defenders on permanent basis as well as judicial police units to support the collection of criminal evidence. Also, there is low presence of the National Institute of Legal Medicine and Forensic 5cience Offices at local level, to collect evidence in sexual cases which can lead to impunity for victims in rural and conflict- affected areas (Ministerio de Justicia y del Derecho- AECID- Corporación Razón Pública, 2013).

Moreover, the distribution of services alone does not say much about the efficiency of the system, even where for example judges are present, impunity rates are high and cases are not processed. For example, between 2005 and 2011, from all homicides recorded in the system, only 5,1% of homicides resulted in a verdict (Varela and Pearson, 2013). Also, according to the Ombudsman Office every day of 2014 seven members of different criminal bands were put into pre-trial detention, but only 12 % of the detainees received penalties (Defensoría del Pueblo, 2014). Municipalities with low efficiency in justice provision are recorded to be municipalities with presence of armed groups, illicit crops, illegal mining and low institutional capacities (Defensoría del Pueblo, 2014). There is less data available about civil cases, which are likely to constitute a high number of the justice grievances of the population.

In this sense, it is fundamental to guarantee the right of access to justice for everyone through strategies that improve access and eliminate the main barriers identified. The Ministry of Justice and Law adopted the Local System of Coordinated Justice as a public policy to facilitate and improve the access to justice for those communities that have been marginalized for historic, geographic or cultural reasons (Ministerio de Justicia y del Derecho- AECID- Corporación Razón Pública, 2013).

Colombian institutions have developed a range of models to improve access to justice. For instance, 'one-stop' centres providing a mixture of legal aid and alternative justice resolution services these include:

- Justice Centres coordinated by the Ministry of Justice.
- Citizen Coexistence Centres coordinated by the Ministry of Justice.
- Centres for Rights Protection coordinated by the Ombudsman's Office.

These models bring together in one place a number of municipal services involved in responding to small claims and even criminal cases, including domestic violence, and to help citizens resolve their problems together whenever possible. They provide access to justice services in an accessible manner and help strengthen collaboration between justice providers, but have led to the term "justice for the poor" as they cannot replace administration of the justice per se. They also promote mediation in cases where it will be inappropriate and no compliant with international standards, such as gender based violence. Further, these one-stop shops are operational and effective mainly in urban settings.

In rural areas, the justice service provision and existing justice mechanisms are even weaker and the above mentioned models of service delivery often do not reach isolated communities and/or individuals in terms of criminal justice and administrative justice systems. The map below indicate the distribution of Justice Centres and shows that in many of the municipalities in areas affected by conflict they are not present as this model is designed for medium and big size municipalities in urban and semi urban environments.

Map 3. Presence of Judges (per population and territory)
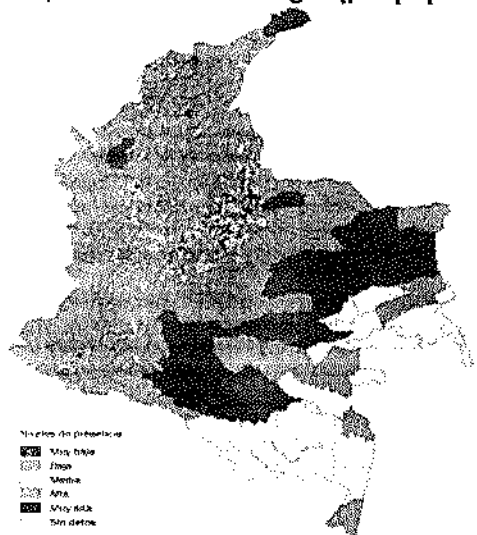
Source: Consejo Superior de la Judicatura, 2011.

Map 4. Distribution of Justice Centres and UNDP's prioritize municipalities

Source: Ministerio de Justicia, 2014.

In addition, in Colombia there is availability of alternative dispute resolution mechanisms such as conciliation which is often used for solving minor family or neighborhood conflicts, at relatively low cost and fast speed. There are two models which exist in rural areas.

Peace judges and conciliators in equity

Several community-based justice models exist that make use of community structures to resolve disputes. The above-mentioned Justice Centres also typically include presence of 'informal' justice actors, thereby strengthening the link between Justice Centres and communities.

Conciliators in Equity refers to a community justice mechanism, whereby a respected community leader, selected by the community, is trained to facilitate dialogue and dispute resolution between community members. The Ministry of justice has developed a guide, specifically for this kind of community resolution, these conciliators are selected by communities, trained and accompanied during the first period of work (Ministerio de Justicia y del Derecho, 2014). Agreements reached have the same effect as a judicial ruling, as this process is legally regulated and recognized. In Decision C-893 2001, the Constitutional Court stated, "equity conciliation enhances democracy because it prevents conflict, strengthens the justice system, and allows people to actively participate in the solution of their own conflicts" (Varela and Pearson, 2013). There are currently 7714 conciliators in equity in Colombia, however, there is a lack of monitoring and follow up so it is uncertain how many remain active. Furthermore, a real challenge in Colombia is that lack of strong links between community-based mechanisms and the municipal justice and court mechanisms. So this model could be an important basis for expansion of justice to rural areas, and strengthening the link between formal and informal justice systems, but conciliators in equity would have to be connected to formal justice actors, possible to Justice Centres, all the while guaranteeing human rights standards and non-discrimination.

Peace Judges: The main objective of peace judges is to find peaceful ways to end conflict – similar to the process of conciliation in equity. Peace judges are selected at the municipality level. The majority of the peace judges are in the central part of the country, only 12 departments (Procuraduría General de la Nación, 2006). There are 1163 peace judge in total in Colombia (Consejo Superior de la Judicatura, 2011). Besides the lack of presence in remote areas, challenges are similar as the ones mentioned above. Moreover, due to the selection process, there is a risk of the function of peace judges to be politicized.

For both these models, as a result of the constitutional provisions for strengthening local governments, responsibility for the delivery of several types of justice services has increasingly been delegated to municipalities. Mayors are now called upon by the Ministry of Justice to promote community conciliator programs, set up municipal conciliation centres, and elect peace judges using municipal budgets (Varela and Pearson, 2013). As mentioned, these models should be expanded to more municipalities and adapted to be in line with international standards (UNDP, UN Women and UNICEF, 2012) but it is recommendable to enhance links and complementarities between conciliators in equity and different justice providers and to consider how to maximize the inclusion and training of community members in terms of how to access the formal justice system. Analysis and assessments will need to be undertaken with populations and service providers to identify context-specific and realistic solutions.

<u>Community perspectives on Justice and Security</u>

The above-mentioned disparities between justice and security presence and service provision in urban settings on the one hand and rural settings on the other hand is also reflected in community perspectives. For example, community consultations held in 3 distinct municipalities in Meta revealed the following[6]:

- Justice system is perceived to be ineffective. There is complete impunity and justice is not served. High levels of corruption are perceived.
- Security challenges are very serious. People expressed fear about emerging criminal groups controlling the territory, with increasing amounts of killing. High levels of threats over land and even employment (in case of oil industry presence). Lack of trust between community members, community members did not feel safe to speak openly.
- Violence against women occurs frequently but is usually not reported.
- The police is not present, in some cases where there is some police they are ineffective and do not respond to incidents.
- People generally feel abandoned by the State mainly because the lack of presence within the rural population and most affected areas by armed conflict, and in that sense, they do not have faith in their municipalities and even less so in the national government and the peace process.

3. PROGRAMME STRATEGY

3.1 Strategic Approach

The overall objective of this project is to support the Government of Colombia in their efforts to improve citizen security and access to justice in rural settings. Note that this project will not provide direct support to the judiciary, but that the Government will liaise with the judiciary at national and sub-national level to ensure the required linkages given distinct roles in the administration of justice, with due respect to the independence of the judiciary. Support will include the adaptation of existing policing and justice provision models to realities in rural and conflict-affected areas. Focus of support will be to strengthen local level capacities to this aim.

Noting the above described national context, legal and policy framework and existence of a variety of planning models and tools, as well as persistent issues of insecurity, lack of access to justice and low confidence in the justice system to tackle impunity, the overall aim of this project is to promote citizen security and access to justice at the rural level. This will require a two-pronged approach of i) Promoting a provision of services by state institutions that is more oriented towards the users and communities and in line with international standards, with a focus on women and the most marginalized, including indigenous peoples, and ii) Ensuring that communities and civil society can feed into the planning and oversight processes, both at the national and the local level, so that their needs are better met.

The project will hence also play an integral part towards the building of trust and improvement of dynamics between the State and the people. In supporting State institutions, and at the local level in particular where the interaction between citizens and the State is more immediate, to listen to and integrate the voices and needs of the population, the re-establishment of the social contract and peace is contributed to. Given the important role

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[6] UNDP as part of its citizen security project initiation plan, held 12 community consultations in 3 different rural municipalities in Meta.

of local governments and local level institutions and the overall delivery of services in order to enhance trust in the Government and the legitimacy of the State, support provided under this project should be seen as complementary to broader recovery efforts and local service delivery.

This support will include strengthening of capacity of the municipalities and local level actors to develop and implement more inclusive PISSC as well as empowering and strengthening the capacity of civil society, including victims and women's organizations, Ombudspersons municipal offices, human rights defenders and other local stakeholders to feed into planning, implementation and oversight processes and mechanisms.

Approaches for security and justice delivery at the local level will be implemented and piloted for future scaling up, including rural models for community policing, as well as alternative dispute resolution and legal aid models, such as the established models like Justice Centres and Citizen Integration Centres. The aim here is to provide rural communities with services within their community as much as possible and in line with international standards, while linking people up to the formal justice sector as necessary and required.

The focus will be to provide this support and delivery of inclusive security and justice services at the territorial level, and to identify how participatory and inclusive approaches will translate into conflict-affected areas, but will necessarily entail policies and action at the national/central level. For initiatives at the local level to be targeted and context-specific, inclusive processes will be built on in-depth analysis and consultations on populations' security and justice needs. Where this information is not available, further assessments and analysis will be undertaken.

Interventions will consequently be sequenced to ensure that the first step is the security and access to justice needs assessment and the required capacity of municipalities to respond to them to see which model fits best and how to adapt it. This will be followed by the actual support to the implementation of the model (participatory planning and oversight process, PISSC, Justice Centres, among others). In different municipalities the timing may thus not be the same, depending on availability of information, analysis and participatory processes. Furthermore, in certain municipalities the focus may be more on provision of legal aid and models of engaging with paralegals, and/or on alternative dispute resolution, and/or on prevention of violence against women and support to women survivors, and/or on community policing, etc.

The project will focus on strengthening capacities of local governments and institutions, civil society and community-based organizations in undertaking analysis, planning processes as well as monitoring the implementation of interventions.

The project will also support lessons learned and exchanges from and between the different municipalities to promote feeding into national policy development.

UNDP will be working with different partners of government at national, departmental and municipal levels. It will ensure UNDP's support is aligned with national priorities and reinforces national coordination and planning efforts that are on-going under the leadership of the Colombian Government. The main partners through which UNDP will implement the various components of this project are the Department of National Planning, the Ministry of Post-Conflict and the Ministry of Justice. It is through these institutions that support to strengthen institutional and local government capacities will be channeled. Additionally, in close collaboration with UNDP

human rights and transitional justice support, guidance and involvement of the Ombudsman's Office and civil society and bar association(s) will be sought to ensure participatory and inclusive processes.

It is foreseen that during the first year, the main focus of UNDP citizen security interventions remains in the department of Meta, building on UNDPs PIP activities; this is in line with the selection of Meta by national authorities to roll out different pilot initiatives related to citizen security, to be monitored closely and consequently replicated in other regions.

Below diagram demonstrates the relation between support provided at national and local levels – this is support to strengthen institutional capacities to develop and implement initiatives to improve citizen security, access to justice and coexistence in general terms, more detail will be provided in the next section.

Diagram 1. Local level experiences to inform policy making
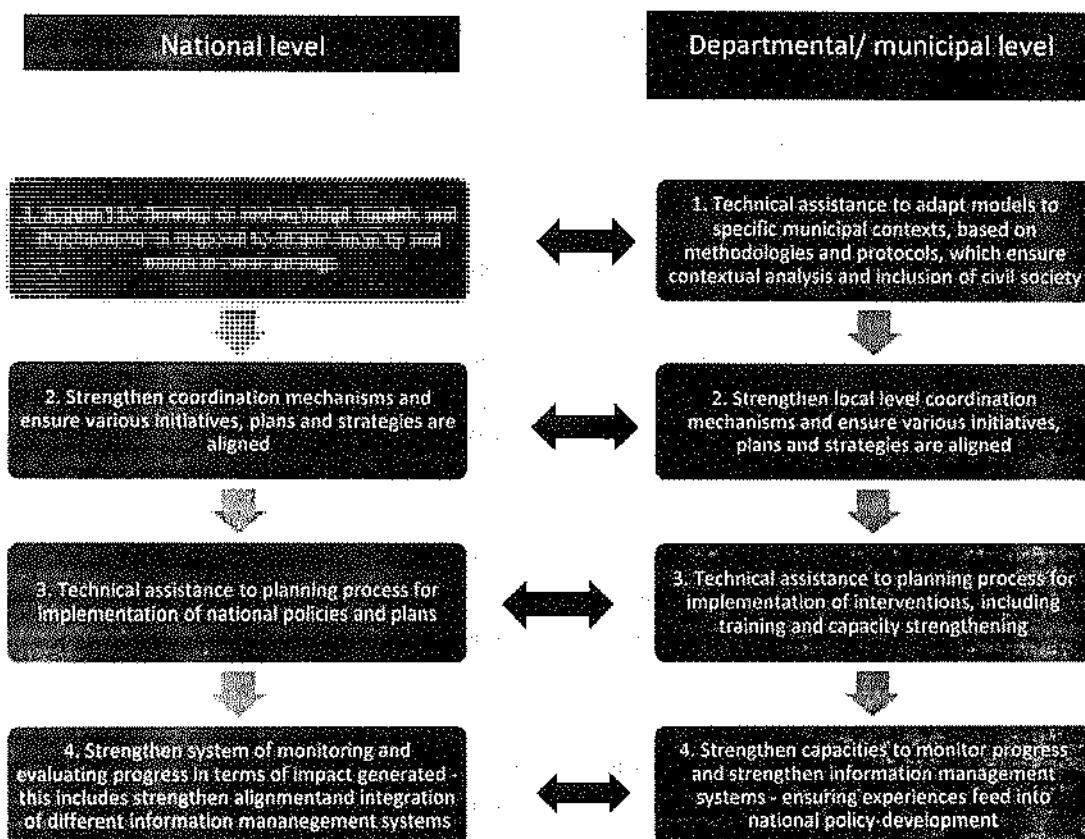
3.2. Guiding Principles

This project will be guided by and seek to advance a number of key principles and cross-cutting issues, including:

- **National ownership:** UNDP will ensure that this project reinforces national ownership and works within Colombia's national, departmental and municipal governance structures and relevant civil society

stakeholders and in close alignment with relevant Colombian national policies and planning frameworks. The project aims to primarily rely on national expertise and capacities; ensuring that planning processes are participatory and build government and justice system ownership.

- **Conflict/armed violence and human rights sensitivity and "do no harm":** because of the continuous conflict realities in Colombia, this project will be guided by a continuous assessment of conflict risk, political situation and spoilers/drivers of change – in particular concerning UNDP support in rural areas. This will be essential in order to adjust project activities to realities as well as devising risk management strategies (including the Human Rights Due Diligence Policy) for the implementation of project activities in order to avoid negative impacts and maximize positive impacts.

- **Human Rights based approach:** Human rights will be mainstreamed into the programme ensuring promotion of participation, non-discrimination and accountability. Further, through project activities knowledge on application of human rights principles is strengthened, including indigenous rights and women's human rights. Furthermore, the project will actively aim at raising public awareness in regard to the responsibilities that lie with justice and security institutions in promotion and protection of human rights, including fair and humane treatment, non-discrimination, gender-responsiveness, access to legal representation and a fair trial, etc.

- **Confidence-building between citizens and state institutions:** In particular in a post-conflict context and in rural areas where the state is often (perceived as) absent or limited to defense and security activity, there is a need to strengthen confidence between the Colombian population and institutions' ability to respond to justice and security needs of all. This project seeks to support institutions to be more responsive to people's security, safety and justice concerns, in particular in rural areas, and will actively promote dialogue and consultative processes involving government, justice and security sectors, civil society and community representatives, including human right defenders and women. Not only will these processes help to build confidence and strengthen collaboration between the various stakeholders, and hence contribute to the success of citizen security efforts particularly at municipal levels; they will also encourage a common level of understanding of some of the main security and safety concerns facing Colombian people.

- **Gender Equality and Women's Empowerment:** The advancement of gender equality and women's participation in public dialogue and decision-making is essential for sustainable development. It is of critical importance to raise awareness and strengthen the capacities of Colombian institutions and civil society in order to ensure that women are included and receive relevant protection. The overall project as well as targeted initiatives will ensure women's voices are noted in all project processes and promote strengthening women's security and access to justice.

3.3 Outputs and Activities

Below an overview of the three main outputs and various sub-outputs that this project aims to achieve. The outputs are divided into short-term (year 1) and medium-term interventions. Activities are indicative and subject

to further revision during the project period, furthermore a degree of flexibility is required as some priorities are being identified currently and throughout a possible post-conflict situation and implementation plan of a possible peace agreement.

As mentioned in the above strategy section, during the first phase of the project, support at the departmental and municipal level is primarily targeted to support the Department of Meta. During the second phase of the project support at departmental and municipal levels will be replicated in other zones to be identified.

Output 1: Strengthened national capacities to effectively deliver justice and security services in rural and conflict-affected municipalities

Under this output, UNDPs main partners will be the Ministry of Post-Conflict, the National Planning Department (DNP), the Ministry of Justice, the Ministry of Interior and the National Police, in close collaboration and consultation with other relevant actors, such as the Ombudsman's Office, Ombudspersons municipal offices, civil society (Human Rights defenders, women), as well as the judiciary. UNDP support will fall under the overall strategy and coordination mechanisms already in place, strengthening the roll-out and development of various instruments to improve citizen security and access to justice in rural areas. This output can be divided into specific output areas, mentioned below.

Sub-output 1.1.: National citizen security and justice planning capacities strengthened, with a specific focus on rural and conflict-affected areas

National Policy on Citizen Security and Coexistence adjusted as well as PISCC as an instrument for implementation

At the national level, UNDP will provide technical assistance to the assessment of the implementation process of the National Policy on Citizen Security and Coexistence, in accordance with a human development approach. The PISCC, a key planning instrument for Integrated Citizen Security Plans, would serve as an instrument to support the assessment of the policy. As mentioned, the PISCC instrument has thus far generated many lessons learnt and discussions on how to improve this mechanism and maximize its impact on improving citizen security are on-going. This is particularly relevant for the development and implementation of PISCC in smaller municipalities in rural settings. Based on experiences and inputs from all relevant institutions, the model of PISCC has been readjusted and in 2016 new PISCC will be developed taking a more sub-regional approach, while continuing to implement activities at municipal levels.

UNDPs technical assistance to the development of the policy and the roll out the PISCC model will fall under the coordination efforts of the DNP, the Ministry of Interior and the Ministry of Post-Conflict, however other partners will be engaged, such as the National Police, the Ministry of Justice and human rights related actors, such as the Ombudsman's Office and/or civil society.

While the focus of this support is on strengthening local capacities to develop and implement PISCC, specific technical assistance will also be provided at the national level. Here, support will be provided to, based on the new instrument, adapt the existing methodology to inform PISCC development in rural areas, ensuring they

respond to citizen security needs in different situational contexts in the country. Focus will be on ensuring that, during the development stages of the PISCC, a stronger focus is placed on the prevention aspect of citizen security, including the prevention of gender-based violence. Furthermore, more emphasis will be placed on strengthening the monitoring and evaluation component of the PISCC, enabling measurements of impact and effectiveness of the plans, in terms of quality delivery and users/beneficiaries perspectives.

In parallel, support will be provided to the Ministry of Justice to adapt its policy and strategic planning to promote justice service delivery in conflict-affected and rural areas, and Meta in particular. The aim will be to identify quick-impact gains to build trust within the communities, while developing the long-term vision for required justice sector reform for equal and quality administration of justice for all. A focus will be to close the (criminal) justice chain and ensure relevant linkages between law enforcement and justice actors.

During the first year of implementation, focus will be on:
- The provision of technical assistance through concrete recommendations to the adjustment of a National Policy on Citizen Security and Coexistence.
- The provision of technical assistance for policy and strategic planning to promote justice service delivery in conflict-affected regions, based on inclusive assessments of needs of the populations and relevant institutional responses, including possible linkages to transitional justice processes.
- The provision of technical support, based on the new PISCC instrument, to adapt the corresponding methodologies and protocols, including all relevant institutions as well as local governments to rural areas.
- Strengthen capacities to undertake regular monitoring and evaluation activities of PISCC implementation based on defined sets of indicators.

During the second phase of the project, focus of activities at the national level will be on:
- Support to mid-term and final evaluations of the PISCC period starting in 2016.
- As per lessons learned through assessments during the first phase, support the Ministry of Justice and other stakeholders to plan for implementation of required reforms, e.g. on legal aid provision, coordination mechanisms between various justice models, potential linkages with transitional justice processes, etc.

Possible peace-agreement

In the context of a possible peace agreement, support will be provided to the assessment of justice and security sectors to respond to post-conflict justice and security needs, thus of the capacity of providers and needs of the populations, with the aim of building trust, obtain quick impact results and influence long term sustainable reform, in particular in rural areas. This support will be provided as part of the overall UN support to this process. It is foreseen that a methodology for such assessment will be implemented as a pilot in specific regions (partly based on the methodology applied during the PIP in the three municipalities of Meta) and consequently replicated in other departments. These assessments will feed into the development of a national level post-

conflict plan and implementation. Any support provided to this process will, in municipalities where this is of relevance, be directly linked to other support components of this project.

Furthermore, it is important to enhance understanding of the functioning of existing informal community-based mechanisms in rural areas and how these mechanisms address disputes and crime, including gender-based violence by strengthening these systems and establishing formal links to institutional interventions, these could further enhance security, justice and peaceful coexistence at community levels, specifically in relation to a post-conflict situation.

During the first year of the project, focus of activities will be on:

- Technical support to the assessment of required capacities of justice and security sectors to respond to post-conflict needs, and the security justice needs of both men and women, in Meta and replication in other departments.
- Technical support to assess complementarities of existing informal community-based mechanisms (if compliant with human rights standards and gender-sensitive) in rural areas that could be leveraged to enhance security, justice and peaceful coexistence at community levels, specifically in relation to a post-conflict situation.
- Provision of training at national and departmental levels on the methodologies applied.
- Technical support to provide inputs of the gender dimensions in the area of justice and security into the development of a national level post-conflict implementation plan.
- Support to ensure coordination and alignment of the post-conflict implementation plan with existing national strategies and plans in the area of justice and security.
- Facilitation of exchange of international experiences by bringing in experts or facilitating study tours.

Focus of activities during the second phase of the project will be determined based on a possible post-conflict agreement and specific support needs that may arise. In the planning the operationalization of post-agreement plans, UNDP will, if requested by national partners, provide technical advice and facilitate exchange of international experiences in relevant post-conflict security areas, such as small arms control, transitioning of security sector institutions and DDR, human rights and obtaining of trust, gender-responsiveness, subject matters which are closely linked to governance, basic service delivery and transitional justice as well. These are areas that form part of UNDP Global Strategic Plan, therefore experience, knowledge and expertise in these areas of work is available in support of the Government of Colombia. UNDP can also support with convening the UN system as one, including the Department for Peacekeeping Operations, to ensure the best possible expertise and knowledge is made available to support any post-conflict support related to rule of law, citizen security, access to justice and human rights.

Support to strengthen information management to enhance integrated responses to insecurity and implementation of preventive action

As mentioned in the context analysis, there are various different information management systems in place, which are often not integrated and limiting closing of the (criminal) justice chain. DNP has conducted an evaluation of existing information management systems, specifically information management for emergencies (SIES), including all relevant institutions. Furthermore there are no centrally developed protocols in place for the collection and exchange of data between institutions, as such it is challenging to standardize information collected with a standardized set of indicators (specific ones for different sizes of municipalities).

Support will be provided, in particular through DNP and the Ministry of Interior, to strengthen inter-institutional coordination and information management at municipal and departmental levels. This will include the development of protocols and standardization of data collection. UNDP will provide technical assistance to better integrate information management systems, ensuring it includes a focus on prevention and specific approaches for rural areas and links departmental/municipal initiatives to national level data management.

Information management model should ensure inclusion of the Ombudsman's Office and civil society and ensure data is always gender-disaggregated. Such a model would serve two purposes: i) Improve quick and coordinated response to insecurity and enable institutions to take early action to prevent escalation of insecurity, ii) Inform development of policies and plans. This support will draw significantly on UNDP experience in information management in the area of citizen security at regional and national levels in Central America. In addition, a focus will be on ensuring a gender-responsive approach to information management.

During the first year of project implementation, focus will be on the provision of technical assistance to the DNP, Ministry of Interior and other national partners to integrate systems and to develop gender-sensitive protocols and a strategy for the standardization of information collection and management. UNDPs focus of technical assistance will primarily be on strengthening information management in municipalities and sub-regions in rural areas. During the second phase of the project, assistance will be provided to the roll out of information integration plans and the practical application of gender-sensitive protocols.

Sub-output 1.2.: Strengthened national capacities for the effective delivery of security and justice services

Activities under this output area will be guided by the components identified by the Strategic Review Policing Innovation Committee (CREIP) of the National Police of Colombia as their main priorities. It is foreseen that National Police priorities in the coming period will focus on i) The redesign of the institutional structure to better respond to citizen security challenges and demonstrate accountability to increase trust, ii) The redesign of operational structures, iii) Strengthening human capital and talent management. Under each of these components initiatives will be developed.

UNDP will support these efforts through technical assistance. It is important to note that these are National Police initiatives to enhance citizen security and build trust with the Colombian population, specifically in rural areas and in the context of a possible peace agreement. It is therefore distinct from public security interventions that are often more reactive to conflict situations. It is foreseen that in the following years, more initiatives will be identified, to which UNDP can provide technical assistance, such as illicit mining and control of small arms held by civilians, human rights-based policing, handling of GBV cases.

Where possible, activities under this output will be implemented in partnership with bilateral partners – options will be explored to implement training activities with the support of national police divisions of bilateral partners. Furthermore, collaboration with UN Police for specific training components will be explored.

This project will implement the following indicative activities:

- At the national level, UNDP will provide technical assistance, by bringing in experts and facilitating exchanges, with the i) Development of a rural community policing model, ensuring a specific focus on gender-based violence and human-rights based policing, and ii) Development of operational plans and models to enable implementation in rural areas.
- UNDP will provide technical assistance to process of adapting models to specific regional contexts and dynamics – ensuring strategic links to PISCC development process where relevant.
- Assistance to enhance coordination with local authorities, other relevant institutions and civil society.
- Facilitation of specific trainings for the implementation of these models.
- Support to monitoring and evaluation and analysis from both the provider and user perspective of the implementation of the models, producing lessons learned to feed into national policy and planning. This mechanism will include data management, effectiveness indicators and population perception of services provided.

Output 2: Strengthened local level capacities to implement citizen security and social cohesion plans and increased justice service delivery

Sub-output 2.1.: Local capacities in place to develop and implement inclusive citizen security plans

At the municipal level, UNDP will strengthen capacities of local authorities to, based on an inclusive and gender-sensitive methodology, support the development of citizen security plans and to integrate these plans into broader local development plans. The focus will be on PISCC development, but also broader engagement of justice and security institutions, civil society and community-based organizations to identify justice and security needs and determine appropriate ways to address them. Activities are aimed at empowering local governments and stakeholders to define key priorities and to facilitate the link between local level planning to department and national level planning processes, in order to optimize use of resources and to ensure that departmental and national level investments are targeting local priorities.

In this process, which will include trainings on local development planning, it will be key to ensure an inclusive process for the development of PISCC, including all relevant institutions, civil society and community-based organizations. Support will be provided to set of municipality based planning committees, including local government, justice and security institutions, civil society and community representatives, including women representatives, to lead and coordinate the development of citizen security plans. Training will be provided to members of these committees on not only how to develop plans and to conduct the necessary analysis and consultations for this, but also to operationalize plans, financially manage the implementation and to develop indicators and conduct regular monitoring and evaluation activities.

This support will be implemented in close coordination with other initiatives that are on-going to strengthen capacities of local governments in terms of planning, transparent and effective financial management and coordination. Furthermore, activities to strengthen capacities to plan for citizen security interventions are implemented in close coordination with projects focused on poverty reduction and livelihood support, as well as local level consultative processes, since these elements form a key component of local development planning.

This process will be initiated in 2016, and it is to be determined, based on a planning exercise undertaken by the coordinating PISCC committee consisting of the above-mentioned institutions which departments/municipalities will require additional support from UNDP. It is foreseen that support will particularly be provided to selected municipalities in Meta, but, based on specific needs or demands, support will be extended to other departments. Furthermore, during the second phase of this project, UNDP will provide continuous technical assistance during the implementation of the PISCC, including the strengthening of capacities to undertake regular monitoring and evaluation activities of PISCC implementation based on defined sets of indicators, including responding to the security and justice needs of the population.

Indicative activities during the first year will include:

- Sensitization and training workshops for all municipalities.
- Main focus will be at the Departmental/Municipal level, where UNDP will provide technical support and strengthen capacities of local authorities to establish gender-disaggregated baselines and to develop PISCC in selected municipalities in Meta, ensuring adaption of the model to specific contexts and designed methodologies and protocols are followed. The target number of municipalities that will receive specific support is 6 municipalities, depending on the situation, this could change.
- Provide technical assistance to establish the above-mentioned committees, ensuring they fit into the overall municipality governance structure.
- Provide training to all stakeholders on rights-based and gender-sensitive PISCC development and implementation.
- Provide technical assistance to newly elected governments and state actors, such as from the judiciary and Ombudsman's Office to integrate citizen security, justice and social cohesion components into local development plans, in alignment with the PISCC.

During the second phase of this project, activities under this sub-output will be scaled up further and also implemented in other departments and municipalities. Meta-based municipalities will continue to receive technical support throughout the implementation of the plans. Specific support will be provided to monitoring and evaluation of PISCC implementation, measuring impact based on the baselines established, including feedback of beneficiaries/users, and the community at large.

Sub-output 2.2.: Formulation and implementation of adaptable mechanisms to improve access to justice in rural areas

Support under this output is closely related to sub-output 1.2. and engagement with the Ministry of Justice and

justice institutions. Support will be provided in close coordination with DNP and the Ministry of Justice, as well as judicial institutions in coordination with UNDP human rights and transitional justice projects. It aims to address challenges local level institutions and authorities face in fulfilling their functions adequately. Access to justice and functioning dispute resolution systems are key components of improving social cohesion and citizen security. As mentioned in the context section above, particularly in rural areas, existing justice mechanisms often do not reach communities and individuals, and may not lead to formal administration of justice. This includes both criminal justice and administrative justice. Activities under this output are implemented in close coordination with support provided as part of transitional justice projects, support is aimed to be complementary and focuses on justice providers and coordination in general, while transitional justice projects focus on strengthening capacities of specific justice provides as part of transitional justice processes.

Although various models exist to enhance access to justice and to strengthen collaboration between justice providers, these models are mainly operational and effective in urban settings. For rural settings, use is made of the model of conciliators in equity, however, not only does this model need to be replicated in more municipalities, but it is recommendable for enhanced links between conciliators in equity and different justice provides and to consider how to facilitate community members access to the formal justice system, in particular in cases of gender-based violence. In this sense, the Conciliators in Equity and Justice Centres can/should play the role of legal awareness and paralegal work, and connect to legal aid and representation where necessary, and for both criminal and civil cases. Other models exist to improve access to justice in rural areas, such as mobile courts, peace judges and community advocates, which can also be used to strengthen links with the formal justice system. In particular for rural areas, there is a need for a thorough assessment of challenges in ensuring access to justice and providing justice services, in terms of outreach, but also in terms of coordination and effectiveness of the justice chain as a whole.

The Ministry of Justice has developed a proposal for the strengthening of municipal level justice systems and to reform the way in which access to justice is coordinated and managed by local authorities, the aim of this proposal is to address current challenges in terms of justice provision, mainly in smaller municipalities where capacities, coordination and outreach to communities is often lacking. UNDP will support the Ministry of Justice to further develop and strengthen the proposal on changes to municipal level justice provision, based on feasibility assessments and access to justice assessments and consultations with judicial institutions.

Further to this, UNDP will provide support to implement initiatives on strengthened access to justice, testing out gender sensitive and rights-based models in different rural settings. Key to this initiative will be the inclusion of the judicial system and law enforcement, and addressing specific issues in relation to coordination amongst institutions and outreach to populations, and the most marginalized in particular. Essentially, this support will imply the adaptation of current models to post-conflict settings, in particular rural areas. Based on this, different models and protocols for strengthened service provision and improved coordination amongst justice and security entities will be designed that can respond to different contexts, taking into account available capacities.

In close relation to the above, police inspectors could play a key role in improving access to justice and strengthening confidence in the state responses to conflict and crime. In 2015, DNP will conduct baseline studies

to measure capacities of police inspectors, as well as communities' perception of how they fulfil their functions in particular in rural areas. Based on this, a plan will be developed to, at least in 6 regions, strengthen the capacities of this institution to fulfil their functions more effectively.

Indicative activities include:

- Technical assistance to conduct a feasibility assessment of the Ministry of Justice's proposal, including a baseline access to justice assessment, identifying populations justice needs and grievances, and of women and marginalized groups in particular, and state institutions main gaps and challenges to respond to them, including issues of sector wide coordination, the functioning of the justice chain in rural areas, and people's perception and trust in the institutions.
- Support with a design of or adaptation of different models that can respond to specific contexts, based on access to justice assessments and people's needs in respective pilot regions, including in cases of gender-based violence, through the development of protocols.
- In specific departments/municipalities of focus, UNDP will provide support to implement initiatives aimed to strengthen access to justice, testing out models in different rural settings. Focus will be on strengthening coordination mechanism with local authorities, judicial institutions and the police; and in particular to strengthen the responsiveness of mechanisms to community needs.
- Inclusion of local government and communities in the design of adapted mechanisms, in particular consideration of adaption of the model Conciliators in Equity.
- Support to training of different included entities, including Conciliators in Equity, ensuring a specific focus on how to deal with cases of gender-based violence and other cases, depending on the assessments undertaken.
- In 2015, UNDP will provide technical assistance to the development of baselines for the functioning of police inspectors. In particular, UNDP will accompany and support this process in Meta, one of the departments of focus for DNP.
- Further to this, UNDP will provide technical assistance to the development and implementation of the plan to strengthen capacities of police inspectors in 6 regions.

Access to Justice in Meta

It is foreseen that based on this support, including the above-mentioned assessment, UNDP will further expand this component of the project in to include broader support to improving access to justice in rural areas and addressing gaps and needs identified in the A2J assessments.

Based on consultations with institutions and communities in the PIP, UNDP will specifically support the design and implementation of models to improve access to justice in different municipalities. Municipalities will be selected, in consultation with the Departmental government and the Ministry of Justice, based on the following criteria: i) Rural settings, ii) Ensuring mix of different kinds of contexts, iii) Political will of municipal authority.

First priority will be Acacias, Uribe and Puerto Lopez, as preparatory consultations have taken place already, furthermore, each of these setting represent a different kind of conflict, and this will enable piloting of various

sorts of models, or combination of components of models, to inform national level strategy development.

Output 3: Strengthened civil society and community-based organizations to participate in planning development and implementation of initiatives to promote social cohesion

Specific activities will be implemented to ensure local citizen security plans respond to communities' needs and concerns in terms of citizen security, access to justice and social cohesion. UNDP will therefore work with civil society and community representatives to strengthen their capacities to take part in local level planning processes, and with the institutions to integrate the population's voices into their planning. Furthermore, jointly with departmental and municipality authorities, support will be provided to set-up a grants-mechanism to fund community and rights-based citizen security and social cohesion activities. The purpose of this grant is primarily to fund activities that will have an immediate and visible impact at the community level – activities could range from youth projects, support to women's groups, human rights initiatives, livelihood initiatives, depending on what community-based organizations prioritize. In addition, this mechanism will strengthen CBOs capacities to develop proposals and plan for implementation. Lastly, it will facilitate the dialogue between local governments and CBOs and contribute to trust-building between communities and State institutions.

As per the above sub-output, the first year of this project will target 6 municipalities in Meta. During the second phase of the project, these activities will be scaled up to different departments and municipalities, while accompaniment with the Meta-based municipalities will continue.

3.4 Sustainability of support

Sustainability of support will be promoted by the project's focus on capacity strengthening of state institutions at national and departmental and municipal levels responsible for citizen security and access to justice, and on the involvement of relevant stakeholders from civil society. All project activities will, from the start, be implemented in close coordination and consultation with national and/or local state institutions. Furthermore, all activities will be executed within Colombia's governance structure for citizen security, access to justice and municipality-level development planning, avoiding duplication and the creation of parallel structures, and in close alignment with relevant Colombian national policies and planning frameworks. All knowledge products and tools developed will be developed with the Colombian government and its partners.

At departmental and municipal levels, this project will seek to integrate citizen security and access to justice priorities into government planning processes, thereby ensuring that sustainable financial and human resource allocation for citizen security and access to justice interventions is made available. It is foreseen that two financing mechanisms will be applied, for specifically identified municipalities in rural areas financial support will initially be provided through this project. For departmental level implementation of activities, as well as larger municipalities, support will be the provision of technical assistance and implementation is expected to be cost-shared with government.

An emphasis will also be placed on empowering citizens and communities to express their concerns and to engage constructively with local government and other state structures and local police, as well as in the responsiveness of local authorities and the police to these concerns. This will help to embed communities' perspectives, including community policing, into policies, planning processes and police strategies and

operational approach. This will be done through the set-up of local level committees with key representatives from civil society, community-based institutions, government institutions and local authorities and the facilitation of dialogue through this committee.

3.5 Governance

The Project will be implemented by UNDP Colombia under the guidelines of the Resident Representative Office in Colombia and with the Work Plan established on the PRODOC. The budget will be authorized by the Country Director of UNDP Colombia or its representative within the UNDP Colombia country office. The execution of the resources assigned to the project will be done under the rules of the financial guidelines, norms and procedures of UNDP, and during the implementation phase, the project activities will be adjusted to the financial resources given by the different partners.

The Citizen Security and Coexistence Project will be managed under the direct supervision of the Governance area of UNDP Colombia. In the context of post-agreement scenarios, the Country Office has defined the need to integrate a Governance and Peace Construction Cluster with the main goal of articulating local interventions, taking into consideration thematic strengths and specific expertise of each area. Even though the project will be directly under the Governance portfolio, it is an important initiative where the Cluster Coordinators will work in an articulate manner providing guidance and support in the Directive Committee and regular internal meetings. For that reason, the Coordinator of Peace Area will participate in the board meetings of the project and support the articulation of initiatives at local level, in particular, through Local Partnerships for Peace Programme.

Similarly, different projects within the Governance Area of UNDP Colombia Office will collaborate such as "Proposal of Local Governance for Social Cohesion and Peace" and "Project for strengthening the National Policy of Local Transparency and Good Government", which contribute to the strengthening of the local governance, to foster citizen participation through alliances with civil society organizations, to encourage institutional strengthening and decision-making process, and finally, to reduce local inequities and overcome poverty. Similarly, UNDP Colombian projects such as Extractive Industry , Transitional Justice, Human Rights and Gender approach projects will be involved in this strategy (see table 3). This project also will have coordinated actions with UN Women Colombia for the development of the gender related activities. Depending on the nature of the activities, a special agreement with UN Women can be studied to address some of the issues regarding gender sensitive indicators or activities relating to gender based violence.

Intellectual property: in the framework of this project and others derived from this one, copyrights related with creations and innovations resulted from the project activities, will be under UNDP property.

Project Board:

UNDP Colombia will develop the necessary project activities to achieve the goals established on the PRODOC. In order to follow up and monitoring the different projects outcomes and support the strategic decision-making process, a Project Board meeting will be programmed every three months. The Directive Committee will be composed by the Deputy Director of UNDP Colombia, the Coordinator of Democratic Governance Area, the Coordinator of Development, Peace and Reconciliation Area, the Coordinator of Transitional Justice Fund, the Project Coordinator of Citizen Security and Coexistence, and representative directors of partner's institutions, which could include the National Planning Department and the Ministries of Interior and Justice.

The Directive Committee's responsibilities are:

- To establish the guidelines and actions to support the development of project activities.

- To provide guidelines, recommendation and adjustments to work plans.

On the other hand, the Technical Committee will be composed by technical personnel of Citizen Security and Coexistence Project, local teams including Local UNDP Coordinators in the regions where the project is located, the Project Coordinator of Citizen Security and Coexistence and the Coordinator of the Democratic Governance Area.

The Technical Committee responsibilities are:

- To implement and follow up the guidelines defined by the Directive Committee.

- To follow up and monitoring the development of actions established in the annual work plan.

- To guarantee the quality of developed products before its submission to the Directive Committee.

- To keep the technical recommendations of the meetings and to elaborate technical documents for discussion and approval.

- To keep and consolidate files and information of project's activities and products.

- To design indicators of the different project activities.

- To elaborate the information required for an effective communication strategy of the programme.

In the following diagram, the organizational structure of the programme can be seen:

Diagram 2. Organisational Project Structure
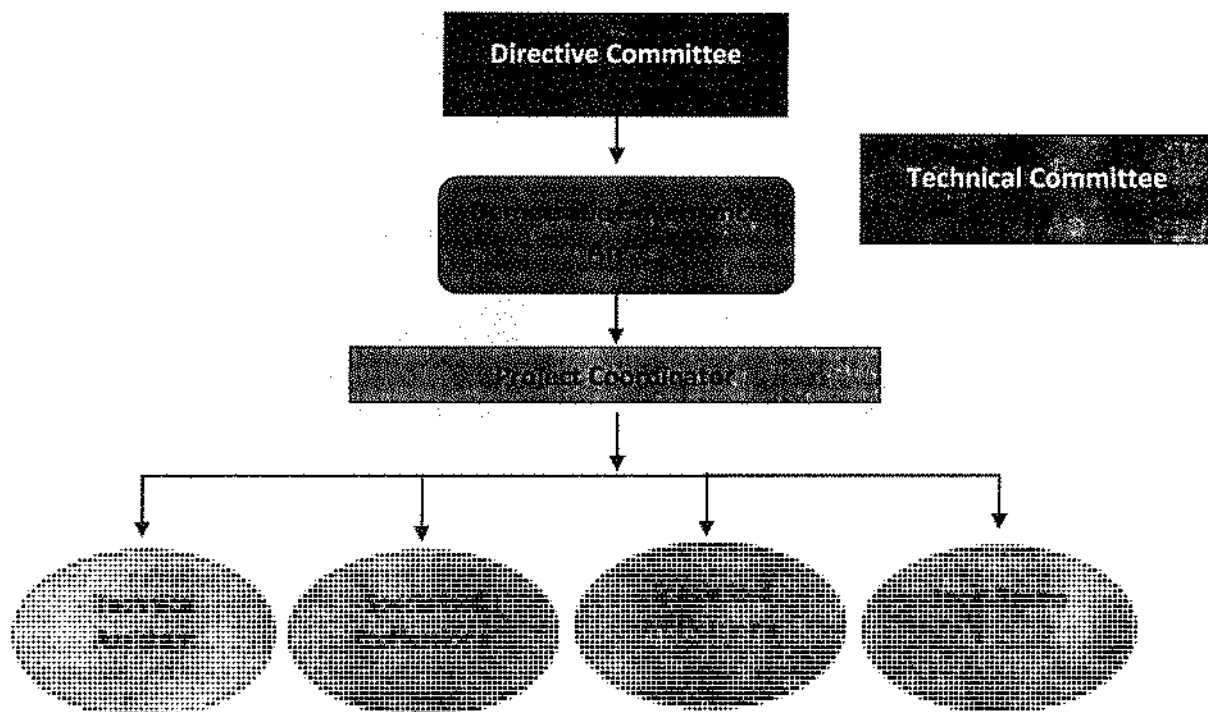
3.6. Management arrangements
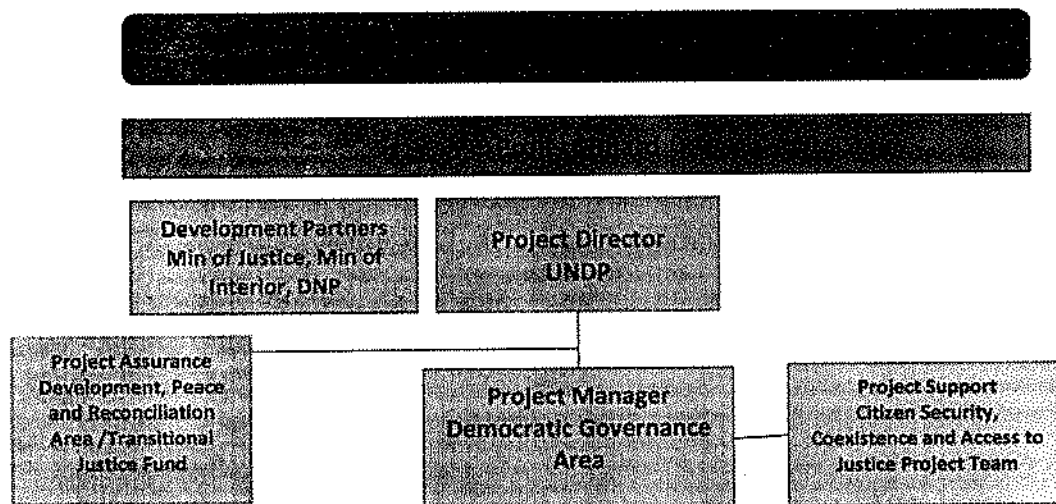
3.7 Areas of collaboration with UNDP projects (outputs defined in section below)

This project is developed in close consultation with other UN agencies and UNDP projects and aims to optimize investment of resources and maximize impact by collaborating closely with partners. All activities are specifically designed to be complementary and aim to also reinforce the work of other projects.

For the three outputs of this project, indicative areas of collaboration have been identified, as indicated in the tables below. The first table, listing UNDP projects, is guided by the revised UNDP Country Office Strategy for Peace.

It is not mentioned specifically below, but information sharing between projects to enhance synergies, in particular at departmental and municipal levels, will be ensured. This is the case for the issues regarding economic recovery, which is not included in this table, but will be taken into consideration for close collaboration.

Table 3. Areas of Collaboration UNDP Colombia

Output/Project	Extractive Industry Project for extractive oil industry municipalities	Transitional Justice	Local Partnerships Maturity	Human Rights	Gender
					Based on the existing MoU between UNDP and UN Women it is foreseen that UN Women will provide technical assistance to the implementation of

					the different components, national and local level, of the project.
Output 1: Strengthened national capacities to effectively deliver justice and security services in rural and conflict-affected municipalities					
Sub-output 1.1. National citizen security planning capacities strengthened, with a specific focus on rural and conflict-affected areas	Close consultation with project, using diagnostics and tools, to inform post-conflict planning.	Consultations and inclusion as per coordination by Local Partnerships for Peace.	This project will feed into the overall support provided by UNDP in terms of post-conflict assessments and planning, any activity will therefore be undertaken under coordination of Local Partnerships for Peace. Coordination with regards to all departmental/municipal level activities — in particular in terms of inclusion of civil society.	Support to ensure a human rights based approach Bring in civil society and HR defenders-partners	Ensure development of gender-sensitive methodologies
	Link oil industry data system to other information management systems	Coordination of support to various data management systems, ensuring coherence of UNDP support in this regard	Coordination of support to various data management systems, ensuring coherence of UNDP support in this regard	Coordination of support to various data management systems, ensuring coherence of UNDP support in this regard	Coordination of support to various data management systems, ensuring coherence of UNDP support in this regard

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Sub-output 1.2: Strengthened capacities for the effective delivery of justice services		Inputs for the technical assessment of the criminal justice chain in rural areas and involve partners from the justice sector and civil society (e.g. victims)		Identify ways to link national HR support to strengthenin g capacities and monitoring through this project, for instance through the Ombudsman 's Office and potentially civil society	Gender focal point at UNDP will provide technical support in this area
Sub-output 1.3: Strengthened capacities for the effective deliver of security services	Ensure facilitation of dialogue between police and local governments, companies and communities to understand specific oil industry related concerns and to plan accordingly	Include knowledge of TJ into trainings and involve partners from the justice sector and civil society (e.g. victims)	Coordinatio n with regards to all department al/municipal level activities – in particular in terms of inclusion of civil society	Support to ensure a human rights based approach Bring in civil society and HR defenders-partners	Ensure development of gender-sensitive methodologies
Output 2: Strengthened local level capacities to plan for the promotion of peace building and social cohesion					
Sub-output 2.1: Local capacities in place to develop and, effectively and transparently, implement inclusive citizen security plans	Close consultation with project, using project diagnostics and tools, to inform PISCC development	For specific municipalities where TJ implements activities – coordination, info sharing and TJ expertise to support justice components of PISCC development and involve partners from the justice sector and civil	Coordinatio n with regards to all department al/municipal level activities – in particular in terms of inclusion of civil society	HR mainstreami ng in PISCC Bring in civil society and HR defenders-partners	Ensure development of gender-sensitive methodologies

		society (e.g. victims)			
Sub-output 2.2. Strengthened civil society and community-based organizations to participate in planning and to develop and implement initiatives to promote social cohesion	Coordination /consultation regarding to activities with civil society	Coordination /consultation regarding to activities with civil society	Coordinatio n /consultatio n regarding to activities with civil society	Coordinatio n /consultatio n regarding to activities with civil society	Coordination /consultation regarding to activities with civil society
Sub-output 2.3. Formulation and implementation of adaptable mechanisms to improve access to justice in rural areas	In collaboration with project, provide specific trainings to local authorities and justice providers on application of protocols for oil industry related conflict	Quality assurance and technical input into justice programming, including focus on linkages between ADR/informal systems to the formal justice system Close coordination with TJ projects to ensure capacity strengthening efforts reinforce each other. Where possible, target same municipalities to complement support.	As above		For each justice model applied (informal/formal) ensure provision of training on gender-sensitive approaches and regarding gender-based violence, including the necessary references to formal justice
Cross-cutting outputs: UNDP to develop service lines on citizen security to respond to requests from institutions and authorities in the development and implementation of citizen security plans	Work closely with Oil industry project to include a service line in this area based on tools, software and protocols developed	Technical support by TJ to ensure justice knowledge tools include TJ	Ensuring consultation s on different knowledge tools	Technical support to mainstream HR	Technical support to mainstream gender Technical support to develop a specific service on violence against women, children, and gender-sensitive approaches to citizen security and access to justice

In addition to the above-mentioned collaboration and coordination per output, UNDP will set up a coordination and information sharing group of international development partners that are engaged in the area of citizen security, to ensure coordination and complementarities of activities.

3.8. Monitoring Framework and Evaluation

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

<u>Within the annual cycle</u>

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table (see Annex C).

- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.

- Based on the initial risk analysis submitted (see Annex B), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.

- Based on the above information recorded in Atlas, a Project Progress Reports (PPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.

- A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned report at the end of the project.

- A Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events.

<u>Annually</u>

- Annual Review Report. An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.

- Annual Project Review. Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

In case a project evaluation is required, please indicate the justification and proposed timing for the evaluation. A project evaluation is required only when mandated by partnership protocols such as GEF. However, a project evaluation may be required due to the complexity or innovative aspects of the project.

3.9. Legal context

This project document shall be the instrument referred to as such in Article 1 of the SBAA between the Government of Colombia and UNDP, signed on (date).

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the executing agency and its personnel and property, and of UNDP's property in the executing agency's custody, rests with the implementing partner.

The executing agency shall:

a) Put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried out;
b) Assume all risks and liabilities related to the executing agency's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The executing agency agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999).

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I.   PLAN ANUAL DE TRABAJO (AWP)

Año:

Productos Esperados (outputs) *Línea de base, indicadores y metas anuales*	Actividades Planeadas *Lista de actividades de resultados y acciones asociadas.*	PLAZO				Parte Responsable	PRESUPUESTO		
		Q 1	Q 2	Q 3	Q 4		Fuente Recursos	Descripción Presupuesto	Valor USD
Output 1 Capacidades nacionales fortalecidas para cumplir efectivamente con los servicios de seguridad y justicia, con un enfoque específico en los municipios rurales y afectados por conflicto. Línea Base: - Un documento de recomendaciones entregado y socializado. - 4 herramientas cualitativas ajustadas y adaptadas al contexto colombiano para su implementación en 3 municipios del Meta. - 0 entidades del sector seguridad y justicia fortalecidas con recomendaciones del PNUD. *Indicadores:* - # de documentos de recomendaciones presentadas y socializadas con la Mesa Interinstitucional de Seguridad y Convivencia Ciudadana. - # de herramientas de recolección de	1. Desarrollo de acciones enfocadas al fortalecimiento de las capacidades nacionales para la planificación de la seguridad ciudadana, con enfoque específico en las zonas rurales y afectadas por el conflicto. - Formulación de documentos con recomendaciones concretas enfocadas a generar ajustes a le Política Nacional de Seguridad Ciudadana y Convivencia, de acuerdo con el enfoque de desarrollo humano y la perspectiva de género. -Formulación de recomendaciones para el ajuste a la metodología PISCC, a través de directrices, herramientas y mecanismos de seguimiento y evaluación, que estén adaptados a los retos de seguridad y convivencia que se presentan en zonas rurales afectadas por el conflicto armado. -Formulación de recomendaciones y apoyo al proceso de elaboración del Plan Decenal de Justicia 2017-2027.					PNUD	BPPS	Service Contracts – Individuals Events, assessments and trainings Travel and DSA	32.093 15.000 6.000

1

información cualitativa para los municipios rurales ajustadas a la Guía PISCC. - # de entidades del sector seguridad y justicia fortalecidas con recomendaciones del PNUD. _Meta:_ - 3 documentos de recomendaciones a instituciones aliadas en el desarrollo de PISCC. - 6 herramientas de recolección de información cualitativa. - 3 entidades fortalecidas. _Resultado (outcome) CPD:_ Mecanismos de participación ciudadana, de capacidades locales y de cultura de DDHH y paz fortalecidos.	2. Brindar asistencia técnica para el fortalecimiento de capacidades institucionales, para la prestación efectiva de los servicios de seguridad y justicia. - Asistencia técnica e intercambio de experiencias internacionales para el fortalecimiento de las funciones y competencias de la Policía Nacional requeridas espacios urbanos y rurales en escenarios post-conflicto. - Generación de canales de diálogo entre la Policía, los gobiernos locales, la sociedad civil, grupos de mujeres y comunidades para lograr mejores resultados en el proceso de planificación de las políticas de seguridad ciudadana. - Asistencia técnica para la planificación estratégica de políticas que promuevan la prestación de servicios de justicia en las regiones afectadas por el conflicto.									Service Contracts – Individuals Local Consultants	10.535 11.880
TOTAL OUTPUT 1											**75.508,80**

Output 2 Capacidades a nivel local fortalecidas para implementar la seguridad ciudadana, los planes de convivencia y una prestación de servicios de justicia mejorada.	1. Desarrollo de iniciativas para fortalecer capacidades locales de formulación e implementar planes de seguridad ciudadana inclusivos.					PNUD	BPPS		
Línea Base: - 0 municipios apoyados metodológicamente para la elaboración de los PISCC. - 1 municipio acompañado en el uso de los Sistemas Locales de Justicia. - 0 estrategias de fortalecimiento. - 27 conciliadores en equidad y 19 inspectores de policía del departamento del Meta que iniciaron el proceso de capacitación. *Indicadores:* # de municipios apoyados metodológicamente para la elaboración de los PISCC. # de municipios acompañados con el fin de fortalecer y promover el uso de los Sistemas Locales de Justicia. # de estrategias que fortalecen la seguridad ciudadana y el acceso a la justicia con enfoque de género y derechos humanos en el nivel local, y son escaladas al nivel nacional y	- Promoción de la participación de los gobiernos locales, instituciones de justicia y seguridad, la sociedad civil y representantes de la comunidad, en el diseño de los PISCC garantizando el enfoque de derechos humanos y con perspectiva de género. - Apoyo en el proceso de formulación e implementación de Planes Integrales de Seguridad y Convivencia Ciudadana (PISCC) en un contexto de post-conflicto. - Evaluación de las necesidades de la población (mujeres, jóvenes, grupos vulnerables), sus percepciones y las capacidades requeridas por los gobiernos en materia de seguridad y justicia en posibles escenarios de postconflicto. - Evaluación de iniciativas de prevención del delito implementadas bajo el PNSCC a nivel local para analizar los resultados, el impacto y la eficacia de las políticas implementadas.							Service Contracts – Individuals Events, assessments and trainings Travel and DSA	48.050 34.000 15.000

regional. - # de conciliadores e inspectores que finalizan el proceso de capacitación en su funciones. *Meta:* -6 municipios acompañados en el proceso de formulación del PISCC. -6 municipios acompañados en el proceso de fortalecimiento y promoción de los Sistemas Locales de Justicia. - 2 estrategias escaladas. -27 conciliadores en equidad y 19 inspectores de policía capacitados y fortalecidos en su función. *Resultado (outcome)* *CPD:* Mecanismos de participación ciudadana, de capacidades locales y de cultura de derechos humanos y paz fortalecidos.	2. Formulación e implementación de mecanismos para mejorar el acceso a la justicia en las zonas rurales. - Valoración de los mecanismos comunitarios existentes que se ocupan de cuestiones de seguridad y de justicia en las zonas rurales. - Generación de iniciativas enfocadas a mejorar el acceso a la justicia que incluyan el enfoque de género en municipios afectados por el conflicto armado. - Formación de inspectores y conciliadores en servicio de justicia con enfoque de género.							Service Contracts — Individuals Local Consultants	13.509 20.000
TOTAL OUTPUT 2									**130.559**

Output 3. Sociedad civil y organizaciones comunitarias fortalecidas para participar en la planificación, desarrollo e implementación de iniciativas para promover la seguridad ciudadana y cohesión social *Línea Base:* - Formación de 5 maestros y directores de núcleo en prevención y manejo de la violencia de género en el departamento el departamento Meta. -0 organizaciones involucradas en la elaboración y seguimiento del PISCC *Indicadores:* - # de organizaciones de mujeres y organizaciones de la sociedad civil capacitadas en prevención, rutas de atención y manejo de la violencia de género. - # de organizaciones de la sociedad civil involucradas en la elaboración, seguimiento y evaluación de los PISCC. *Meta:* -8 organizaciones de mujeres y de la sociedad civil capacitadas en prevención y manejo de la violencia de género. -2 organizaciones de la sociedad civil haciendo presencia activa en la elaboración, seguimiento y evaluación de los PISCC acompañados por el proyecto. *Resultado (outcome) CPD: Mecanismos de participación ciudadana, de capacidades locales y*	1. Sensibilización y formación en desarrollo de planes de seguridad ciudadana, convivencia y acceso a la justicia para organizaciones comunitarias y representantes de la comunidad, incluidas las asociaciones de mujeres, mediante seminarios y capacitaciones. - Capacitaciones sobre la elaboración de propuestas, evaluación, gestión de fondos; seguimiento y evaluación de planes de seguridad y convivencia ciudadana.						Service Contracts – Individuals Local Consultants	11.030 15.000
	2. Desarrollo de mecanismos de auditoría social para supervisar los servicios de seguridad y justicia, incluyendo la implementación de los PISCC.			PNUD	BPPS		Events, assessments and trainings Travel and DSA	31.908 10.096
	3. Desarrollo de iniciativas de formación y apoyo a organizaciones comunitarias de manera conjunta con fundaciones del sector privado y bajo el esquema de responsabilidad social corporativa.						General Operating Expenses	6.200

TOTAL OUTPUT 3						74.305,89
GMS 7%						19.626,17
TOTAL						300.000

ANNEX A.

I. RESULTS AND RESOURCES FRAMEWORK

Intended Outcome as stated in the Country Programme Results and Resource Framework:
Subnational and national capacities strengthened to formulate and implement rights-based and gender-responsive policies/plans to provide citizen security with coexistence and access to justice, particularly in rural areas.

Outcome indicators as stated in the Country Programme Results and Resources Framework, including baseline and targets:
Number of rights-based and gender-responsive strategies that strengthen citizen security and access to justice at local levels scaled to the national and subnational governments

Applicable Key Result Area (from 2014 – 2017 UNDP Strategic Plan):

Partnership Strategy

Project title and ID (ATLAS Award ID): 00087234

INTENDED OUTPUTS	OUTPUT TARGETS FOR (YEARS)	INDICATIVE ACTIVITIES	RESPONSIBLE PARTIES	INPUTS	ESTIMATED BUDGET USD (2015-2016)		ESTIMATED BUDGET USD (2016-2020)
Output 1 Strengthened national capacities to effectively deliver security and justice services in rural and conflict-affected municipalities			DNP Ministry of Interior Ministry of Post-Conflict Ministry of Justice National Police UNDP UN Women	- National and international expertise (including gender consultant). - Workshops/consultations - Coordination meetings - Assessments - Trainings	Service Contracts – Individuals	76.331	10.000.000
					Events, assessments and trainings	37.879	
					Travel and DSA	45.517	
					Local Consultants	62.224	
					General Operating Expenses	20.000	

Total Output 1			241.951	10.000.000
				*1.500.000 USD oriented to gender-based approach activities

Sub-output 1.1: National citizen security planning capacities strengthened, with a specific focus on rural and conflict-affected areas.

Baseline:
- Assessment of the National Policy on Citizen Security and Coexistence through participatory process has not been done.
- Current PISCC mechanism not effective in conflict-affected and rural regions.
- Current PISCC mechanism does not include specific focus

Targets (year 1):
- National Policy on Citizen Security and Coexistence adjusted through an assessment of the implementation process and the main results evidenced on rural areas.
- PISCC methodology adapted to address shortcomings/challenges in rural and smaller municipalities and integrating security, justice and rights dimensions, including a gender based approach.*
- Methodology of Ministry of Post-Conflict developed to undertake justice and security needs and institutional assessments to inform post-conflict planning including capacities of institutions to address gender differentiated needs as well as other

Activities Year 1:

1.1.1 Provision of technical assistance through concrete recommendations for the assessment of the National Policy on Citizen Security and Coexistence, in accordance with a gender sensitive and human development approach.*

1.1.2 Provision of operational recommendations for the implementation of the new PISCC methodology, through guidelines, toolkits and monitoring and evaluation mechanisms.

on gender mainstreaming indicators.	vulnerable groups.*	1.1.3. In support of the peace process, development and operationalization of integrated plans to strengthen state capacities in conflict-affected regions, at national and departmental levels, based on needs and capacity assessments on security and access to justice.
- No standardized central data collection and management system in place.	- Assessment of existing community-based mechanisms that deal with security and justice issues in rural areas to feed into post-conflict planning.	
Indicators:	- Assessment of crime prevention initiatives implemented under the PNSCC at national, regional and local level to analyse results, impact and effectiveness of the implemented policies.	1.1.4. Technical assistance to adapt existing PISCC guide to ensure it addresses specific citizen security and social cohesion challenges in rural conflict-affected areas, including a gender sensitive and human development approach.*
- Number of recommendations presented and adopted by inter-institutional citizen security group.		
- Assessment of the National Policy on Citizen Security and Coexistence completed through a participatory process.	**Targets (years 2,3,4):**	
	- Assessment of information management systems monitoring and capacities completed.	
- PISSC guidelines adapted to conflict-affected and rural areas to a diverse range of population needs.	- Gender-disaggregated needs and capacity assessments on security and access to justice in the context of the peace process accomplished in specific departments defined with Ministry of Post-conflict.*	**Activities Year 2,3,4,:**
- Methodologies and toolkits for	- Follow-up of previous initiatives implemented in year 1 and formulation of new	1.1.5. Activities regarding post-conflict planning

gender-sensitive, inclusive and consultative municipality-based PISCC development in place and applied.	projects derived from the policies implemented at national level.	to be determined in the context of a possible peace agreement. 1.1.6. Mid-term and final evaluation of PISCC period starting in 2016. 1.1.7. Technical assistance to review existing information management systems, including monitoring of PISCC implementation. 1.1.8. Assistance to integrate different information systems, including new systems of spatial and geographic analysis, and to develop gender-sensitive protocols for the standardization of information collection and management.*
Sub-output 1.2 Strengthened capacities for the effective delivery of security and justice	**Targets (year 1):** - Strengthen the National Police through the definition and appropriation of the	**Activities (year 1)** 1.2.1 Technical assistance throughout the re-

capacities required in post conflict scenarios in order to improve citizen security and coexistence in urban and rural areas, being rights-compliant and building trust through user-oriented policing.

- Strengthen the Rural policing strategy, including operational, monitoring and evaluation plans implemented.

Targets (years 2,3,4):

- National Policing strategy for rural and conflict-affected areas revised and adapted, including specific strategies to address violence against women, youth and other groups at risk, and building trust through becoming a user-oriented police force.*

- National Plan developed for the strengthening of role, function and integration of police inspectors in rural areas.

design process, facilitation of international exchanges, bringing in specific expertise to the National Police to identify the roles and competences required in urban and rural spaces to improve citizen security and coexistence in post conflict scenarios, including closing the criminal justice chain, rights-based policing and building trust through user-oriented policing.

1.2.2. Provide support at the national level to strengthen rural policing strategies, including operational plans, to improve citizen security:

- Technical assistance to develop capacities and outreach strategies for rural police to

services.

Baseline:

- Existing rural policing strategy does not cover majority of conflict-affected areas.

- Low levels of confidence in the police as well as low presence in rural areas.

- Not enough human resources allocated to implement the existing rural policing strategy.

Indicators

- Rural policing plans implemented and adapted to conflict-affected and rural areas.

- Methodologies for crime analysis implemented to support rural policing plans in rural areas.

deal with crimes and situations related to post conflict stages such as land restitution, displacement of population, gender based violence, reintegration of ex combatants, among others, with a focus on building trust and instilling a user-oriented culture.*

- Technical assistance to adapt models to specific regions and municipalities.

- Development of specific trainings as required to implement the developed models.

1.2.3 Facilitation of dialogue between police, local governments, civil society, women's groups and communities to achieve better results in the planning process of citizen security

- Perception and trust of population in police.

polic..s.*

1.2.4 The provision of technical assistance for policy and strategic planning to promote justice service delivery in conflict-affected regions, based on inclusive assessments of the needs of the populations and relevant institutional responses, including legal aid, and possible linkages to transitional justice processes.

Activities Year 2,3,4,:

1.2.5. Mid-term and final evaluation of rural policing strategy implemented, including analysis from both the provider and user perspective of the implementation of the models, producing lessons learned to feed into national policy and planning.

				20.000.000
			Service Contracts – Individuals	96.331
			Events, assessments and trainings	57.452
			Travel and DSA	106.635
			Local Consultants	114.722
1.2.6. Technical assistance to review existing information management systems, as per lessons learned through assessments during the first phase, support the Ministry of Justice to plan for implementation of required efforts and reforms, e.g. on legal aid provision, coordination mechanisms between various justice models, potential linkages with transitional justice processes, etc.	DNP Ministry of Interior Ministry of Post-Conflict Ministry of Justice National Police UNDP UN Women	- National and international expertise (including gender consultant) - Workshops/consultations - Coordination meetings - Assessments - Trainings		
Output 2: Strengthened local level capacities to implement citizen security and social cohesion plans and increased justice service delivery				

			General Operating Expenses		*3.000.000 USD oriented to gender-based approach activities
Total Output 2			56.894	432.034	20.000.000

	Targets (year 1):	Activities (year 1):
Sub-output 2.1: Local capacities in place to develop and implement inclusive citizen security plans.	- 29 municipalities in Meta sensitized (local authorities, institutions, women's groups and CSOs) and trained on PISCC development and integration in local development plans.*	**2.1.1.** Organization of sensitization and training workshops in Meta for the participations of stakeholders from 29 municipalities.
Baseline:	- Inclusive citizen security and social cohesion plans developed with UNDP support in 6 municipalities.	**2.1.2.** Facilitation of inclusive committees (local government, justice and security institutions, civil society and community representatives) to develop rights-based and gender-responsive citizen security plans.
- PISCC development process is not inclusive or gender-sensitive.		
- Focus of PISCC is mainly on law enforcement, not on prevention.	**Targets (years 2,3,4):** - 50 municipalities sensitized (local authorities, institutions, CSOs, including women's associations) and trained on PISCC development and integration in local development plans.*	Specific technical assistance to:*
- PISCC implementation is not monitored.		- Context analysis
Indicators: - # PISCC developed		

through consultative, rights-based and gender-sensitive process.	a	(disaggregated by gender, age and location) based on inclusive dialogue and consultations.
	- Inclusive and gender-responsive citizen security social cohesion plans developed with UNDP support in 6 municipalities.*	- Develop plans, including costing that are operationally feasible.
	- Implementation and strengthen of spatial and geographic analysis systems to support decision making process in citizen security at local level.	- Inclusion of context-specific indicators (including gender-specific indicators) and a monitoring and evaluation plan. *
		2.1.3. Assessment of population's needs, perceptions and the capacities required by local governments and institutions to respond to them through implementing citizen security plans, including focus on capacities to effectively respond to women and address gender and other

disc...ination based sources of citizen insecurity. *

2.1.4 Technical assistance to develop, departmental and municipal plans to address justice and security need in conflict-affected areas with focus on gender, youth and other vulnerable groups sensitive. *

2.1.5. Provision of targeted trainings to local government and local institutions on substantive and operational requirements for the effective delivery of citizen security plans (in collaboration with UNDP local governance).

2.1.6 Assessment of crime prevention initiatives implemented under the PNSCC at local level to analyse results, impact

	and effectiveness of the implemented policies.	
	2.1.7 Methodological training and technical support to relevant institutions to undertake above mentioned assessments.	
	Activities (years 2,3,4) As per the above in increased number of municipalities.	**Activities (year 1):** 2.2.1. Assessment on access to justice disaggregated by sex, age and locations undertaken in 6 municipalities. * 2.2.2. Assessment of existing community-based mechanisms that deal with security and justice issues in rural areas. 2.2.3. Facilitation
	Sub-output 2.2. Formulation and implementation of mechanisms to improve access to justice in rural areas **Baseline:** - Lack of presence of justice providers in rural areas. - Lack of trust in justice provision and perceived high levels of impunity. - Low levels of confidence in	**Targets (year 1):** - Assessment on security needs and access to justice in 6 rural conflict-affected municipalities and capacities of justice and security institutions to address these needs. - Access to justice/legal aid models developed and implementation under in 6 municipalities, with gender mainstreaming.* - Design and implementation of a Citizen Attention Centre in Uribe (Meta) with sub-regional scope.

the justice system, and lack of access to justice in rural areas.

Indicators

- Number of municipalities in which access to justice assessments were undertaken.

- Number of municipalities with consulted models of access to justice/legal aid in implementation.

- Number of municipalities assessed on capacity to assess gender security and justice needs and delivery mechanisms.

- Perception and trust of population in the justice system and perceived levels of impunity, disaggregated by gender, age, group.

- Development of protocols to attend citizen's requirements on peaceful coexistence and justice in rural areas affected by the armed conflict.

Targets (years 2,3,4):

- Access to justice/legal aid models developed, rights-based and gender-responsive in additional municipalities. *

- Access to justice initiatives for communities, youth and women developed and under implementation in prioritized municipalities. *

- Implementation of a subregional attention centre to deliver citizen security and access to justice services.

of consultative process with local authorities, formal and informal justice institutions and law faculties to design and implement context-specific and gender specific approaches for legal aid and increased access to justice in 6 municipalities affected by conflict. *

2.2.4. Comprehensive training of justice providers (informal and formal), including on rights-based and gender responsive justice service provision.

2.2.5 Assessment and consultative development of local level models of criminal justice system response to gender-based violence, including referral mechanisms. *

2.2.6. Continuous technical and operational

assistance to implement designed access to justice/legal aid model.

Activities (years 2,3,4)

- As per the above in increased number of municipalities.

2.2.7. Capacity strengthening activities for police inspectors in 2 departments coordinated through the DNP.

2.2.8. Strengthen capacities of justice providers in rural and conflict-affected areas to undertake access to justice needs assessment from a gender perspective.*

2.2.9. Develop and roll-out communications and outreach strategy of justice providers on accessing justice services/legal aid in rural and

Output 3 / Indicators / Baseline	Target / Activities	Activities	Responsible	Budget items	Amount	Total
Output 3. Strengthened civil society and community-based organizations to participate in planning, development and implementation of initiatives to promote social cohesion	...conflict-affected regions, including violence against women and how to reach support services.*					10.000.000
Baseline: - Low participation of community-based organizations in initiatives regarding coexistence and social cohesion. - Lack of funding to support community based initiatives.	**Target (year 1):** - Support of community initiatives in coexistence and conflict resolution through grants and other types of resource allocation with private sector and through corporative social responsibility. - Community-based organizations actively participate in local planning governance process on citizen security in 6 municipalities. **Target (years 2,3,4):** - Support of community initiatives in coexistence and conflict resolution through grants and other types of resource allocation with private sector and through social corporative responsibility, for community-based and women's organizations initiatives, in specific departments.* - Implementation of CBO initiatives on-going and monitored financed by grants and private sector	**Activities (year 1)** 3.1 Sensitization and training seminar for community-based organizations and community representatives, including women's associations, on citizen security and access to justice in 6 municipalities, including training on project development.* 3.2 Jointly with departmental and municipality authorities, set up grants mechanisms to fund community-based citizen security and social cohesion activities. 3.3. Provision of training on proposal development, evaluation, fund management and	DNP Ministry of Interior Ministry of Post-Conflict Ministry of Justice National Police UNDP UN Women	- National and international expertise (including gender consultant) - Workshops/consultations - Coordination meetings - Assessments - Trainings	Service Contracts – Individuals	56.331	
				Events, assessments and trainings	25.326	
				Travel and DSA	73.973	
				Local Consultants	12.216	
				General Operating Expenses	8.168	
Indicators - Number of community-based organizations involved in local						

governance. - Number of initiatives supported through different resources allocation with public and private sector.	financial resources. - Community-based organizations actively participate in local governance process on citizen security in specific municipalities.	monitoring and evaluation. 3.4 Development of mechanisms on social audit to monitor security and justice services, including PISCC implementation and grants mechanisms. 3.5 Development of training and support of community based organization initiatives jointly with private sector foundations and under the scheme of corporate social responsibility. **Activities (years 2,3,4)** As per the above in increased in number of municipalities		176.015	10.000.000
Total Output 3					*1.500.000 USD oriented to gender-based approach

	activities
	40.000.000 USD
	850.000
TOTAL	

Annex B Risk log

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Management response	Owner	Submitted, updated by	Last Update	Status
1	Lack of political will and engagement of partner governments and national institutions responsible for citizen security and coexistence		Political Strategic	Overall results and long-term sustainability of the Project will be affected if the Governments do not accept and institutionalise the improvement of security and justice service delivery to its population. P = 3 I = 5	Following the initial consultations conducted by UNDP Colombia, the Project will conduct a rigorous communications and advocacy strategy to build awareness of and engage the concerned Government officials in the achievement of Project results	Team Leader		Sept. 2015	
2	Lack of political will and engagement of departmental and local partners responsible for citizen security and coexistence		Political Strategic	Overall results and long-term sustainability of the Project will be affected if the Departmental and Local Governments do not accept and institutionalise the improvement of security and justice service delivery to its population. P = 3 I = 5	UNDP Colombia has developed an electoral strategy to advocate for the inclusion of citizen security and peaceful coexistence into the electoral programs for the October 2015 elections. As part of the package of services to be provided, it has been considered the support to develop the local and departmental plans of development.	Team Leader and field offices managers		Sept. 2015	
3	Local elections		Political Strategic	Election campaigns may politicize the use of Citizen Security policies and renew the counterparts and local and departmental level. P=4 I=3	The Project will engage the civil society organizations as the watchdogs (like Alianza por la Democracia) to advocate for the inclusion of citizen security with human development	Team Leader		Sept. 2015	

#	Risk	Type	Description	Management response	Responsible party	Date
4	Cabinet changes	Political Strategic	Citizen security is a topic subjected to frequent cabinet changes caused by different crisis. In the framework of peace talks, this risk is even higher. P=4 I=3	perspective as part of the governmental plan. The project will engage with a large diversity of national and local partners (including Min Interior, Min Justice, Min Post conflict, DNP, among others) to diversify the risk of a potential change of counterparts.	Team Leader	Sept. 2015
5	Lack of funding	Strategic Financial	Lack of engagement of international partners and national authorities to transfer financial resources to the project P=4 I=4	UNDP Colombia has been conducting a resource mobilization strategy with different partners, including among others: IADB, UK, USAID, and The Netherlands.	Management, Practice Area Leader andTeam Leader	Sept. 2015
6	Delays in Project Implementation	Operational Strategic Financial	Delays in the approval of procurement and contracting requests, reports and transfers of fund will result in overall delay of project implementations and affect the achievement of results. P=3 I=4	UNDP Colombia will engage additional operational staff to the project to ensure timely the implementation and strengthen the operational capacity	Practice Area Leader	Sept. 2015
7	Low level of replication and application of best practices and models	Strategic	Some local experiences and best practices may not obtain sufficient support and interest from national authorities for their replication at national level P=3 I=3	The Project will promote the successful models and practices through advocacy and communication strategies, public events and publications	Team Leader	Sept. 2015

ANNEX C. Quality Management for Project Activity Results

OUTPUT 1: Strengthened national capacities to effectively deliver justice and security services in rural and conflict-affected municipalities		
Activity Result 1.1 National citizen security planning capacities strengthened, with a specific focus on rural and conflict-affected areas (Atlas Activity ID)	Quality indicators incorporating gender focus	Start Date: September 2015 End Date: December 2018
Purpose	To improve the quality of national level and integrated planning for citizen security interventions, particularly in rural and conflict-affected areas.	
Description	UNDP will provide technical assistance to the development of a national policy on citizen security and peaceful coexistence, in accordance with a human development approach. The PISCC, a key planning instrument for integrated citizen security interventions, would serve as an instrument to support the implementation of this new policy on citizen security. UNDPs technical assistance to the development of the policy and the roll out the PISCC model will fall under the coordination efforts of the DNP, the Ministry of Interior and the Ministry of Post-Conflict, however other partners will be engaged, such as the National Police, the Ministry of justice and human rights related actors, such as the Ombudsman Office and/or civil society. While the focus of this support is on strengthening local capacities to develop and implement PISCC, specific technical assistance will also be provided at the national level. Here, support will be provided to, based on the new instrument, adapt the existing methodology to inform PISCC development in rural areas, ensuring they respond to citizen security needs in different situational contexts in the country.	

Quality Criteria	Quality Method	Date of Assessment
Update technical factsheets	Inventories of factsheets	End of each fiscal year
Elaborate baselines and maps	Physical/virtual records of baselines/maps	
Organize national encounters	Meeting records, minutes, correspondence financial records, evaluations	
Peers review of assessment methodologies and outcomes	Peer review notes and comments	
Develop the roadmap for strengthening the capacities	Roadmap analysis and comments by stakeholders	
Organize encounter with relevant actors and stakeholders	Meeting records, minutes, correspondence, financial records, evaluations	
Identify Partnership agreements	Inventory of partnership agreements	
Activity Result		Start Date: September

1.2. _Strengthened capacities for the effective delivery of justice services_		2015 End Date: December 2018
Purpose	To enhance trust, promoting quality justice services and inclusive processes for access to justice in rural and conflict-affected municipalities	
Description	Assessments in conflict-affected and rural regions will be undertaken to identify best possible contextualized models for increased legal aid for criminal and civil cases. This is expected to respond to the needs to generate quick impact and visible processes for generation of trust, while the medium-term activities will need to back up the expectations generated with quality service delivery in line with international standards, including responding to complaints by users about possible flaws in service delivery. Based on the initial analytical and partnership generating efforts, the second phase of the project will directly aim at improving planning, implementation and outreach capacity of justice providers on tackling impunity of SGBV crimes, rolling out communications and outreach strategies for justice providers to inform the population on how to use services, as well as operationalizing accountability mechanisms to transparently manage complaints about the justice system.	

Quality Criteria	Quality Method	Date of Assessment
Update technical factsheets	Inventories of factsheets	End of each fiscal year
Elaborate baselines and maps	Physical/virtual records of baselines/maps	
Organize national encounters	Meeting records, minutes, correspondence financial records, evaluations	
Peers review of assessment methodologies and outcomes	Peer review notes and comments	
Develop the roadmap for strengthening the capacities	Roadmap analysis and comments by stakeholders	
Organize encounter with relevant actors and stakeholders	Meeting records, minutes, correspondence, financial records, evaluations	
Identify Partnership agreements	Inventory of partnership agreements	
Formulate national policies/plans	Reviews of national policies by stakeholders	

Activity Result 1.3. Re-design of rural policing strategies, including operational plans, to improve citizen security		Start Date: September 2015 End Date: December 2018
Purpose	UNDP will, under the coordination of DNP, support efforts through technical assistance to enhance citizen security and build trust with the Colombian population, specifically in rural areas and in the context of a possible peace agreement.	
Description	At the national level, UNDP will provide technical assistance, by bringing in experts and facilitating exchanges, with the 1. Development of a rural community policing model, ensuring a specific focus on gender-based violence and human-rights based policing, and 2. Development of operational plans and models to enable implementation in rural areas	

	At the departmental/municipal level, UNDP will provide technical assistance to process of adapting models to specific regional contexts and dynamics – ensuring strategic links to PISCC development process where relevant.

Quality Criteria	Quality Method	Date of Assessment
Update technical factsheets	Inventories of factsheets	End of each fiscal year
Elaborate baselines and maps	Physical/virtual records of baselines/maps	
Organize national encounters	Meeting records, minutes, correspondence financial records, evaluations	
Peers review of assessment methodologies and outcomes	Peer review notes and comments	
Develop the roadmap for strengthening the capacities	Roadmap analysis and comments by stakeholders	
Organize encounter with relevant actors and stakeholders	Meeting records, minutes, correspondence, financial records, evaluations	
Identify Partnership agreements	Inventory of partnership agreements	
Formulate national policies/plans	Reviews of national policies by stakeholders	

OUTPUT 2: Strengthened local level capacities to implement citizen security and social cohesion plans and increased justice service delivery

Activity Result 2.1: *Local capacities in place to develop and, effectively and transparently, implement inclusive access to justice and citizen security plans*		Start Date: September 2015 End Date: December 2018
Purpose	To, at the municipal level, strengthen capacities of local authorities to, based on an inclusive and gender-sensitive methodology, support the development of citizen security plans and to integrate these plans into broader local development plans.	
Description	The focus will be on PISCC development, but also broader engagement of justice and security institutions, civil society and community-based organizations to identify justice and security needs and determine appropriate ways to address them. Activities are aimed at empowering local governments and stakeholders to define key priorities and to facilitate the link between local level planning to department and national level planning processes – in order to optimize use of resources and to ensure that departmental and national level investments are targeting local priorities.	

Quality Criteria	Quality Method	Date of Assessment
Update technical factsheets	Inventories of factsheets	End of each fiscal year
Elaborate baselines and maps	Physical/virtual records of baselines/maps	
Organize national encounters	Meeting records, minutes, correspondence financial records,	

	evaluations	
Peers review of assessment methodologies and outcomes	Peer review notes and comments	
Develop the roadmap for strengthening the capacities	Roadmap analysis and comments by stakeholders	
Organize encounter with relevant actors and stakeholders	Meeting records, minutes, correspondence, financial records, evaluations	
Activity Result 2.2. Formulation and implementation of adaptable mechanisms to improve access to justice in rural areas		Start Date: September 2015 End Date: December 2018
Purpose	Support, which will be provided in close coordination with DNP and the Ministry of Justice, as well as judicial institutions in coordination with UNDP human rights and transitional justice projects, aims to address challenges local level justice institutions and authorities face in fulfilling their functions adequately.	
Description	UNDP will provide support to implement initiatives on strengthened access to justice, testing out gender and HR sensitive models in different rural settings. Key to this initiative will be the inclusion of the judicial system and addressing specific issues in relation to coordination and outreach for justice provision. Essentially, this support will imply the adaptation of current models to post-conflict settings, in particular rural areas. Based on this, different models and protocols for strengthened service provision (land improved coordination amongst judicial entities will be designed that can respond to different contexts, taking into account available capacities.	
Quality Criteria	**Quality Method**	**Date of Assessment**
Update technical factsheets	Inventories of factsheets	End of each fiscal year
Elaborate baselines and maps	Physical/virtual records of baselines/maps	
Organize national encounters	Meeting records, minutes, correspondence financial records, evaluations	
Peers review of assessment methodologies and outcomes	Peer review notes and comments	
Develop the roadmap for strengthening the capacities	Roadmap analysis and comments by stakeholders	
Organize encounter with relevant actors and stakeholders	Meeting records, minutes, correspondence, financial records, evaluations	
OUTPUT 3 <u>Strengthened civil society and community-based organizations to participate in planning and to develop and implement initiatives to promote social cohesion</u>		
Activity Result 3.1: Strengthened capacities civil society and CBOs to participate in planning processes		Start Date: September 2015 End Date: December 2018

Purpose	Strengthen capacities civil society and community based organizations
Description	Specific activities will be implemented to ensure local citizen security plans respond to communities' needs and concerns in terms of citizen security, access to justice and social cohesion. UNDP will therefore work with civil society and community representatives to strengthen their capacities to take part in local level planning processes.

Quality Criteria	Quality Method	Date of Assessment
Identify pivot civil society organizations	Inventory of pivot organizations	End of each fiscal year
Coordination meetings with Governments and CS representatives	Meeting records, minutes, correspondence, financial records, evaluations	
Elaborate the Enhancement plan/roadmap for CS strengthening	Enhancement plan/roadmap reviews by the stakeholders	
Identify potential CSO agreements	Inventory of partnership agreements	
Monitor and evaluate the Project	M&E strategy, reports	