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**USAID/Colombia**

**Results Review and Resource Request R4  
FY 1996-1999**

## TABLE OF CONTENTS

- i. Table of Contents
- ii. Acronyms
- I. Factors Affecting Program Performance
- II. Progress Toward Strategic Objective
  - A. Strategic Objective
    - 1. Performance Analysis
    - 2. Expected Progress FY 97, 98, 99
  - B. Special Objective
    - 1. Performance Analysis
    - 2. Expected Progress FY 97, 98, 99
  - C. Closeout Report: Population Program
- III. Status of the Management Contract
  - Strategic Objective Changes or Refinements
- IV. Resource Request
  - A. Financial Plan
  - B. Prioritization of Objectives
  - C. Linkage of Field Support, non-emergency title II and III
  - D. Workforce and OE
  - E. Environmental Compliance
- Annex A Closeout Report  
Profamilia Transition Project
- Tables
  - Budget Request (FY99r4fs.wk4)
  - Global Field Support (FY99r4fs.wk4)
  - Operating Expense Budget Request (9OE25514.wk4)
  - Workforce Request (9WF25514.wk4)

## ACRONYMS

|                   |   |
|-------------------|---|
| <b>ADR</b>        | Alternative Dispute Resolution  |
| <b>AGO</b>        | Attorney General's Office   |
| <b>AOJ</b>        | Administration of Justice   |
| <b>CTI</b>        | Fiscalia's Technical Corps of Investigation                                       |
| <b>DAS</b>        | Department of Administrative Safety (roughly equivalent to FBI)                   |
| <b>DIJIN</b>      | The National Judicial Police Directorate (component of Colombian National Police) |
| <b>DOJ</b>        | Department of Justice   |
| <b>EAI</b>        | Enterprise for the Americas Initiative  |
| <b>ECOFONDO</b>   | Ecological Fund - Federation of Environmental NGOs                                |
| <b>FES</b>        | Foundation for Higher Education   |
| <b>GOC</b>        | Government of Colombia  |
| <b>ICITAP</b>     | International Criminal Investigative Training Assistance Program                  |
| <b>IDB</b>        | Interamerican Development Bank  |
| <b>JSRP</b>       | Justice Sector Reform Project   |
| <b>LAC</b>        | Latin America and Caribbean   |
| <b>NGO</b>        | Non Governmental Organizations  |
| <b>OPDAT</b>      | Office of Professional Development and Training                                   |
| <b>PDO</b>        | Public Defender's Office  |
| <b>PGO</b>        | Prosecutor General's Office   |
| <b>PROFAMILIA</b> | Population and Family Planning Organization                                       |
| <b>SJC</b>        | Superior Judicial Council   |
| <b>USAID/REP</b>  | USAID Representative  |
| <b>USG</b>        | United States Government  |

## **PART I. FACTORS AFFECTING PROGRAM PERFORMANCE**

### **A. Social and Political Developments**

**Summary.** Colombia is one of Latin America's oldest democracies with a population estimated to be 38.5 million. Throughout much of its recent history Colombia has been plagued by violence and lawlessness, which over the past two decades has been aggravated by the burgeoning narcotics trade and chronic guerrilla warfare that started in the 1940's. Even though the demise of the Medellin cartel and the weakening of the Cali cartel have resulted in the decrease of urban terrorism, successor drug groups, including remnants of the Cali cartel, continue to exert enormous corruptive influence over the country's government, economy, justice system, and its society in general. This is done not by overt terrorism, but by bribery, threats, intimidation and the use of complex illegal financial transactions.

The past year saw the government and the economy buffeted by a combination of political and military setbacks. Colombia was decertified by the United States because of lack of full cooperation on counternarcotics matters, President Ernesto Samper was accused of accepting drug money during his election campaign and had his tourist visa revoked by the U.S. The President continues to be the target of investigations over his drug related wrong-doings by the Colombian Prosecutor General's Office (PGO) and has been asked to step down from office by many respected Colombians.

Guerrilla forces added to the country's woes by attacking Colombian police and armed forces units throughout the country, and inflicting substantial casualties on those forces. High levels of crime and endemic, murderous violence generate the highest per capita homicide rate in the world. All these events have resulted in a chronically negative international image, increasingly severe domestic political unhappiness and general pessimism on the part of Colombians about the future of their country. The economy has reflected this general malaise via increased inflation levels, the highest unemployment levels since 1986, and the lowest investment and growth rates in several years. UNICEF continues to report that 42% of the population are impoverished or in absolute poverty, while National Planning Department establishes that 35% of the population is classified as falling below the absolute poverty line (defined as two or more unsatisfied basic necessities).

The Presidential Determination to decertify Colombia in 1996, together with the USG's allegations regarding the corruption of President Samper himself, severely strained bilateral relations at the highest political levels. However, technical level cooperation has been good, producing positive results, albeit less than had been hoped in some areas, primarily because of lack of high level management attention.

Subsequent to decertification, the U.S. stressed the need to work towards recertification and indicated to the GOC that legislative or treaty action would be needed in areas such as asset seizure, money laundering, criminal sentencing regimes and ship boarding protocols, as well as

improved performance on illicit crop eradication .

The GOC has worked to comply with those conditions and passed Law 333, that establishes the procedures to end property rights to those individuals who have acquired the goods through illegal mechanisms. The Congress has also approved initial legislation aimed at reinstating extradition and will continue pushing legislation related to money laundering, tougher sentencing guidelines for narcotics related crimes in February, 1997. With respect to USAID activities, USAID and the GOC signed an amendment to the Justice Sector Reform Program (JSRP) intended to consolidate its resources and accelerate impact.

**Justice Sector.** Various entities within the justice sector, continued working to change the criminal trial process from the inquisitorial system to an adversarial system, somewhat similar to that of common law countries. At the same time, however, according to PGO records, criminal activity has increased, putting additional pressure on an already overloaded police, prosecutorial and court system. Decertification notwithstanding, collaboration and relations with almost all entities within the justice sector continued to be quite good. Much of the time of the Minister of Justice, and to a lesser extent the Prosecutor General himself, was spent in drafting and/or pushing various of pieces of anti-narcotics legislation through Congress. While the legislation is key to the certification issue, it has cost AID projects GOC management time and attention, particularly in the case of the Ministry of Justice. This caused JSRP performance in the sector to be spotty depending on the entity and managers involved. Work with the PGO and the Public Defender activities progressed very well. Police-related activities also advanced in an acceptable manner, but other activities, particularly those related to alternative dispute resolution, lagged behind expectations. On the positive side, the GOC, particularly the PGO, is obtaining an increasingly clear picture of the caseload facing the sector and it appears that joint JSRP/GOC efforts are beginning to take effect in bringing the load under control.

**Environmental Highlights.** As in the past years, the country lost several hundred thousand more hectares of forest and natural ground cover to logging, cattle ranching, slash and burn agriculture, mining and other economic activities. These activities rob Colombia of its rich biodiversity and pose a threat as permanent and irreparable harm to the biosphere and to the economic future of Colombians. Coca and opium poppy cultivation has expanded, causing further damage to forest lands, streams and rivers and the broad savannah in the east and south of the country. Even worse, the economic incentives driving the drug production industry have accelerated environmental depredation in the highlands and the "paramos", which nurture Colombia's fabulous biodiversity. While the government and environmental NGO's struggle to deal with these issues, the sheer scale of the problem continues to overwhelm their efforts. In addition, the last year has seen numerous changes in the administration of ECOFONDO (the leading federation of environmental NGO's and USAID's lead counterpart in the sector), and within the Ministry of Environment, making it difficult to manage environmental activities in a consistent and coherent manner. These difficulties notwithstanding, ECOFONDO and USAID made significant progress in establishing an environmental investment fund.

**Women in Colombia.** Three out of every five Colombian women belong to the workforce,

and a third of the working women have children younger than six years old. Women head up 23% of the Colombian homes. Women continue to face gender disparities in the labor field and their needs continue to be disregarded by the public and private sector. Close to 92% of all married and "in union" women of reproductive age have used contraception during their life and 72% continue to use it. Approximately 75% of all single Colombian women, who are sexually active, use some form of contraception and 11% of the women interviewed in a 1995 Health Survey, believe they are at high risk of contracting HIV. The prevalence rate of HIV in the country is five out of every one thousand Colombians and the incidence rate is 2.2 out of 1,000. A total of 872 AIDS cases were reported in 1996 and in five of the regions which comprise most of the population, the prevalence rate is more than 20 cases out of 100,000 inhabitants, with an increasing proportion of women getting infected.

## **PART II. PROGRESS TOWARD STRATEGIC OBJECTIVES**

**Overview.** USAID/Colombia's program pursues the Agency's Democracy Building Strategic goal and in so doing, supports United States Government foreign policy objectives. The United States has a strong interest in helping Colombia introduce judicial sector reforms that streamline operations and fortify the institutions that underpin democracy and address with an integrated and balanced approach the problem of illegal drugs and corruption. The Mission activities emphasize justice reform through its Justice Sector Reform Program (JSRP). The JSRP is an integral part of the U.S counternarcotics strategy in Colombia and it is fully consistent with USG objectives set forth in the National Security Directive 14. The current USAID/Colombia program has the following single Strategic Objective concentrating on judicial reform:

*Improve the effectiveness of the Colombian Criminal Justice System with emphasis on the Regional and other selected Prosecutorial Units and Criminal Courts.*

The Mission's Justice SO and its respective activities directly addresses five out of the eight activities listed in the democracy component of the Action Plan for the Americas, i.e., strengthening democracy, combating corruption, promoting and protecting human rights, invigorating society's participation, and combatting the problem of illegal drugs and related crimes.

The USAID/Colombia program also concentrates on the environment with the following Special Objective that is consistent with the objective of "Guaranteeing Sustainable Development and Conserving our Natural Environment for Future Generations."

*Improve management of environmental endowments and other natural resources funding mechanisms to ensure long-term, sustainable financing.*

The linkage between USAID/LAC strategic goals and this Mission's Special Objective is clear

and direct. As stated in the Bureau's paper "Sound environmental and natural resources management is no longer perceived as a luxury, but as an integral part of growth...." The Mission believes that it is in USG foreign policy interest to support Colombian efforts to preserve these rich and diverse ecosystems, and that to do so is fully consistent with both LAC Bureau objectives and the Summit of the Americas "Partnership for Biodiversity" initiative.

### **Family Planning**

In 1996, USAID ended nearly 30 years of population assistance to Colombia, leaving behind one of the developing world's most effective, sustainable and respected family planning programs. In recent years, the Colombian program, implemented primarily by PROFAMILIA, the national family planning affiliate of the International Planned Parenthood Federation, has continuously attained high levels of contraceptive use prevalence and increasing levels of financial and programmatic sustainability. At the same time, USAID assistance through AVSC International to public sector health institutions for training of family planning service providers has assured that quality family planning care is given to the poorest segments of the Colombian population.

A. **SO1:** *Improve the effectiveness of the Colombian Criminal Justice System with emphasis on the Regional and other selected Prosecutorial Units and Criminal Courts.*

#### **1. Performance Analysis**

For almost five years, USAID has been working together with the GOC to address the causes and effects of perplexing narcotics questions and its relation to the administration of justice system. In 1991, USAID/Colombia initiated the groundwork in this sector aiming to improve the effectiveness of the Colombian criminal justice system. Since then, the Mission has achieved a major impact in improving the justice system and fortifying the anti-corruption and anti-narcotics efforts. The JSRP has been the GOC's principal tool for implementing the 1991 Constitutional Reforms in the Justice Sector, and it has contributed significantly to the government's efforts to address structural flaws in the country's justice system. Both the Ministry of Justice as well as the Fiscalía have demonstrated their leadership in organizing the GOC justice reform team and in formulating a focused set of goals oriented towards creating an efficient and accessible justice system for Colombians.

Through the JSRP, USAID and the DOJ have been working together to achieve this Strategic Objective using a mix of technical and material assistance and substantive and skills training, and providing these services to the four major professional cadres in the criminal system sector (judges, prosecutors, judicial police officers, and public defenders).

The Colombian Justice Sector was completely reorganized in 1991-92 pursuant to the 1991 Constitution. The entities created or reorganized at that time had no prior experience in gathering, monitoring and evaluating information regarding the judicial sector. Beginning in 1995, USAID provided technical and financial assistance to help the GOC develop these

information tracking mechanisms. This component is now an integral element of the activities being developed. USAID is receiving progress reports that are gradually improving in quality and quantity of the information and analysis reported. FY96 information is more accurate than last year's (i.e. FY95) because the information systems, the training provided and the reporting culture has improved. The Mission believes that these improvements will continue to emerge as the system becomes an institutionalized one. USAID has engaged in conversations with the GOC, stressing the importance of indicators and other performance measurements as a possible means to gather information, monitor performance and their use as a decision making tool. Complete resolution of this reporting issue will take time, continued direction and pressure on the part of PGO and SJC leadership and training in the usefulness of the system for all involved.

**a. 1996 accomplishments attributable to USAID interventions contributing towards the expected results under the SO.**

- \* USAID helped design and monitor performance agreements in which courts, prosecutor/investigator of the special units<sup>1</sup>, conciliation centers, and public defenders are required to set and report on clear, verifiable objectives and performance indicators to improve their performance.
- \* ICITAP and OPDAT have collaborated to achieve an enviable track record of conducting and monitoring the substantive skills training of Judicial Police Investigators (from the three main judicial police corps: DAS, CTI, DIJIN), prosecutors, judges and public defenders. ICITAP's program has trained 80 trainers (11 women) from the three police groups, who have trained 3,500 investigators (274 women). The OPDAT program has trained 800 judges and magistrates (53 women), 2,000 prosecutors, and more than 400 public defenders in new accusatorial justice system concepts and techniques. The Public Defender's Office (PDO) has also begun training more than 500 law students through the legal clinic programs at six top law faculties, the same number of agreements has been signed in order to achieve a real commitment.
- \* As a result of instruction and skills training provided by ICITAP and OPDAT, police and prosecutors have undertaken pilot programs at their four training schools, to institutionalize the training of trainers program and help achieve a higher and uniform level of performance nationwide.

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<sup>1</sup>The Special Units are combined groups of prosecutors and judicial police investigators developed to legally and operatively implement the OPDAT and ICITAP training, and to serve as a model in the use of the accusatory/oral process system. By the end of FY 97, the program expects to implement 22 more units nationwide. These pilot units located nationwide are working towards: achieving team work between prosecutor and investigator; reducing bothersome and ineffective paper work; and making a practical application of oral trial concepts and techniques.

- \* Under ICITAP's coordination, the three principal judicial police corps are setting up a permanent joint working committee aimed at standardizing the investigative techniques of the three corps.
- \* USAID and the Fiscalía are closely monitoring 11 Special Units to determine the effects of OPDAT/ICITAP training in the accusatory system and oral process techniques. The PGO has contracted technical assistance to track caseload trends and time required to process cases in the Special Units, to provide quick feedback on results of JSRP efforts.
- \* The GOC expanded the Houses of Justice Program to develop eight additional houses in six municipalities around the country. The Ministry of Justice has signed agreements with these municipalities. The Houses of Justice are one stop community service centers for the justice sector. Emphasis is given to the use of ADR mechanisms, as a means of resolving disputes. A complementary monitoring/evaluation system is being designed to measure the impact of the Houses, which are intended to increase access to the justice system, spread the use of ADR and take the pressure off the formal court system and its workload.
- \* The PGO completed installation of the first stage of a national case management system, which supports the development of individual criminal cases, as well as their management and administration. The system also provides statistics regarding overall criminal caseload management, which are utilized by the related, but separate national caseload tracking system developed by USAID in 1995. The case administration system is in its trial stage in Bogota and Medellin, Colombia's two largest cities, which comprise 25% of the country's population and more than 40% of the crime rate. In just these two cities alone, USAID and the GOC have installed over 1,000 computers to get the national case management system started.
- \* USAID conducted focus groups to determine which NGOs could collaborate and support efforts geared at improving the overall justice system and making it more acceptable and accessible to the public.
- \* The Public Defender's Office (PDO) utilized USAID funds to develop a human rights awareness campaign and published an educational packet (videos and booklets) geared at prisoners, in an effort to introduce aspects related to their basic rights and responsibilities, legal resources and constitutional guarantees.

**b. Assessment of Performance-Progress to Date:**

Analysis of the actual versus planned results of the SO indicators for which data was available in 1996, indicates that performance was spotty, depending on the entity and managers involved. That said, we believe that given the complex nature of the Justice Sector and the security and political contexts within which it operates, performance has ranged from fair to very good. The

GOC has demonstrated genuine interest, involvement, and commitment to institutionalizing the Program. The Mission believes the situation will continue to improve further during the planned period.

In essence, over the last three years the GOC and the JSRP have struggled with two issues at the same time: 1) obtaining a clearer vision regarding the extent/nature of the problems confronting us (e.g., caseload), together with a sense of whether we are making head way or not; and 2) advancing the various IR level activities, such as training on other institutional development programs.

Information data recorded during 1996 provided a higher degree of precision and accuracy than in the past and as a result, some figures at the indicator level may show lower numbers than in previous years. The Mission does not perceive this as an under achievement. Rather, it indicates advances by GOC institutions improving their reporting data. The reports provided by the PGO and specifically by the Prosecutor/Investigator Special Units have already achieved palpable, measurable progress. As a result, some of the tables will provide additional information or more accurate information than was reported in the previous R4. This progress reporting will continue to produce accurate information that will be consolidated to a uniform information system.

The Mission proposes to make some minor changes at the IR level that will reflect the advances achieved at that phase. In the 1996-97 Annual Plan the Mission requested permission to streamline the project and focus its activities in several specific areas. As a result, from the experience gathered in the last five years, the Mission proposes to make some minor adjustments to the IR tables and indicators in order to reflect the status of the activities developed. USAID/Colombia proposes to change IR 4, since it encompassed information presented under the SO indicator #3. The Mission proposes this new Intermediate Result: "Civil society actively involved in justice reform and alternative means of dispute resolution." USAID would also like to eliminate IR5 and report its indicator 1 under IR3. The Mission would like to change the wording of some indicators, because it determined that the information requested was impossible to gather. USAID/Colombia proposes these minor changes in order to provide information relevant to measuring the activities' impact. The proposed modifications will be explained in their respective sections below.

The achievement of this Strategic Objective is tracked by the following program indicators:<sup>2</sup>

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<sup>2</sup>**NOTE:** In order to appreciate the tables the Mission must provide some background on the Colombian justice system. Briefly, under the Colombian system of justice, which is evolving from an inquisitory system to an accusatory one, a given case goes through two principal stages, roughly analogous to a grand jury and a formal trial.

In the first stage, which in turn is divided into two stages: preliminary and formal investigation, prosecutors and investigators (i.e., the police) are in charge of gathering evidence, depositions, carrying out interviews, etc., and then making a determination as to whether the case merits submission for formal

**Indicator No.1** *Percentage of court findings on crimes investigated, plus confirmation of the findings by a higher court, if appeals or reviews were made, resulting from the preliminary investigations of such crimes in a given year.*

This indicator tracks the percentage of cases that are managed in a competent manner to enable judges to decide the innocence or guilt of defendants. It is a composite of performance data

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judgement by a court. Decisions taken at this point, represent the first major choke point in the system and are a good indicator as to how efficient and effective prosecutors/investigators are in bringing cases from the investigation to the courts.

The judge or trial brings the role of the judge/magistrate much more to the forefront in the process, and it is here that most of the interaction occurs between the judge, the prosecutors, the investigators and the public defenders, if that is the case. Decisions taken at this stage of the process, represent exit of cases from the caseload pipeline. They are also the second indicator of the efficiency, with which the trial system deals with the overall caseload.

**Definition of terms for the exhibits.**

1. Cases addressed is the total number of cases handled during a given period.
2. Preliminary investigation is the first stage of the criminal process. In this stage, a prosecutorial unit, with the support of the investigation corps, starts an introductory investigation to determine if there is enough evidence to continue to one of the next four actions: open a formal investigation, close the case definitely, suspend the investigation or refer the case to another jurisdiction.
3. Formal investigation is the second stage of the criminal process. In this stage, a specialized prosecutorial unit initiates a formal investigation based on the decision of the preliminary investigation. The specialized unit can continue to one of the next three actions: present the case to the judge, terminate the case, or remove the case due to some specific circumstance, such as lack of legal competence to decide on it.
4. Total investigations is the number of pending cases from the last periods, plus the number of new cases that were accepted by the system during the current period.
5. Decisions
  - A) preliminary investigation stage: includes only the number of final determination that the Prosecutor can take on a given case (opening a formal investigation or closing the case).
  - B) formal investigation stage: include the number of cases presented to the judge or the number of cases closed definitely.
6. Regional Units and the corresponding judges, have jurisdiction over high profile cases including: narcotics related crimes, terrorism, kidnapping and extortion cases.
7. Ordinary Units and their corresponding judges are divided into sectional and local/district units. They have jurisdiction over all other subject matters.

provided by three stages of the criminal system: the preliminary investigation, the formal investigation, and the trial. USAID/Colombia gathered information that measures progress on the performance of the criminal system's first two stages.

The data analyzed presents an increase in the cases entering the system. The number of cases addressed at the preliminary stage during this reporting period, is proportional to, and in some cases greater than, the number of cases entering the system. As a result, even though cases were constantly entering the system, the cases pending show a decreasing trend because the investigators and prosecutors continue to improve their work. Considering the high crime rate still prevalent in the country, the Fiscalia Units have made a remarkable effort to reduce the backlog of cases. This reduction of Fiscalia cases has a direct positive impact in improving the effectiveness of the Colombian judicial system.

Statistics also demonstrate the same trend in the second stage of the criminal process, the formal investigation stage. The Prosecutors are addressing a higher volume of cases and reaching decisions that have significantly contributed to substantial decreases in pending caseload, even though the rate of incoming cases has been constant, and in some cases increased.

The Mission has been able to monitor and evaluate the improvements made by the Fiscalia in an effort to provide comprehensive and accurate data in their reports. Unfortunately, the Superior Judicial Council (SJC) has lagged in its effort to provide information. As a result, the Mission cannot accurately measure progress in the third stage, because the Courts have not been able to process the information. The SJC went through a process of redistribution of assignments of all of the courts nationwide, not only in the criminal area, but in all the others. The SJC made this new distribution work assignments in order to comply with the constitutional mandate requiring rapid and fair administration of justice. This reform process ended in January 1997. This is the first time since 1987 there had been a redistribution process of this magnitude. As a result of these changes the JSC experienced delays establishing its information system. The reform will have a positive impact because those judges trained or to be trained in the accusatorial system, will be permanently assigned to criminal jurisdiction. The SJC is financing its own computerized information system, and the Mission expects to receive initial information generated by that system later this year. At the same time, the JSRP will monitor initial impact of our programs on the courts via the Special Units monitoring arrangement which, it will be recalled, also includes judges/magistrates trained in accusatory and oral process techniques.

The Mission proposes to continue reporting results based the Special Unit's findings for this indicator.

|  |             |                |                        |
|--|-------------|----------------|------------------------|
| <b>STRATEGIC OBJECTIVE No.1:</b> Improve the effectiveness of the Colombian Justice System with an emphasis on the criminal branch, particularly the Regional and other selected Prosecutorial Units and Criminal Courts.<br><b>APPROVED:</b> 01/05/1993 <b>COUNTRY/ORGANIZATION:</b> Colombia/USAID |             |                |                        |
| <b>RESULT NAME:</b> not applicable   |             |                |                        |
| <b>INDICATOR 1:</b> Percentage of court findings on crimes investigated plus confirmation of findings by a higher court if appeals or reviews were made, resulting from the preliminary investigations of such crimes in a given year.   |             |                |                        |
| <b>UNIT OF MEASURE:</b> Percentage.  | <b>YEAR</b> | <b>PLANNED</b> | <b>ACTUAL</b>          |
| <b>SOURCE:</b> Superior Judicial Council.  | 1992        |                | 6.3% (O)               |
| <b>INDICATOR DESCRIPTION:</b> This indicator examines performance data throughout the three stages of the criminal system: the preliminary investigation, the formal investigation and the trial.  | 1993        |                | 18.3% (R)<br>48.2% (O) |
| <b>COMMENTS:</b><br>R - Regional courts<br>O - ordinary courts   | 1994        |                | 19.3% (R)<br>54.1%(O)  |
|  | 1995        |                | not available          |
| (*) Data provided by the SJC regarding the district courts which manage special contravention and those cases that local prosecutor units present. This number was calculated from the relationship between cases ended and cases entered into the system in the given period.                       | 1996        |                | 60% (*)                |
|  | 1997        | 62%            |                        |
| The R and O courts were not able to provide this data.   | 1998        | 64%            |                        |

**Indicator No. 2.** *Length of time for a criminal case to be completed, from the opening of the preliminary investigation to the court finding.*

This indicator tracks the speed/efficiency with which cases are prosecuted through the system. The intent is to be able to follow performance under this indicator for the entire country for both the PGO (and by influence, its police colleagues) and the courts. As noted above, substantial progress has been made in tracking caseload trends, although much remains to be done, especially insofar as the courts are concerned.

The length of time indicator has proved to be more complicated than expected, due to the sheer volume of cases involved, plus the numerous steps to be tracked on a given case. The PGO and the SJC are working on national level systems for this indicator, but it could be months at best, before concrete results are seen here.

In the interim, the intent of USAID and the GOC is to use the Special Units as an "early warning" (or indicator) system, which will tell us whether USAID assistance is having an effect on the time cases take to be processed. The special Units implementation process is in its initial stage, the first one was created in August 1996. Contract technical assistance teams are setting

up tracking systems in each unit and collecting historical data to have a baseline for comparisons, but as of this writing, the system is not up and running.

In the meantime, OPDAT's project manager and Special Units managers have been tracking the success rates of the teamwork on an informal basis. They report that the average case in the judicial system takes approximately one year to proceed from the opening of a preliminary investigation to court finding. Special Units managers are seeing preliminary investigative results in two months in some of the cases handled by those prosecutorial units. This data is anecdotal in nature because the units are still managing the cases without formal statistics gathering methods, but USAID/Colombia is aware that preliminary investigations are reaching the formal investigation stage at a faster pace. The time required for progressing from one stage to another has been greatly reduced. For example, the preliminary investigation of some cases used to last approximately six months and after the training process Special Units are witnessing results in as little as eight weeks.

In sum, in the present R4 the Mission reports solely on the basis of information gathered through informal information gathering mechanisms of the Special Units pilot program. The Fiscalía's team is placing significant effort to collect and track the data. USAID/Colombia foresees no adjustments to the FY97 reporting period.

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| <p><b>STRATEGIC OBJECTIVE No.1:</b> Improve the effectiveness of the Colombian Justice System with an emphasis on the criminal branch, particularly the Regional and other selected Prosecutorial Units and Criminal Courts.<br/> <b>APPROVED:</b> 01/05/1993    <b>COUNTRY/ORGANIZATION:</b> Colombia/USAID</p>  |             |                  |   |
| <p><b>RESULT NAME:</b> not applicable</p>   |             |                  |   |
| <p><b>INDICATOR 2:</b> Length of time for a criminal case to be completed from the opening of the preliminary investigation to the court finding.</p>   |             |                  |   |
| <p><b>UNIT OF MEASURE:</b> Average days.</p> <hr/> <p><b>SOURCE:</b> Samples taken from anecdotal information at the Special Units</p> <hr/> <p><b>INDICATOR DESCRIPTION:</b><br/>Days lapsed from the opening of the first stage until court finding</p> <hr/> <p><b>COMMENTS:</b><br/>Special Units have gathered anecdotal information regarding the length of the average preliminary investigation. Unit managers report that on the average it takes one to two months to complete the preliminary investigation. They also report that from that moment to the final case decision time has been decreased to one year approximately.</p> <p>Formal statistics will be reported in FY97, when the information system is implemented at the special units. Even though the SJC report to have achieved the 97 planned target--the Mission will keep the planned target to compare it with formal data to be collected.</p> <p>(*) Anecdotal reporting from Special Units dealing with Ordinary prosecutorial units and courts only; information on Regional units and courts not yet available.</p> <p>(**) Information based on a study carried out by the SJC with a sample of 1,160 finished cases from cities all around the country. This information is based on the preliminary results of this study.</p> | <b>YEAR</b> | <b>PLANNED</b>   | <b>ACTUAL</b>   |
|   | 1993        |                  | 574.2 days(R)<br>pending (O)                              |
|   | 1994        |                  | not available   |
|   | 1995        |                  | not available   |
|   | 1996        |                  | 365 days (*)<br>(Special Units)<br>779 days<br>(SJC) (**) |
|   | 1997        | 700 -R<br>340- O |   |
|   | 1998        | 680- R<br>330- O |   |

**Indicator No. 3.** *Improved public perception of effectiveness of and accessibility to the criminal justice system.*

The political problems experienced by Colombia have highlighted the importance of a fair and accessible justice system to a healthy society. This heightened awareness has created a highly receptive environment for USAID and the GOC to build upon past accomplishments in judicial reform and continue investing in this area. In 1995, USAID and FES conducted a comprehensive public perception survey to establish this indicator. The poll surveyed three population groups: justice sector experts, direct users of the system, and the general public.

Results confirmed that despite continuous efforts, the system is outdated and slow. Access to the system is perceived as being difficult and confusing due to general distrust and disbelief in the system and lack of information on its operation and services. Even more important, the system is seen as being almost completely corrupt. Informal and small spot surveys carried out by local media sources since then (i.e., publication of the AID Report in November 1995) continue to confirm the low esteem in which the justice sector is held. After reviewing and evaluating these results, the Mission and GOC counterparts agreed to develop a teamwork approach to include NGO's as a way to counteract this negative public perception. Consensus on the approach notwithstanding, dialogue, not to mention action, has yet to happen (at least as USAID envisions it), because of repeated delays/cancellations of meetings by the GOC due to pressing business, related primarily to certification issues. The GOC, USAID and 15 NGO's are now scheduled to meet February 20, 1997 and plan to use the USAID public opinion survey as a departure point for a brainstorming session on how NGO's might work with the GOC to improve conditions in the sector and timely, its image. One important theme to be targeted in the meeting will be how NGO's can institutionalize an opinion survey system of the kind initiated by USAID work in 1995.

In the meantime, USAID/Colombia and its partners have used the survey conducted to design and implement activities that can help alleviate the problems. In the past year, the Mission designed access to justice strategies that give priority to facilitating citizen participation in justice programs, (e.g., Casas de Justicia). The promotion of alternative dispute resolution mechanisms, especially in the conciliation centers, has also contributed to increase public access to the justice. The JSRP is designing monitoring/evaluation systems which will help USAID and the GOC determine the impact of the Casas de Justicia and their efficiency and accessibility, not to mention the public's perception of them.

It should be noted that the houses of justice project has become a center for the promotion of activities oriented to the community, all bearing on access to and awareness of public sector justice programs. Some examples of these activities include: training for 120 women about family violence in Cali; a workshop for 60 children and 120 parents about creativity and intra-family relations; workshops on conflict resolutions; and community education programs for 250 young and adult people.

The previous R4 indicated that advances regarding this indicator would be reported in FY97 R4. The Mission will maintain this reporting date because changes in the public's perception are not attained or measured in the short term. USAID/Colombia will continue activities that directly impact this sector and will measure indicators at a lower level (project level).

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| <b>STRATEGIC OBJECTIVE No.1:</b> Improve the effectiveness of the Colombian Justice System with an emphasis on the criminal branch, particularly the Regional and other selected Prosecutorial Units and Criminal Courts.<br><b>APPROVED:</b> 01/05/1993 <b>COUNTRY/ORGANIZATION:</b> Colombia/USAID |             |                            |                            |
| <b>RESULT NAME:</b> not applicable   |             |                            |                            |
| <b>INDICATOR 3:</b> Improved public perception of the effectiveness of and accessibility to the criminal justice system.   |             |                            |                            |
| <b>UNIT OF MEASURE:</b> 1-10 scale   | <b>YEAR</b> | <b>PLANNED</b>             | <b>ACTUAL</b>              |
| <b>SOURCE:</b> opinion poll  | 1995        |                            | 4.8 fairness               |
| <b>INDICATOR DESCRIPTION:</b><br>opinion poll to inquire about fairness and access to the justice system   | 1996        |                            | will not report until 1997 |
| <b>COMMENTS:</b><br>In 1995, USAID/FES conducted a comprehensive public perception survey to establish this indicator.   | 1997        | fairness 7<br>access 8     |                            |
| USAID/Colombia will work with NGOs to gather the information in FY97. Changes in public perception cannot be attained nor measured in the short term.  | 1998        | fairness 7.5<br>access 8.5 |                            |
|  | 1999        | fairness 8<br>access 9     |                            |

**Intermediate Result 1:** *Improved operation of the investigative function*

JSRP seeks to achieve the following specific results under this component: improve investigative support for the regional and other prosecutorial units; strengthen crime scene processing units; establish uniform forensic practices, develop uniform investigative procedures; strengthen the training capacity for investigators and establish a career track for investigators. ICITAP has trained over 3,500 individuals (8% are women) from the three principal investigative institutions (DAS, CTI and National Police), they are in the process of training 80 trainers (training is achieved by completing an eight module program; participants are now finishing the 5th module) who will help institutionalize the project nationwide. Eleven (11) women are actively participating in the trainer's training and are presently training others in the investigative workforce. This figure is not insignificant when one takes into consideration the fact that this workfield has traditionally been male dominated. The Mission will continue tracking women's participation in the training and will evaluate the trend in subsequent reports.

**Indicator 1:** *Percentage of investigative findings resulting from the preliminary investigations of such crimes on the Regional and other selected prosecutorial units*

To calculate this figure the Fiscalia takes into consideration the percentage of processes

addressed in relation to the case workload. The percentages continue to indicate a marked improvement in the performance of the preliminary investigation stage. The Regional prosecutorial units reflect 26% of investigative results from preliminary investigation. This reflects an upward trend ever since they were last reported in 1994. The Ordinary prosecutorial units reflect a 6% decrease in the percentage of investigative findings. As is reported throughout this paper, we believe that overall trends regarding case load are positive based on both statistical and anecdotal evidence. In anomalous cases such as this, we believe that the figures reported are due not so much to actual declines in performance, as they are to reporting of data in a more complete and accurate fashion. In this sense then, the 6% difference could be attributed to the changes in the information mechanisms which provide a more thorough report. In sum, we believe that the numbers taken as a whole, (i.e., for all indicators taken as a group) demonstrate an upward trend of slow but steady improvement.

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| <p><b>STRATEGIC OBJECTIVE No.1:</b> Improve the effectiveness of the Colombian Justice System with an emphasis on the criminal branch, particularly the Regional and other selected Prosecutorial Units and Criminal Courts.<br/> <b>APPROVED:</b> 01/05/1993 <b>COUNTRY/ORGANIZATION:</b> Colombia/USAID</p>   |             |                    |                        |
| <p><b>RESULT NAME 1:</b> Improved operation of the investigative function</p>   |             |                    |                        |
| <p><b>INDICATOR 1:</b> Percentage of investigative findings resulting from the preliminary investigations of such crimes on the regional and other selected prosecutorial units.</p>  |             |                    |                        |
| <p><b>UNIT OF MEASURE:</b> Percentage of decisions</p>  | <b>YEAR</b> | <b>PLANNED</b>     | <b>ACTUAL</b>          |
| <p><b>SOURCE:</b> Semi-annual report from the Fiscalia General de la Nacion</p>   | 1993        |                    | 18.3% (R)<br>48.2% (O) |
| <p><b>INDICATOR DESCRIPTION:</b> Total number of cases that exit the preliminary investigation in a given period due to: a) the opening of a formal investigation, b) the definite closure of the case, or 3) case referral to another jurisdiction.</p>  | 1994        |                    | 19.3% (R)<br>54.1% (O) |
| <p><b>COMMENTS:</b><br/>To calculate this figure USAID evaluated the percentage of cases exiting the preliminary investigation phase (taking into account case suspensions) and evaluated it against the total case workload (pending cases and cases entering the system during the current period). The Regional units continue to demonstrate an improving trend over the previous years. The Ordinary's units percentage of decisions have decreased by approximately 6%. This percentage difference could be tracked to improvements in the information gathering and reporting systems. Through the past year, prosecutorial units have been reporting at a higher rate and in a more comprehensive an accurate fashion. Changes in collection methodology can account for the slight decrease in the upward trend.</p> | 1995        |                    | not available          |
|   | 1996        |                    | 26% (R)<br>48% (O)     |
|   | 1997        | 28% (R)<br>50% (O) |                        |
|   | 1998        | 30% (R)<br>52% (O) |                        |
|   | 1999        | 32% (R)<br>54% (O) |                        |

**Indicator 2:** Length of time from opening of a preliminary investigation to achieving an

*investigative result: dismissal resolution or resolution to initiate formal investigation in the Regional or other prosecutorial units*

This indicator tracks the speed/efficiency with which preliminary investigations are conducted. As previously indicated, while we still do not have nation-wide data on this indicator, the Special Units are developing a methodology via technical assistance work to calculate this indicator. In the meantime, Special Unit managers have been tracking informally the success rate of their teams. They indicate from their experience that the average time for preliminary investigation to reach an investigative result is one to two months. Some units are reported to have efficiently and accurately investigated a case in as little as three days, but the Criminal Procedure requires some formal notifications and steps to be taken, so these preliminary investigations take around one month. Preliminary investigations are being completed at a faster pace and are progressing through to the formal investigation stage in a more efficient manner. These results are promising and demonstrate the capacity to apply the skills learned.

|   |             |                |                                |
|---|-------------|----------------|--------------------------------|
| <b>STRATEGIC OBJECTIVE No.1:</b> Improve the effectiveness of the Colombian Justice System, with emphasis on the criminal branch, particularly the Regional and other selected Prosecutorial Units and Criminal Courts.<br><b>APPROVED:</b> 01/05/1993 <b>COUNTRY/ORGANIZATION:</b> Colombia/USAID  |             |                |                                |
| <b>RESULT NAME 1:</b> Improved operation of the investigative function  |             |                |                                |
| <b>INDICATOR 2:</b> Length of time from opening of a preliminary investigation to achieving an investigative result.  |             |                |                                |
| <b>UNIT OF MEASURE:</b> Average days<br><b>SOURCE:</b> Sample taken from specific studies at some of the special units established<br><b>INDICATOR DESCRIPTION:</b> Total number of days for the cases from when the Prosecutors General Office receives the criminal notice warranting an investigation, until the preliminary investigation is completed and one of the following decisions is reached: a) the opening of a formal investigation, b) the definite closure of the case, or 3) case referral to another jurisdiction.<br><b>COMMENTS:</b> Since the Fiscalía does not have a nationwide information system, data for this indicator has been gathered through anecdotal information received from the Special Units' managers and OPDAT's project manager. USAID is financing a special information system that will gather and analyze this information. This system will be installed during 1997.<br><br>(*) Anecdotal reporting from Special Units dealing with Ordinary prosecutorial units and courts only; information on Regional units and courts not yet available. | <b>YEAR</b> | <b>PLANNED</b> | <b>ACTUAL</b>                  |
|   | 1993        |                | 18.2 days (R)                  |
|   | 1994        |                | not available                  |
|   | 1995        |                | not available                  |
|   | 1996        |                | 60 days (*)<br>(Special Units) |
|   | 1997        | 55 days        |                                |
|   | 1998        | 45 days        |                                |
|   | 1999        | 40 days        |                                |

**Intermediate Result 2:** *Improved effectiveness of the prosecutorial function*

Under this IR, the Mission expects to enhance prosecutor's training at the national level and

strengthen the operational capacity of prosecutorial units. OPDAT has designed and implemented a unique and highly effective training methodology that has been successfully applied the concept of training of trainers to reach numerous recipients and insure institutionalization. The PGO has created a permanent cadre of seven regional coordinators who will form the institutional core for practical professional training in the accusatory system and other themes in the coming years. In the same way a computer information system has been developed and is in its implementation phase in the two largest cities of the country (Bogota and Medellin, with the highest and second highest crime rates in the nation, respectively). By FY 99, as a result of additional MIS work to be done by the IDB and USAID in other Colombian cities, the system will be implemented and interconnected in other district prosecutorial units throughout the country. As discussed before, the system is designed on the basis of the legal procedures stages in criminal cases and is intended to support the decision making process and the administrative manage of cases. In the meantime, an information system that was developed with the JSRP support is in use nationwide and provides information related with the evolution of cases entering and exiting the Fiscalía. To complete the information picture, as mentioned elsewhere, an information system is being developed regarding the time of the different stages for the cases to be processed, which will be installed in the special units nationwide. The combination of all of those mechanisms will provide us and specially the prosecutor units, with appropriate information for self assessment and evaluation. <sup>3</sup>

**Indicator 1:** *Percentage of decisions (dismissals or indictment) resulting from formal criminal investigations in the Regional and other selected prosecutorial units.*

The results gathered in FY 96 indicate that the Regional prosecutorial units yielded a 27% rate of decisions resulting from criminal investigations. The Ordinary units report 39% of decisions resulting from formal criminal investigations. This indicator is another example of the saying "The scales falling from our (GOC and USAID) eyes", in that we believe this is the first year in which reasonably reliable data for the indicator are available.

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<sup>3</sup> OPDAT has demonstrated it is fully capable of training prosecutors, judges and public defenders in the concepts and techniques of the accusatory system and oral trial and has implemented a sustainable training system and a cadre of prosecutors/trainers and judges/trainers in the judge and prosecutor schools. OPDAT has also been developing a unified prosecutors manual containing substantive and procedural information pertaining to the prosecutor's role in the accusatorial system. The PGO assigned a Prosecutor (a woman) to lead OPDAT's training program (designed to include training for judges, prosecutors and public defenders), she is playing a key role in managing the implementation of these substantive and procedural changes to improve the problems faced by the prosecutors.

|   |             |                    |                        |
|---|-------------|--------------------|------------------------|
| <b>STRATEGIC OBJECTIVE No.1:</b> Improve the effectiveness of the Colombian Justice System, with an emphasis on the criminal branch, particularly the Regional and other selected Prosecutorial units.<br><b>APPROVED:</b> 01/05/1993 <b>COUNTRY/ORGANIZATION:</b> Colombia/USAID   |             |                    |                        |
| <b>RESULT NAME 2:</b> Improved effectiveness of the prosecutorial function  |             |                    |                        |
| <b>INDICATOR 1:</b> Percentage of decisions (dismissal or indictment) resulting from formal criminal investigations in the Regional or other selected prosecutorial units.  |             |                    |                        |
| <b>UNIT OF MEASURE:</b> Percentage of decisions.<br><b>SOURCE:</b> Semiannual report from the Fiscalía General de la Nacion<br><b>INDICATOR DESCRIPTION:</b> Total number of cases exiting the formal investigation stage in a given period due to dismissals or indictments.<br><b>COMMENTS:</b><br>The trend continues to evolve at an upward consistent pace. OPDAT has trained 1500 out of 3587 prosecutors in concepts and techniques of the accusatory process. As a result, prosecutors continue to demonstrate improvement in their work performance. | <b>YEAR</b> | <b>PLANNED</b>     | <b>ACTUAL</b>          |
|   | 1993        |                    | 19.7% (R)<br>31.6% (O) |
|   | 1994        |                    | 32% (O)                |
|   | 1995        |                    | not available          |
|   | 1996        |                    | 27% (R)<br>39% (O)     |
|   | 1997        | 30% (R)<br>42% (O) |                        |
|   | 1998        | 33% (R)<br>45% (O) |                        |
|   | 1999        | 36% (R)<br>48% (O) |                        |

**Indicator 2:** *Length of time from the initiation of a formal criminal case investigation to a final case decision or to a higher prosecutorial unit, if appeals were made, in the Regional and other selected prosecutorial units and criminal courts*

The Mission is unable to formally establish performance figures of this indicator because neither the PGO nor the SJC at this time, have an information system adequate to gathering this kind of data. Nonetheless, the Special Units have been able to report that the average length of time from the initiation of a formal case investigation to a final prosecutorial case decision is 70 days. The Special Units managers have stated that in some cases they have witnessed the length of time reduced to 40 days. The prosecutors are progressing through the formal investigative phase at a faster and more effective manner. As mentioned elsewhere, contract teams are now deploying to establish monitoring systems for this indicator in the special units.

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| <b>STRATEGIC OBJECTIVE No.1:</b> Improve the effectiveness of the Colombian Justice System with an emphasis on the criminal branch, particularly the Regional and other elected Prosecutorial Units and Criminal Courts<br><b>APPROVED:</b> 01/05/1993 <b>COUNTRY/ORGANIZATION:</b> Colombia/USAID  |             |                              |                              |
| <b>RESULT NAME 2:</b> Improved effectiveness of the prosecutorial function.   |             |                              |                              |
| <b>INDICATOR 2:</b> Length of time from the initiation of a formal criminal case investigation to a final case decision or to higher prosecutorial unit, if appeals were made, in the Regional and other selected Prosecutorial Units and Criminal Courts.  |             |                              |                              |
| <b>UNIT OF MEASURE:</b> Average days<br><b>SOURCE:</b> Sample taken from specific studies at some of the special units<br><b>INDICATOR DESCRIPTION:</b> Total number of days from the opening of the formal investigation to on of the following final decisions on the part of the Fiscalia: a) the case is presented to the courts, b) the case is closed or c) the case is referred to another jurisdiction<br><b>COMMENTS:</b> Presently, the Fiscalia does not have a system to gather data nationwide. A special system to collect and analyze this information at the special units is being developed and will be installed during 1997. The information provided is based on data collected by OPDAT's project manager in tracking Special Units results.<br><br>(*) Anecdotal reporting from Special Units dealing with Ordinary prosecutorial units and courts only; information on Regional units and courts not yet available. | <b>YEAR</b> | <b>PLANNED</b>               | <b>ACTUAL</b>                |
|   | 1993        |                              | 382 days (R)                 |
|   | 1994        |                              | not available                |
|   | 1995        |                              | not available                |
|   | 1996        |                              | 70 days (*)<br>Special Units |
|   | 1997        | 365 days (R)<br>180 days (O) |                              |
|   | 1998        | 340 days (R)<br>160 days (O) |                              |
|   | 1999        | 300 days (R)<br>150 days (O) |                              |

**Intermediate Result 3:** *Improved Operation and Administration of the Court System*

The Mission continues to work with the GOC in various areas to improve the operation and administration of the court system with emphasis on the criminal branch in order to increase efficiency in the trial. The activities focus on improving the administrative and case-management systems by establishing a unified judicial information and sector planning system. The sector planning is required by the 1991 Constitution and was incorporated into one of the first inter institutional sub-projects. As a result, the institutions have formed a committee to allow joint discussions regarding administration of justice planning and policy issues, and the various information/monitoring systems discussed in this paper come into play in this area. An adjunct to this concept involves the development of an integrated management information system designed to link MIS platforms in all justice sector entities. Assessment work on the first six justice entities is just now getting underway. Once assessment work is completed, we will link three of the six groups assessed on an experimental basis, to determine the efficacy of the concept.

**Indicator 1:** *% of court findings resulting from total of cases addressed in the courts in a year.*

The Mission initially chose this indicator because a sub-project was going to gather and analyze this information. This activity has yet to be accomplished due to changed priorities in the implementation of other activities within the SO and, also because of the deliberate, if not slow, management style of the SJC. USAID/Colombia gathered information at the Municipal Courts level but since there are no percentages established at this time we cannot analyze the trend. The rest we can say at the present is that the municipal courts received 113,081 cases and processed 68,065 of them.

|   |             |                |               |
|---|-------------|----------------|---------------|
| <b>STRATEGIC OBJECTIVE No.1:</b> Improve the effectiveness of the Colombian Justice System with an emphasis on the criminal branch, particularly the Regional and other selected Prosecutorial Units and Criminal Courts<br><b>APPROVED:</b> 01/05/1993 <b>COUNTRY/ORGANIZATION:</b> Colombia/USAID   |             |                |               |
| <b>RESULT NAME 3:</b> Improved operation of administration of the court system  |             |                |               |
| <b>INDICATOR 1:</b> Percentage of court findings resulting from total of cases addressed in the courts in a year.   |             |                |               |
| <b>UNIT OF MEASURE:</b> Percentage<br><b>SOURCE:</b> Superior Judicial council  | <b>YEAR</b> | <b>PLANNED</b> | <b>ACTUAL</b> |
| <b>INDICATOR DESCRIPTION:</b> Percentage of cases resolved, out of total cases presented by the Fiscalia to the court system in a given specific period.<br><br><b>COMMENTS:</b><br>(M) The Superior Judicial Council has provided the information regarding to municipal courts, the information about the other courts will be available in a case study basis for year 1997. | 1993        |                | 69.74% (R)    |
|   | 1994        |                | not available |
|   | 1995        |                | not available |
|   | 1996        |                | 60% (M)       |
|   | 1997        | 62%            |               |
|   | 1998        | 64%            |               |
|   | 1999        | 65%            |               |

**Indicator 2:** *Length of time from the presentation of the indictment to the court findings or the confirmation of the finding by a higher court if appeals were made.*

The Mission is unable to provide this information because the SJC is just now beginning to gather this information. Consequently, The Mission proposes to postpone reporting on this indicator until next year's R4.

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| <b>STRATEGIC OBJECTIVE No.1:</b> Improve the effectiveness of the Colombian Justice System with an emphasis on the criminal branch, particularly the Regional and other selected Prosecutorial Units and Criminal Courts<br><b>APPROVED:</b> 01/05/1993 <b>COUNTRY/ORGANIZATION:</b> Colombia/USAID                               |             |                             |                |
| <b>RESULT NAME 3:</b> improved operation of administration of the court system  |             |                             |                |
| <b>INDICATOR 2:</b> Length of time from the presentation of the indictment to the court finding.  |             |                             |                |
| <b>UNIT OF MEASURE:</b> Days  | <b>YEAR</b> | <b>PLANNED</b>              | <b>ACTUAL</b>  |
| <b>SOURCE:</b> Superior Judicial Council  | 1993        |                             | 174.2 days (R) |
| <b>INDICATOR DESCRIPTION:</b> Days for a case to have a final sentence from the day the case was presented by the prosecutors to the judges.  | 1994        |                             | not available  |
| <b>COMMENTS:</b><br>(* ) Specific information for this indicator is not available for this report, SJC provided the data about the time for the cases to be completed from the preliminary investigation to the final court decision. The specific information about the trial stage will be provided by the SJC for the next R4. | 1995        |                             | not available  |
|   | 1996        |                             | (*)            |
|   | 1997        | 100 days (R)<br>90 days (O) |                |
|   | 1998        | 95 days (R)<br>85 days (O)  |                |
|   | 1999        | 90 days (R)<br>80 days (O)  |                |

**Intermediate Result 4:** *Improved Access, Fairness, and Public Perception of the Judicial System*

The Mission proposes to change this Intermediate Result (it could duplicate the information gathered at the SO, Indicator 3 level) to *Civil society actively involved in justice reform and alternative means of dispute resolution*. The indicators shall remain the same.

Specific activities developed under this IR include: strengthening ADR mechanisms, providing support to the Public Defender's Office, strengthening the PGO and NGO's capacity to deal with human rights violations and corruption, and launching an effective public education program promoting rule of law and crime prevention. USAID/Colombia believes that this component also encloses a complete reorientation of the law school curriculum. So far, there are six law schools that have signed agreements with the PDO in order to train their law students. In addition, approximately 525 law school students are currently being trained by the PDO in the new accusatory system's substantive and methodological aspects. OPDAT will also assist in the reorientation of the law school curriculum.

**Indicator 1:** *Number of conflicts resolved annually through alternative dispute resolution mechanisms operating in conciliation centers.*

The Ministry of Justice administers an alternative dispute resolution system via 140 ADR centers located nationwide. Initial reports from those centers indicate that 13,303 agreements were reached and 3,333 cases were mediated via legal agreements that are enforceable in a court of law. The high numbers of cases resolved through ADR mechanisms allows for an increased decongestion of the formal legal system. These services also provide access to fair and efficient justice.

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| <b>STRATEGIC OBJECTIVE No.1:</b> Improve the effectiveness of the Colombian Justice System with emphasis on the criminal branch, particularly the Regional and other selected Prosecutorial Units and Criminal Courts<br><b>APPROVED:</b> 01/05/1993 <b>COUNTRY/ORGANIZATION:</b> Colombia/USAID  |             |                |                         |
| <b>RESULT NAME 4:</b> Improved access, fairness and public perception of the judicial system. <b>Proposed:</b> Civil society actively involved in justice reform and alternative means of dispute resolution  |             |                |                         |
| <b>INDICATOR 1:</b> Number of conflicts annually resolved through alternative conflict resolution mechanisms operating in conciliation centers  |             |                |                         |
| <b>UNIT OF MEASURE:</b> Number of agreements reached<br><b>SOURCE:</b> Reports from the Ministry of Justice. Out of the 140 conciliation centers located nationwide-- 98 reported.<br><b>INDICATOR DESCRIPTION:</b> Total number of cases resolved through alternative conflict resolution mechanisms at the conciliation centers.<br><b>COMMENTS:</b><br>A= agreements reached. These agreements are binding between the parties but will not be enforceable by a court of law.<br>C= conciliations reached that will be enforceable in a court of law | <b>YEAR</b> | <b>PLANNED</b> | <b>ACTUAL</b>           |
|   | 1993        |                | 1,485                   |
|   | 1994        |                | not available           |
|   | 1995        |                | not available           |
|   | 1996        |                | 13,303 (A)<br>3,333 (C) |
|   | 1997        | 15,000         |                         |
|   | 1998        | 15,500         |                         |
|   | 1999        | 16,000         |                         |

**Indicator 2:** Proposed: *Percentage of cases received at the House of Justice and resolved through ADR mechanisms.*

USAID/Colombia proposes this indicator because it measures the impact of this innovative access to justice mechanism as a way to improve the Colombian justice system. The Mission gathered additional information collected from the two Houses of Justice which have been implemented in Bogota and Cali. In Bogota the House achieved 680 successful mediations out of 1,046 cases received and 260 conciliations (the total number of cases in which conciliation was possible was not reported). In Cali, out of 2,040 cases received, the house staff was able to conciliate 1,709 cases.

The Houses of Justice encompass an information center, conciliation centers, prosecutors, members of the family defense unit, police investigators, human rights officers, and legal clinics. This activity is changing the community's perceptions regarding the judicial system's efficacy and accessibility -for the better, we should point out. Even though changes in public perception

can only be measured in the long term, the Mission will be working with civil society advocate groups who can measure the impact of these changes in perception, and who will demand justice sector reform while supporting ADR use. In the short term the program has contracted an NGO to develop baseline data and impact indicators for the house of justice system. The Houses of Justice innovation shows promise of improving the justice system's responsiveness to the needs of the people in some particularly poor localities. During 1996, 4,826 (3,272 women) individuals have used the Bogota House and 13,144 (7,307 women) used the Cali one. Finally, the Special Unit located in Tuquerres, which specializes in domestic disputes/crimes resolved 100% of its alimony cases by mediation, rather than by referring them to the formal court system. At the same time the Special Unit's work has had a direct and positive impact on women and their children.

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| <b>STRATEGIC OBJECTIVE No.1:</b> Improve the effectiveness of the Colombian Justice System, with emphasis on the criminal branch, particularly the Regional and other selected prosecutorial units<br><b>APPROVED:</b> 01/05/1993 <b>COUNTRY/ORGANIZATION:</b> Colombia/USAID  |             |  |   |
| <b>RESULT NAME 4:</b> Civil society actively involved in justice reform and alternative means of dispute resolution  |             |  |   |
| <b>INDICATOR 2: PROPOSED:</b> % of cases received at the Houses of Justice which are resolved through ADR mechanisms   |             |  |   |
| <b>UNIT OF MEASURE:</b> Percentage<br><b>SOURCE:</b> Reports from the two established houses of justice.<br><hr/> <b>INDICATOR DESCRIPTION:</b> % of total number of cases resolved through ADR mechanism from total number of cases received and attended by the houses of justice .<br><hr/> <b>COMMENTS:</b><br>The total of users received at the house of Justice of Bogota was 4,826 people, from those 3,272 cases corresponded to women and 1,554 to men.<br><br>From the total of 13,144 cases reported in Cali, 7,307 were women and 5,837 men.<br>B=Bogota<br>C=Cali<br><br>There are two Houses of Justice but eight more are on the planning stage. | <b>YEAR</b> | <b>PLANNED</b>                           | <b>ACTUAL</b>   |
|  | 1996        |  | (B) -65%<br>680 mediations<br>260 conciliations<br>(C) - 83%<br>1,709 conciliations |
|  | 1997        | 80% average among the houses established |   |
|  | 1998        | 82%                                      |   |
|  | 1999        | 85%                                      |   |

**Indicator 3:** Total number cases assigned to public defenders and percentage of cases addressed out of the total cases assigned to public defenders.

From January through November 1996, public defenders received and addressed 12,346 cases.

Of those cases, 8,339 are still being processed, 1,534 indigent defendants were convicted and sentenced and 1,599 defendants were acquitted or had their cases closed. Another 1,321 defendants obtained freedom on bail while their cases were being processed.

The Public Defenders Office (PDO) implemented, with the inter institutional assistance of the PGO, a training of trainers course where 35 individuals have been trained (18 of the participants in this training are women). Presently the public defender's office has 418 (320 in 1996), full time attorneys and has signed agreements with the legal clinics of six law faculties in order to increase the coverage of their assistance. These 35 trainers have trained approximately 1,000 public defenders, law professors and law students in substantive information and defense techniques under the accusatory system. The change in the Defensor del Pueblo (the head of the PDO), implied some transitional problems, but the new Defensor has demonstrated genuine interest in the JSRP and has assigned PDO's funds (in spite of the fact that the PDO's budget for 1997 was reduced) as a counterpart contribution to the development of the training program. Through an earlier JSRP project, the PDO implemented the "Barras de los Defensores" activity, where a team leader (academic coordinator) and his assigned group of public defenders meet once a week to discuss techniques in criminal processes and how to improve strategies of defense. This same mechanism (the Barra) is now being used to provide continuing education courses to public defenders and will serve as the principal means of institutionalizing this training program.

|  |             |                     |                      |
|--|-------------|---------------------|----------------------|
| <b>STRATEGIC OBJECTIVE No.1:</b> Improve the effectiveness of the Colombian Justice System, with emphasis on the criminal branch particularly the Regional and other selected Prosecutorial Units<br><b>APPROVED:</b> 01/05/1993 <b>COUNTRY/ORGANIZATION:</b> Colombia/USAID                         |             |                     |                      |
| <b>RESULT NAME 4:</b> Civil society actively involved in justice reform and alternative means of dispute resolution  |             |                     |                      |
| <b>INDICATOR 3:</b> Total number of cases assigned to public defenders and percentage of cases addressed out of the total cases assigned. <b>Proposed:</b> Total number of cases assigned to public defenders and percentage of cases which ended in a given period out of the total cases assigned. |             |                     |                      |
| <b>UNIT OF MEASURE:</b> Number of cases and percentage.<br><b>SOURCE:</b> Public Defenders Office.   | <b>YEAR</b> | <b>PLANNED</b>      | <b>ACTUAL</b>        |
| <b>INDICATOR DESCRIPTION:</b> Total number of cases assigned to the public defenders and percentage of those cases which ended.<br><br><b>COMMENTS:</b>  | 1993        |                     | 6,619 cases<br>65.4% |
|  | 1994        |                     | not available        |
|  | 1995        |                     | not available        |
|  | 1996        |                     | 12,346 cases<br>32%  |
|  | 1997        | 13,500 cases<br>35% |                      |
|  | 1998        | 14,200 cases<br>37% |                      |
|  | 1999        | 15,500 cases<br>38% |                      |

**Indicator 4:** *% of favorable sentences for the defendants assisted by public defenders of total sentences in cases assigned to public defenders.*

Of the cases handled by public defenders, 39% achieved a favorable decision. In order to attain this figure the Mission calculated the number of cases closed and determined the percentage of sentences declaring innocence or closure due to other reasons. This year, based upon more complete data provided, it is apparent that there are other stages in the process which are neither convictions nor "favorable sentences" and which have to be accounted for in calculating this percentage. As a result, the percentage of favorable sentences is lower than the percentage reported in the previous year. Since the information basis for both (i.e., last year and this year) figures is so different, the Mission cannot establish a trend, but will be able to do so in next R4.

|   |             |                |               |
|---|-------------|----------------|---------------|
| <b>STRATEGIC OBJECTIVE No.1:</b> Improve the effectiveness of the Colombian Justice System, with emphasis on the criminal branch, particularly the Regional and other selected Prosecutorial Units and Criminal Courts<br><b>APPROVED:</b> 01/05/1993 <b>COUNTRY/ORGANIZATION:</b> Colombia/USAID   |             |                |               |
| <b>RESULT NAME 4:</b> Civil society actively involved in justice reform and alternative means of dispute resolution   |             |                |               |
| <b>INDICATOR 4:</b> Percentage of favorable sentences for the defendants assisted by public defenders of total sentences in cases assigned to public defenders.   |             |                |               |
| <b>UNIT OF MEASURE:</b> Percentage of favorable sentences.<br><br><b>SOURCE:</b> Public Defender's Office.<br><br><b>INDICATOR DESCRIPTION:</b> Percentage of favorable sentences for the defendants assisted by public defenders out of total number of sentences in the cases assigned to public defenders.<br><br><b>COMMENTS:</b><br>The Public Defender's Office has no means to ascertain the number of cases assigned to other defense attorneys.<br>The information gathered provides accurate information to calculate those defendants who have obtained favorable decisions. In 1993, data was not reported in such an accurate fashion because it provided two numbers: cases attended by public defenders and number of convictions. The 59.7% was achieved by subtracting the convictions from the actual cases and attaining the percentage. The Mission received accurate information stating other possibilities in the legal process which might have not been reflected in the numbers provided in 1993. | <b>YEAR</b> | <b>PLANNED</b> | <b>ACTUAL</b> |
|   | 1993        |                | 59.7%         |
|   | 1994        |                | not available |
|   | 1995        |                | not available |
|   | 1996        |                | 39%           |
|   | 1997        | 41%            |               |
|   | 1998        | 43%            |               |
|   | 1999        | 45%            |               |

**Indicator 5:** *% of disciplinary actions by Attorney General's Office against justice sector personnel involved in human rights violations out of total disciplinary actions by the AGO against public officers involved in human rights violations.* Proposed: Percentage of human rights disciplinary actions resolved by Attorney General's Office out of total disciplinary actions by AGO.

This indicator analyzes the trend in reporting human rights violations and assessing the AGO's performance rate concerning the actions taken. The information collected and evaluated by the AGO does not specifically report the actions against justice sector personnel. The information provided is presented in more generic terms ("human rights violations addressed by the Procuraduria"). The Mission proposes to eliminate the words in the indicator relating to the justice sector, so the Mission can address human rights violations in general.

The AGO received 36 reports detailing human rights violations complaints against public officers and addressed 29 of them (80%). The number of human rights violations complaints has decreased as compared to those reported in FY 96. The AGO has demonstrated a high rate of success in addressing these complaints. The section investigating human rights abuses and corruption cases has been assisted through intensive training and a design of an information system. Overall, the AGO received 29,733 complaints and processed 21,587 of them, addressing 72% of the complaints that entered the system.

|  |             |                |               |
|--|-------------|----------------|---------------|
| <b>STRATEGIC OBJECTIVE No.1:</b> Improve the effectiveness of the Colombian Justice System, with emphasis on the criminal branch, particularly the Regional and other selected Prosecutorial Units and Criminal Courts<br><b>APPROVED:</b> 01/05/1993 <b>COUNTRY/ORGANIZATION:</b> Colombia/USAID  |             |                |               |
| <b>RESULT NAME 4:</b> Civil society actively involved in justice reform and alternative means of dispute resolution  |             |                |               |
| <b>INDICATOR 5:</b> Percentage of disciplinary actions by AGO against justice sector personnel involved in human rights violations out of total disciplinary actions by the AGO against public officers involved in human rights violations.<br><b>PROPOSED:</b> Percentage of human rights disciplinary actions resolved by Attorney's General Office out of total disciplinary actions by the AGO.   |             |                |               |
| <b>UNIT OF MEASURE:</b> Percentage of disciplinary actions.<br><hr/> <b>SOURCE:</b> Attorney General's Office Report<br><hr/> <b>INDICATOR DESCRIPTION:</b><br>% of the cases that have been addressed or closed after investigation<br><hr/> <b>COMMENTS:</b><br>The AGO received 36 human rights violations complaints and the AGO addressed 29 of those cases. Since the indicator description has changed the percentages reflect changes. | <b>YEAR</b> | <b>PLANNED</b> | <b>ACTUAL</b> |
|  | 1993        |                | 11%           |
|  | 1994        |                | not available |
|  | 1995        |                | not available |
|  | 1996        |                | 80%           |
|  | 1997        | 82%            |               |
|  | 1998        | 84%            |               |
|  | 1999        | 86%            |               |

**Indicator 6:** *% of disciplinary actions by the Attorney General Office against justice sector personnel involved in bribery and illicit enrichment out of total disciplinary actions by the AGO against justice personnel.* Proposed: Percentage of bribery and illicit enrichment actions resolved by the Attorney General Office out of total disciplinary actions brought by AGO.

The information collected and evaluated by the AGO does not report specifically on the actions against justice sector personnel. The special section investigating illicit enrichment actions has been able to gather and evaluate data but does not make a distinction regarding the involvement

of justice sector personnel. The Mission proposes to eliminate the words in the indicator relating to the justice sector in order to provide information regarding this important figure. The AGO received 174 complaints against illicit enrichment and has addressed 72 of them (41%).

|  |             |                |               |
|--|-------------|----------------|---------------|
| <b>STRATEGIC OBJECTIVE No.1:</b> Improve the effectiveness of the Colombian Justice System with emphasis on the criminal branch, particularly the Regional and other selected Prosecutorial Units and Criminal Courts.<br><b>APPROVED:</b> 01/05/1993 <b>COUNTRY/ORGANIZATION:</b> Colombia/USAID  |             |                |               |
| <b>RESULT NAME 4:</b> Civil society actively involved in justice reform and alternative means of dispute resolution.   |             |                |               |
| <b>INDICATOR 6:</b> Percentage of disciplinary actions by AGO against justice sector personnel involved in bribery and illicit enrichment out of the total disciplinary actions by the AGO against justice personnel. <b>PROPOSED:</b> Percentage of bribery and illicit enrichment disciplinary actions resolved by Attorney's General Office out of total disciplinary actions by the AGO. |             |                |               |
| <b>UNIT OF MEASURE:</b> Percentage of disciplinary actions.<br><b>SOURCE:</b> Attorney General's Office.   | <b>YEAR</b> | <b>PLANNED</b> | <b>ACTUAL</b> |
| <b>INDICATOR DESCRIPTION:</b> % of disciplinary actions that have been addressed out of complaints received.<br><b>COMMENTS:</b><br>The AGO received 174 complaints for illicit enrichment and addressed 72. The change in the information base is responsible for the change in percentages.  | 1993        |                | 62%           |
|  | 1994        |                | not available |
|  | 1995        |                | not available |
|  | 1996        |                | 41%           |
|  | 1997        | 43%            |               |
|  | 1998        | 45%            |               |
|  | 1999        | 47%            |               |

**Indicator 7:** *Improve popular perception of effectiveness of and accessibility to the criminal system*

The Mission would like to exchange this indicator since it will report findings already presented and analyzed under the SO and IR level. Proposed: *Number of civic awareness activities implemented and participants trained in justice reform and human rights.* The Mission will start reporting this information in FY97 under IR4.

The JSRP was amended last year in order to intensify its efforts and provide comprehensive assistance in the area by including an NGO component that would identify the common goals for improving access to and improving the public perception of the judicial system. The major results expected as an effect of this assistance would be: a strengthened capacity to deal with human rights violations and the implementation of an effective public education program to promote the concept of the rule of law and increase crime prevention. The Mission has already conducted focus groups to select the NGOs that could lead this task. It has also contacted these groups to start formulating strategic plans to implement the activities.

**Intermediate Result 5:** *Improve capabilities of the justice system in specific areas:*

The Mission proposes the elimination of this Intermediate Result and will continue to report Indicator 1 under Intermediate Result 3.

**Indicator 1:** *% of justice sector institutions which have designed and implemented an information system which provides performance data of the judicial system.*

The design and implementation of information systems is supported by the project. Justice sector entities with the support of the JSRP, have developed and implemented to different degrees information systems which provide decision makers and managers with tools to accomplish a better function. The main entities have agreed to participate in a project which is intended to link the different information systems in order to provide more complete data for the administration of justice in Colombia.

**Indicator 2:** *Number of successful acts of violence against the justice sector personnel*

The Mission proposes to eliminate this indicator since the activities implemented towards achieving this objective have ended.

Although the final results and impact of many of these sub-projects have yet to be realized, it is evident that they have made significant contributions to achieving the SO. When the project started in 1992, the justice sector consisted of a number of institutions working in isolation in their individual fields, incapable of managing important activities as institutional and sector planning. Four years later, and in large part thanks to the JSRP, the Colombian justice sector is maturing and beginning to operate in many of the areas as a coordinated sector.

## **2. Expected Progress**

During FY's 97, 98, 99, consolidation and strengthening of the JSRP in fundamental criminal process areas will be oriented toward achieving the project's strategic objective in such a manner as to institutionalize it. During these three years the project will achieve specific impact targets, first on a pilot basis in selected prosecutorial units and then on a national basis.

Based on FY96 results, the Mission expects the following progress for FY97:

- \* Implementation of 22 additional special prosecutorial/investigative units in 15 sites (special units) staffed by investigators, and prosecutors with capabilities to conduct oral trial procedures demonstrating the efficiency of the proceedings. Judges participating in oral trial proceedings will have received specialized training.
- \* A case and time tracking information system will be implemented in the Special Units nationwide. These special units will be equipped with the basic required office elements.
- \* Eight court rooms equipped and furnished to allow judges trained in accusatory law to

conduct oral trials.

- \* 1,500 local prosecutors and 1,500 judges will have received the equivalent of eight one-week module training in the practical aspects of prosecution work, adversary system skills and substantive oral procedure information.
- \* A comprehensive prosecutors manual in its first edition, will be completed and distributed to all major sections of the fiscalia and prosecutors of the Special Units will be trained in its use.
- \* Approximately 500 public defenders and another 500 law students will complete five additional modules (they have completed 3) regarding the accusatorial system.
- \* 3,500 investigators from the three police corps will complete training in a basic investigator course. The linkage between police and prosecutors in the investigation stage will be strengthened.
- \* Unified curriculum for basic investigator training will be developed and a committee to review and adopt it at the three schools of the investigative corps will be formed .
- \* A technical study will be completed to determine a nationwide strategy for the creation of appropriate evidence storage facilities.
- \* 100 Colombian made ICITAP financed crime scene kits will be used in the investigator training and will be in operation in the special units.
- \* 10,000 investigator manuals will be in use by the total of investigators to serve as reference manual for the investigation of major offenses.
- \* The JSRP will support the PGO, PDO and SJC in reviewing law school curricula in order to enhance the academic (as opposed to practical training) preparation of new prosecutors, defenders and judges under the framework of the 1991 Constitution's accusatorial system.
- \* The PGO automated information system will be fully tested and in operation in the two largest regions (Bogota y Medellin) managed by the Fiscalia.
- \* The Ministry of Justice will implement an integrated information system that will link at least three justice institutions.
- \* Three additional Casas de Justicia will be implemented in Cali, Medellin and Ibague.
- \* Work will have begun with local NGOs to develop activities to promote human rights, civic awareness and justice reform.

- \* The PDO planning unit will have defined and developed a system for measuring Public Defender's productivity.

#### **Expected Achievements for FY98:**

- \* Implementation of six additional special units throughout Colombia and a strategy to institutionalize the philosophy, concepts, work methodology and procedures of the special units will be defined and implemented in half of the sectional prosecutors nationwide.
- \* 20 more court rooms will be equipped to allow judges trained in accusatory law to conduct oral trials.
- \* Institutionalization of prosecutor's and judge's new training and continuing education will have been achieved at the Escuela Judicial and the Escuela de Prosecutors.
- \* Institutionalized training program for public defenders.
- \* Implementation of information systems linking the investigative corps to the Special Units nationwide.
- \* Implementation of tracking time and caseload information system for the Fiscalia nationwide.
- \* Unified curriculum will be in use by the three investigative academies. Human rights courses become integral part of basic training offered at the judicial police academies.
- \* 4,500 investigators trained in basic investigative course (over and above the 3,500 investigators trained through FY97. This will complete first full round of training for all judicial police officers).
- \* Standardized operating procedures manual developed and in use by judicial police corps.
- \* Specialized investigative training tied to the special units: narcotics investigations, money laundering, corruption, terrorism, etc. Trainees would include all the members of the three judicial police corps and the entire office of Special Investigations of the AGO which deals with corruption, illicit enrichment and human rights.
- \* Support the implementation of evidence storage facilities through technical assistance and required equipments.
- \* Support the implementation of an information system for Public Defender's Planning Unit.
- \* Implement human rights and civic education activities through local NGOs.

- \* Inauguration of five additional Casas de Justicia.
- \* Strengthen ADR mechanisms through the Houses of Justices.

**Expected achievements for FY99:**

- \* Curricula of leading law schools converted to accusatory system of justice.
- \* Standardized operational and administrative policies will be implemented and in use by the three judicial police corps.
- \* ICITAP training program institutionalized at police training schools
- \* Creation of an interagency judicial police academy, underway.
- \* Bar associations will have developed continuing education programs on accusatory systems.
- \* Colombian NGOs will be administering a variety of self-financed programs in civic education, human rights, ethics, and opinion polling in the justice sector.

**B. Special Objective: *Improve management of environmental endowments and other natural resources funding mechanisms to ensure long-term, sustainable financing.***

**1. Performance Analysis**

Colombia and the United States entered into a joint debt reduction management agreement known as the Council of the Americas. The agreement allows the GOC to convert interest owed on the official debt to the USG into local currency, which is then deposited into a special account (the Americas fund) and used to support environmental improvement projects managed by Colombian NGOs. The implementing entity for the program is ECOFONDO, but the fund is administered by an eight member Council. USAID/REP serves as the official representative of the US Government in the Council and has played a leading role in the development of the EAI.

**a. 1996 accomplishments attributable to USAID interventions contributing towards the expected results under the Special Objective.**

- \* The Council designed a strategy to use the Americas Fund resources to develop investment plans, design selection criteria for projects to be financed by the Fund, and draft bylaws for the operation of the Council and the Fund.

- \* USAID/Colombia and ECOFONDO signed a Cooperative Agreement in the amount of \$120,000 in September 1996 in order to improve the administrative/management capabilities of ECOFONDO. The CA is specifically intended to help ECOFONDO develop:
  - 1) a strategic plan for improving Colombia's environmental situation via improvement and/or recuperation projects, policy development lobbying, and so on. An extremely important element of this strategy work is the development of impact indicators and tracking systems. Work has not begun on this element.
  - 2) a financial self sufficiency plan designed to put ECOFONDO's financial house in order and secure a clear vision of the organization's financial future. Work is underway here and is expected to be completed by March 31, 1997.
  - 3) a program aimed at strengthening ECOFONDO's projects management unit. Work is also underway here and should be completed by the end of FY1997.
- \* EAI Council approved the first package of nine projects financed with EAI funds that will be implemented by Colombian Environmental and Child Survival NGOs. A second package of 68 proposals to be funded by EAI is being reviewed. Approximately 20-25 proposals are expected to comply with the project selection criteria.
- \* ECOFONDO inaugurated its new building in October, 1996. This building was financed with EAI funds pursuant to USAID approval.

**b. Assessment of Performance-Progress to Date:**

Reversal and recuperation of the distressing trends in the biodiversity are high priorities for the GOC and environmental NGOs. Just over three years ago, the GOC and USG agreed that the best way to attack these problems was to establish an environmental investment fund under the Enterprise of the Americas Initiative, Colombia is unusual among the EAI countries in that the Bilateral Accord mandates 1) Development of the fund and; 2) Development and strengthening of the Federation of Environmental NGO's known as ECOFONDO.

As part of the same agreement, ECOFONDO was named to serve as Executive Secretary to the Council of the Americas. In that capacity, it plays a leading role in carrying out the Council's administrative and managerial tasks, and in designing, managing and evaluating the projects approved by the Council. ECOFONDO is a large but quite new (late 1993) organization, lacking managerial experience. Thus, USAID utilized funding to provide short term technical assistance and training resources to provide institutional training. This assistance is allowing ECOFONDO to become a strong, competent, and permanent entity capable of supporting the Council of the Americas in its management of the Americas fund, as well as a source of technical and management assistance to NGOs.

**Intermediate Result 1:** Establishment of an Environmental Endowment as part of a self-sufficient and large financial strategy.

While substantial work has been done both through the EAI Council and ECOFONDO itself in terms of getting the investment fund up and running, much remains to be done, particularly in terms of identifying, designing and implementing quality, impact oriented environmental investment projects. As is noted above, policy framework documents for the EAI activity itself have been developed and approved at the country level by the GOC, ECOFONDO, and USAID, and where necessary, by the EAI Board in Washington.

The major sticking points continue to be ECOFONDO's ability to develop acceptable projects for financing under the Americas' Fund, and its ability to plan adequately in terms of its financial future and what it hopes to do in improving the environment.

With respect to Projects, ECOFONDO as a whole and its Project Unit in particular have had considerable difficulty in grasping the importance developing projects which have clear, measurable impact oriented goals regarding the environment. This weakness has resulted in presentation of unacceptable project proposals to the EAI Council which have had to be rejected or returned for significant amounts of additional design work. Consequently, we are behind in terms of having environmental projects up and running which would help ameliorate Colombia's increasingly severe environmental situation.

As noted above, a Cooperative Agreement was signed late last Fiscal Year which is intended in part to deal with this problem. We expect that assistance work with the Project Unit will be completed this Fiscal Year.

The Specific Objective has no indicators that could be used to demonstrate gender impact. ECOFONDO is finally becoming organized and has just begun the process of analyzing and suggesting projects to be approved by the Administrative Council of the Enterprise for the Americas Initiative. As a result, the Mission has not been able to establish any indicators that would report the impact on gender or ethnic issues. Nonetheless, the Mission plans to establish indicators and collect data that will show the impact of gender in the environment. These indicators will be drafted once the projects are approved. Some potential project activities will be directly oriented to aid women in specific geographical areas.

|   |             |                |               |
|---|-------------|----------------|---------------|
| <b>OBJECTIVE:</b> Improve management of environmental endowments and other natural resources funding mechanisms to ensure long-term, sustainable financing.   |             |                |               |
| <b>APPROVED:</b> Colombia Action Plan FY 96-97 05/09/95 <b>COUNTRY/ORGANIZATION:</b> USAID/Colombia   |             |                |               |
| <b>RESULT NAME:</b> Establishment of an environmental endowment as part of a self-sufficient and large financial strategy.  |             |                |               |
| <b>INDICATOR:</b> Development and implementation of a long-term self-sufficient financial strategy.   |             |                |               |
| <b>UNIT OF MEASURE:</b> percentage  | <b>YEAR</b> | <b>PLANNED</b> | <b>ACTUAL</b> |
| <b>SOURCE:</b> EAI Administrative Council & ECOFONDO  | 1996        |                | 20%           |
| <b>INDICATOR DESCRIPTION:</b>   | 1997        | 80%            |               |
| <b>COMMENTS:</b>  | 1998        | 90%            |               |
| Due to the decertification of Colombia, the funds assigned under this Special Objective (SO) to be programmed during FY/96 were kept on hold until August/96, when the final approval was obtained. This caused a delay in the development of the activities. | 1999        | 100%           |               |

**Intermediate Result 2:** Development of a Strategic Plan and implementation of and adequate Project Strategy that includes impact indicators and a monitoring system, placed and being used at ECOFONDO.

|   |             |                |               |
|---|-------------|----------------|---------------|
| <b>OBJECTIVE:</b> Improve management of environmental endowments and other natural resources funding mechanisms to ensure long-term, sustainable financing.   |             |                |               |
| <b>APPROVED:</b> Colombia Action Plan FY 96-97 05/09/95 <b>COUNTRY/ORGANIZATION:</b> USAID/Colombia   |             |                |               |
| <b>RESULT NAME:</b> Development of a Strategic Plan and implementation of and adequate Project Strategy that includes impact indicators and a monitoring system, placed and being used at ECOFONDO.   |             |                |               |
| <b>INDICATOR:</b> Development of a Strategic Plan and a Project Strategy implemented.   |             |                |               |
| <b>UNIT OF MEASURE:</b> percentage of activities carried out.   | <b>YEAR</b> | <b>PLANNED</b> | <b>ACTUAL</b> |
| <b>SOURCE:</b> ECOFONDO   | 1996        |                | 40%           |
| <b>INDICATOR DESCRIPTION:</b>   | 1997        | 60%            |               |
| <b>COMMENTS:</b>  | 1998        | 100 %          |               |
| ECOFONDO has hired an Economist and financial manager, among his responsibilities he will:<br>-Develop a Financial Strategy for ECOFONDO<br>-Review and analyze the investments done in the "Americas Account", with fund from the EAI.<br>-Supervise the administrative management capabilities of ECOFONDO. | 1999        |                |               |

## **2. Expected Progress**

**The following are the expected outcomes for FY97:**

- \* Improve financial and administrative management capabilities and practices of ECOFONDO.
- \* Develop a strategic plan and adequate project selection criteria for the use of EAI funds.
- \* Establish an environmental endowment fund.

For FY 98 and FY 99 the Mission expects to continue and complete the management, administrative and financial consolidation of ECOFONDO, the administrative NGO of the funds. The Mission hopes that by 1999 the local NGO will become better prepared and capable to manage the funds in a more independent way. This will produce a better system to approve grants to new projects and start the process of transferring the total responsibility for the management of EAI funds. The project termination date of the initiative is in 2002, when the Colombian organization should become 100% responsible for the project and its administration.

The Mission believes that it will have a major impact on the establishment and management of an environmental endowment for Colombia. It is also well positioned to act as a facilitator and catalyst for biodiversity protection activities in the country.

### **Expected progress for FY 1998**

- \* Over 60 new environmental and child survival projects running smoothly in different parts of the country.
- \* A good monitoring and follow up system established for the projects approved in 1997 and the ones to be approved in 1998, 1999 and following years.
- \* A safe and excellent Financial program for the management and administration of funds.
- \* Endowment Funds well organized, trustees named and working.
- \* Based on the previous experience using the new selection criterium system, the ability to select and approve projects will be improved and as a result more projects will be developed through the NGO's.

### **Expected progress for FY1999**

- \* Over 100 environmental and child survival projects running smoothly in different parts

of the country.

- \* Projects funded during FY1997 and FY1998 will be evaluated.
- \* A very strong administrative organization, ECOFONDO, totally organized to become able of carrying over all responsibilities of administration of funds once the EAI project ends in 2002.

### **C. CLOSEOUT REPORT: Population Program**

**Family Planning Activities:** On September 30, 1996, USAID/Colombia concluded the support offered to family planning activities in Colombia. This program provided substantial levels of development assistance which lead to a world-wide recognition of the national private service delivery system. Thanks to the development of family planning services and information activities led by PROFAMILIA, the country has reached one of the world's highest prevalence records regarding contraceptive use. PROFAMILIA offers 70% of total family planning services in Colombia. PROFAMILIA continues serving as a model for other countries. For more information see Annex A.

On September 30, 1996, USAID/Colombia phased out support to family planning activities in Colombia. In 1997, revenues from the endowment fund will be used primarily in the remodeling of small and medium sized clinics throughout the country and in purchasing of medical equipment in order to continue improving the quality of services. PROFAMILIA continues serving as a model for many other visiting countries. Under the initiative South, PROFAMILIA prepared a project that has been approved by the National Planning Department and UNFPA to organize and conduct a teaching school for regional interested countries. PROFAMILIA is an example of the success that was attained with the necessary financial resources, effective leadership, and competent and motivated personnel. PROFAMILIA's transition project began in July, 1992 and ended in September 1996. During this period a \$2.5 million annual grant, together with \$1.3 million (in pesos) as counterpart helped establish an endowment fund in the amount of \$6.0 million dollars. Using transition project funds allowed 140,960 new users to register in PROFAMILIA clinics. During that time 47,977 new sterilizations were performed and total contraceptive protection was afforded to 2,742,735 customers.

## **PART III - STATUS OF THE MANAGEMENT CONTRACT**

### **Strategic Objective changes or refinements**

USAID does not anticipate any changes in the Mission's current Strategic Objective or the Special Objective. The Mission is proposing some minor changes at the Intermediate Result

Level in order to accommodate for amendments made in the 1996-97 annual plan. As a result, USAID/Colombia proposes to change IR 4 (it encompasses information already presented under the SO indicator #3) and replace it with "Civil society actively involved in justice reform and alternative means of dispute resolution.". USAID would also like to eliminate IR5 and report its indicator #1 under IR3. The Mission would also like to change the wording of some indicators in order to directly reflect achievement or demonstrate progress towards the achievement of the SO results framework. These proposed changes will not harm or interfere with the accomplishment of the established SO.

USAID/Colombia proposes these changes after careful review of the Strategic and Special Objectives and the Intermediate Results Package. Over the last year the Mission has initiated a process of transforming the project portfolio into a results package portfolio. This is an on going process and will continue to evolve as the Mission evaluates activities, proposes new indicators to measure impact, and uses a results oriented approach to management. Teams have carefully examined indicators to ensure they truly reflect achievement of the SO results framework and where necessary they have proposed the aforementioned indicators which are expected to demonstrate progress towards SO achievement. The team has also decided to determine appropriate options for monitoring these achievements within a reengineering approach..

At this time, the Mission does not anticipate any changes in the management contract. USAID/Colombia will continue to manage and implement its activities with the present staff, although we will hire a USPSC Regional Democracy Officer (Ecuador/Colombia) in order to manage justice and democracy related activities. In a sense, USAID/Colombia represents the reengineered future of the Agency because it is small and focused. The Mission manages a \$11.0 million portfolio (current pipeline) with thirteen professional staff members. Even with these limited human resources, we believe that we have been able to accomplish a lot in the past year, as we hope that report attests.

## **PART IV - RESOURCE REQUEST**

Over the past several years, USAID/Colombia has undertaken a concerted effort to consolidate its development assistance program and reduce the number of management units in order to improve the Mission's strategic focus. With the level of resources under the different budget scenarios contemplated for FY97 and 98, USAID/Colombia will continue to focus on selected components of the existing Strategic Objective and Special Objective.

This section will lay out programs plans and resource requirements and request International Narcotics Control Resources in the amount of \$2.0 million for FY97 and another \$2.0 million for FY98 to support activities to be developed under Colombia's Strategic Objective.

### **A. Financial Plan**

*Strategic Objective 1. Improve the effectiveness of Colombia's judicial system, with an emphasis on the criminal branch, particularly the regional and other selected prosecutorial units and criminal courts.*

There is clear justification for continuing the JSRP as an essential component of US narcotics-related assistance to Colombia. This SO is of vital importance in pursuing the Agency's Democracy Building Strategic Goal and in supporting US Government foreign policy objectives. The United States has a strong interest in helping Colombia introduce judicial sector reforms that streamline operations and fortify the institutions that underpin democracy and address with an integral and balanced approach the problem of illegal drugs and corruption. At this time, USAID/Colombia requests \$2.0 million for FY97 and \$2.0 million more for FY98. Funds will be used to: complete training of the judicial police corps and complete the institutionalization of the training system for all court officers in the justice sector; expand the pilot Special Units operation system; purchase computer equipment and provide technical support to the PGO; support the information and planning unit of the PDO; support the institutional development and strengthening of the judges and prosecutors schools; augment the NGOs component; develop an effective public education program in several areas including civic education, human rights and corruption; develop a human rights component; develop a component to fight corruption and illicit enrichment at the AGO and the PGO; provide direction and long term planning for ADR mechanisms; and strengthen the Casas de Justicia Program.

*Special Objective: Improve management of environment endowments and other natural resources funding mechanisms to ensure long-term, sustainable financing.*

The Mission believes that it is in USG foreign policy interests to support Colombian efforts to preserve its rich and diverse ecosystems and that to do so is fully consistent with LAC Bureau objectives and the Summit of the Americas "Partnership for Biodiversity" initiative. Activities described above will be implemented as scheduled and the Mission foresees no need for

additional funding at this time.

## **B. Prioritization of Objectives**

In light of the already small and focused set of Mission objectives, it is not difficult to establish a priority ranking of SOs. The most important activity in our portfolio concentrates on judicial reform. This should be the last program cut under any scenario. It is ranked first in strategic importance because it is a US Government priority and encompasses most of the activities under the Mission Plan. Nonetheless, the environmental Special Objective is also ranked in a high strategic priority position because of the critical impact that it has in the conservation of biodiversity and the debt reduction agreement to support environmental improvement projects managed by Colombian NGOs.

The mission has attained significant progress towards achieving the Strategic and the Special Objective. The rather modest investments proposed in this R4 are critical in enabling the Mission to continue its work. The funding levels requested and justified will continue to be certain in order to achieve the results under the established objectives.

## **C. Linkage of Field Support, non-emergency title II and title III.**

The Mission anticipates the following services and support from G Bureau contracts and cooperative agreements. See also Table I Global Field Support.

Strategic objective:

- Rule of Law IQC - Improved Administration of Justice
- Rule of Law IQC - Access to Justice
- Alternative Dispute Resolution IQC
- Civil Society IQC - Institutional Capacity Building

Special Objective:

- GreenCom - to develop environmental education programs among ECOFONDO and its affiliated NGOs.
- WWF - to develop educational programs to help ECOFONDO's and its affiliated NGOs.
- TNC - to continue working with the Parks in Peril Project (centrally funded project)

USAID/Colombia has no PL-480 Program.

## **D. Workforce and OE.**

At this time, the Mission does not anticipate the need for additional funding to cover OE and staffing expenses. It also does not anticipate any changes that will force elimination any of the

20 US and FSN staffing positions. At present, we carry 8.5 program funded positions (US and FSN) and 11.5 OE or Trust Fund positions (US and FSN). USAID/Colombia will continue to manage and implement its activities with the present staff, although we would like to fill a USPSC vacant position and will fund half of the time of a USPSC Regional Democracy Officer (Ecuador/Colombia) in order to manage justice and democracy related activities. This last position will not be charged against Colombia's ceiling. The staffing pattern presently does not exceed currently authorized USDH and FSN ceilings.

## **E. Environmental Compliance**

The Mission plans to support the GOC and local NGOs in their efforts to protect Colombia's biodiversity, including a Special Objective in this area (treated in detail in this R4). In addition, the Nature Conservancy (TNC), through the regionally funded Parks in Peril Project (PIP), has continued to provide valuable support to four national parks/nature preserves in Colombia. The Mission Environmental Program Advisor maintains close contact with TNC and LAC/DR/E staff regarding PIP implementation and other regional environmental initiatives.

### **Recommendation for the AID/REP's position during FY98 and FY99**

#### **An AID/REP - or Not**

Bureau R4 instructions requested discussion of the merits of continuing AID/REP position in USAID/Colombia beyond FY1997. USAID/Colombia strongly recommends continuance of AID/REP position through the end of FY1999. The operational and budgetary implications of keeping the AID/REP position - or not -are as follows:

#### **Operational Implications**

The operational implications of deletion of the AID/REP position equally straightforward: Absence of a USDH who would direct the program would simply cause the USAID program to collapse in Colombia and fail the USG's foreign policy objectives insofar as justice and related counternarcotics goals are concerned.

The AID/REP provides the cohesion and leadership necessary to the effective use of USG foreign assistance resources in this country. The AID/REP directs and coordinates the work of the Department of Justice officers working under the Justice Sector Reform Program plus that of the Mission's FSN teams that implement other elements of the JSRP and the large environmental program. The AID/REP also represents USAID to the Embassy and Colombia in general, and participates in often extremely sensitive meetings with high level Embassy and/or GOC personnel regarding the direction and nature of developmental and counternarcotics

assistance to the country.

Absence of an AID Foreign Service Officer capable of overseeing all of this would result in chaos in the AID program and its termination in fairly short order. An FSO with the authority, experience and stature of a developmental professional is needed to provide the vision and discipline necessary to continuance of AID's work here. Alternative measures such as direction the program from Ecuador, by means of a contract supervisor, or by an FSO from another USG agency will not suffice since these arrangements would not be able to focus the managerial, directive and visionary attributes requisite to leading an AID program in one person, and allow that to happen, on site and full time.

In sum, if the AID/REP position is eliminated, the program should be terminated within a short time of that decision.

### **Budgetary Implications**

Current OE cost projections for support of a USDH at post, with all attendant benefits and allowances (assuming three dependents, two of school age, and turnover of USDH in FY1997) are

FY1997 \$138,646

FY1998 \$53,838

FY1999 \$89,675

Obviously, were there no AID/REP in Colombia over the planning period, these costs would not be incurred for FY1998 and FY1999, with the exception of some small residual closeout costs in 1998 relating to the AID/REP's departure.

### **Close Out Plan**

Conceptual, planning and operational considerations discussed in 95 State cable 214384 are too complex and complicated to be addressed in this document. A close reading of the cable shows that development of any such plan will require participation of Bureau personnel with Mission personnel on the ground in Colombia, not to mention numerous other players. At the same time, as is noted elsewhere in the R4, USAID/Colombia will be undertaking design work necessary to the obligation of substantial funding increments in FY's 1997 and 1998. That design work and the closeout planning will need to be done together and in a complementary fashion in order to assure full consideration of the numerous and complex points raised in the cable.

## ANNEX A

### **Profamilia Transition Project Expansion and Improvement of Family Planning Programs in Latin America and the Caribbean: the Transition to Sustainable Programs (CCP-3065-A-00-2018-00)**

USAID/Colombia phased out support to family planning activities in Colombia, last September 30th, 1996. This program provided a substantial level of development assistance to Colombian family planning efforts which produced a world-recognized national private service delivery system.

Thanks to the development of family planning services and information activities, led by PROFAMILIA, the country has reached one of the highest prevalence records in the world regarding contraceptive use. Close to 92% of all married or "in-union" women of reproductive age (15 - 49) have used any form of contraception during their life, and 72% of them are currently using it. Furthermore, 75% of non-married women who are sexually active use some form of contraception.

Sterilization is the most common family planning method used by married or "in-union" women (25.7%); the pill and IUD are the second most used (13% and 11% respectively). Close to 11% use traditional methods such as rhythm and withdrawal. Other methods used are: condoms (4.3%), injectable (2.5%), spermicide (1.4%), others (3%).

Directly or indirectly, PROFAMILIA offers 70% of total family planning services in country plus a number of other related reproductive health services for women, men and adolescents, as well as legal counseling for families and women, dental services, a youth center, a clinic for men, and a number of ambulatory surgery centers throughout the country. PROFAMILIA continues approaching self-sufficiency through diversification of services; for example, during 1996 total institutional expenses amounted 25 million dollars, of which 76% were locally generated by services, financial investments and internal recuperation. Of the total of clients served during 1996, 70% were women and 30% were men.

This is one of the most successful USAID population programs in the world to obtain self-sufficiency.

In 1997 revenues from the USAID Endowment fund will be used primarily in the remodeling of small and medium clinics throughout the country and in the purchasing of medical equipment in order to continue improving the quality of services and surgery techniques and procedures.

PROFAMILIA continues serving as a model for many other developing countries worldwide. Under the initiative South-South, PROFAMILIA prepared a project which has been approved

by the National Planning Department and UNFPA to organize and conduct a teaching school for regional countries. This initiative will require financing and donor assistance.

PROFAMILIA is an example of the success that any public or private program can attain if it has the necessary financial resources, effective leadership, and competent and motivated personnel.

## **TRANSITION PROJECT**

The TRANSITION PROJECT was created as a cooperative agreement between IPPF/WHR and USAID to expand and improve family planning services and obtain sustainability in the Latin American and Caribbean Family Planning Associations.

In the case of PROFAMILIA, the TRANSITION PROJECT had the following specifications:

1. Three-year term beginning July, 1992; at the end of this term financial aid as well as commodities from USAID were to be discontinued as effectively happened last September 30, 1996. One-year no-cost extension had been granted in September 1995.
2. During this period annual donations of 2.5 million dollars were assigned to reinforce PROFAMILIA's infrastructure by means of:
  - improvement of several clinics
  - equipment
  - training of personnel
  - information, education, communication
  - improved management systems.
3. Establishment of an Endowment Fund in the amount of US\$6 million dollars; this Fund would earn interest which could be used by PROFAMILIA at the end of the TRANSITION PROJECT.

## **STRATEGIES USED TO REACH THE OBJECTIVES OF THE PROJECT:**

1. Expand and increment charges for services under the diversification project, that is reproductive health activities and related services other than family planning.
2. Lower rates without affecting quality of services, that is, increase "Cost-benefit".
3. Make more dynamic and active the Social Marketing and Services program (contracts with other entities).

4. Permanently evaluate all aspects related to quality of services, sustainability, number and user's profile, in order to increment results by using information obtained.

## **RESULTS**

### **Programmatic**

1. During the 3-year Transition Project, a total of 140,960 new users were registered at different PROFAMILIA clinics; also 47,977 new voluntary sterilizations were provided and a total of 2,742,735 couple years protection were offered.

### **Financial**

1. PROFAMILIA's total annual income increased from US\$7.213M in 1986, to US\$21.251M in 1996.
2. The income during 1993 and 1994 reported higher (27% annual), mainly due to the US\$1.3 million from the Transition Project.
3. In view of tremendous increase in services, total expenses increased from US\$6.931M in 1986, to US\$20.762M in 1995.
4. Operational sustainability increased from 42.5% in 1986, to 75% in 1995.
5. In June 1996, the Endowment Fund had earned interests in the amount of US\$1.468M amounting to a total worth of US\$7.468M.

### **Other Results**

1. Transition Project money was also used to improve quality of services, to remodel several PROFAMILIA clinics, to get new medical equipment, to improve systems management and to train a large number of the employees of PROFAMILIA throughout the country.

As an example of results achieved during the life of the project, please refer to the following charts:

# COLOMBIA

## PREVALENCE RATE AMONG WOMEN IN FERTILE AGE MARRIED OR IN UNION 1969 - 1995

| YEAR | RATE |
|------|------|
| 1969 | 20   |
| 1976 | 43   |
| 1978 | 46   |
| 1980 | 51   |
| 1986 | 65   |
| 1990 | 66   |
| 1995 | 72   |

## TOTAL FERTILITY RATE 1969 - 1995

| YEAR | RATE |
|------|------|
| 1969 | 6.7  |
| 1973 | 4.5  |
| 1976 | 4.4  |
| 1978 | 3.8  |
| 1980 | 3.6  |
| 1983 | 3.3  |
| 1985 | 3.2  |
| 1990 | 2.9  |
| 1995 | 2.8  |

**GROWTH RATE**  
**1965 - 2000**

|                  | <b>GROWTH RATE</b> | <b>GROWTH</b>  |
|------------------|--------------------|----------------|
| <b>RATE/YEAR</b> | <b>TOTAL</b>       | <b>NATURAL</b> |
| 1965-1970        | 2.87               | 3.16           |
| 1970-1975        | 2.32               | 2.58           |
| 1975-1980        | 2.20               | 2.51           |
| 1980-1985        | 2.10               | 2.28           |
| 1985-1990        | 1.87               | 2.13           |
| 1990-1995        | 1.85               | 1.88           |
| 1995-2000        | 1.70               | 1.82           |

**USAID FY 1997 Budget Request by Program/Country  
(\$000)**

26-Feb-97  
08:55 AM

Country/Program: Colombia/USAID

| S.O. #   | Title        | Est. SO Pipeline at end of FY 96 | FY 1997 Request  |                     |                       |                            |                       |            |                |          |              |          | Est Expend. FY 97 | Est Total cost life of SO | Mortgage at end of 1997 |          |
|--|--------------|----------------------------------|------------------|---------------------|-----------------------|----------------------------|-----------------------|------------|----------------|----------|--------------|----------|-------------------|---------------------------|-------------------------|----------|
|  |              |                                  | Approp Acct      | Bilateral/Field Spt | FY 1997 Total Request | Basic Education for Chldrn | Other Economic Growth | Population | Child Survival | HIV/AIDS | Other Health | Environ  |                   |                           |                         | D/G      |
| <b>SO 1: Improve the effectiveness of the Colombian Criminal Justice System with emphasis on the regional and other selected prosecutorial units and courts.</b> |              |                                  |                  |                     |                       |                            |                       |            |                |          |              |          |                   |                           |                         |          |
|  | Bilateral    | 11,000                           | 2,000,000        | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | Field Spt    |                                  | 0                | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | <b>Total</b> | <b>11,000</b>                    | <b>2,000,000</b> | <b>0</b>            | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                | <b>0</b> |
| <b>SO 2: (Type in approved full title of SO here)</b>  |              |                                  |                  |                     |                       |                            |                       |            |                |          |              |          |                   |                           |                         |          |
|  | Bilateral    |                                  | 0                | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | Field Spt    |                                  | 0                | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | <b>Total</b> | <b>0</b>                         | <b>0</b>         | <b>0</b>            | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                | <b>0</b> |
| <b>SO 3: (Type in approved full title of SO here)</b>  |              |                                  |                  |                     |                       |                            |                       |            |                |          |              |          |                   |                           |                         |          |
|  | Bilateral    |                                  | 0                | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | Field Spt    |                                  | 0                | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | <b>Total</b> | <b>0</b>                         | <b>0</b>         | <b>0</b>            | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                | <b>0</b> |
| <b>SO 4: (Type in approved full title of SO here)</b>  |              |                                  |                  |                     |                       |                            |                       |            |                |          |              |          |                   |                           |                         |          |
|  | Bilateral    |                                  | 0                | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | Field Spt    |                                  | 0                | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | <b>Total</b> | <b>0</b>                         | <b>0</b>         | <b>0</b>            | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                | <b>0</b> |
| <b>SSO 1 Improve management of environmental endowments and other natural resources funding mechanisms to ensure long term sustainable financing.</b>            |              |                                  |                  |                     |                       |                            |                       |            |                |          |              |          |                   |                           |                         |          |
|  | Bilateral    | 118                              | 0                | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | Field Spt    |                                  | 0                | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | <b>Total</b> | <b>118</b>                       | <b>0</b>         | <b>0</b>            | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                | <b>0</b> |
| <b>SSO 2 (Type in approved full title of SO here)</b>  |              |                                  |                  |                     |                       |                            |                       |            |                |          |              |          |                   |                           |                         |          |
|  | Bilateral    |                                  | 0                | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | Field Spt    |                                  | 0                | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | <b>Total</b> | <b>0</b>                         | <b>0</b>         | <b>0</b>            | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                | <b>0</b> |
| <b>SPO 1 (Type in approved full title of SPO here)</b>   |              |                                  |                  |                     |                       |                            |                       |            |                |          |              |          |                   |                           |                         |          |
|  | Bilateral    |                                  | 0                | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | Field Spt    |                                  | 0                | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | <b>Total</b> | <b>0</b>                         | <b>0</b>         | <b>0</b>            | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                | <b>0</b> |
| <b>SPO 2 (Type in approved full title of SPO here)</b>   |              |                                  |                  |                     |                       |                            |                       |            |                |          |              |          |                   |                           |                         |          |
|  | Bilateral    |                                  | 0                | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | Field Spt    |                                  | 0                | 0                   | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 | 0                         | 0                       | 0        |
|  | <b>Total</b> | <b>0</b>                         | <b>0</b>         | <b>0</b>            | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                | <b>0</b> |
| <b>Total Bilateral</b>   |              |                                  | <b>2,000,000</b> | <b>0</b>            | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                | <b>0</b> |
| <b>Total Field Support</b>   |              |                                  | <b>0</b>         | <b>0</b>            | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                | <b>0</b> |
| <b>TOTAL PROGRAM</b>   |              |                                  | <b>11,118</b>    | <b>2,000,000</b>    | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                | <b>0</b> |

| <b>FY 97 Budget Request by Appropriation - (\$000's)</b> |   |
|--|---|
| Development Assistance                                   | 0 |
| Development Fund for Africa                              | 0 |
| Economic Support Funds                                   | 0 |
| SEED   | 0 |
| FSA  | 0 |
| PL 480 Title II  | 0 |
| PL 480 Title III   | 0 |
| Micro & Small Ent. Dev. Credit Program                   | 0 |
| Housing Investment Guarantee Program                     | 0 |
| Enhanced Credit Program                                  | 0 |
| Disaster Assistance                                      | 0 |

USAID FY 1998 Budget Request by Program/Country  
(\$000)

26-Feb-97  
08:55 AM

Country/Program: Colombia/USAID

| S.O. #, Title   | Approp Acct | Bilateral/ Field Spt | Est. SO Pipeline at end of FY 97 | FY 1998 Request       |                            |                       |            |                |          |              |         | Est Expend. FY 98 | Est Total cost life of SO | Mortgage at end of 1998 |
|---|-------------|----------------------|----------------------------------|-----------------------|----------------------------|-----------------------|------------|----------------|----------|--------------|---------|-------------------|---------------------------|-------------------------|
|   |             |                      |                                  | FY 1998 Total Request | Basic Education for Chldrn | Other Economic Growth | Population | Child Survival | HIV/AIDS | Other Health | Environ |                   |                           |                         |
| SO 1: Improve the effectiveness of the Colombian Criminal Justice System with emphasis on the regional and other selected prosecutorial units and courts. |             |                      |                                  |                       |                            |                       |            |                |          |              |         |                   |                           |                         |
|   | Bilateral   |                      | 3,235                            | 2,000,000             | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Field Spt   |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Total       |                      | 3,235                            | 2,000,000             | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 | 0                         | 0                       |
| SO 2: (Type in approved full title of SO here)  |             |                      |                                  |                       |                            |                       |            |                |          |              |         |                   |                           |                         |
|   | Bilateral   |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Field Spt   |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Total       |                      | 0                                | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 | 0                         | 0                       |
| SO 3: (Type in approved full title of SO here)  |             |                      |                                  |                       |                            |                       |            |                |          |              |         |                   |                           |                         |
|   | Bilateral   |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Field Spt   |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Total       |                      | 0                                | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 | 0                         | 0                       |
| SO 4: (Type in approved full title of SO here)  |             |                      |                                  |                       |                            |                       |            |                |          |              |         |                   |                           |                         |
|   | Bilateral   |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Field Spt   |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Total       |                      | 0                                | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 | 0                         | 0                       |
| SSO 1 Improve management of environmental endowments and other natural resources funding mechanisms to ensure long term sustainable financing.            |             |                      |                                  |                       |                            |                       |            |                |          |              |         |                   |                           |                         |
|   | Bilateral   |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Field Spt   |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Total       |                      | 0                                | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 | 0                         | 0                       |
| SSO 2 (Type in approved full title of SO here)  |             |                      |                                  |                       |                            |                       |            |                |          |              |         |                   |                           |                         |
|   | Bilateral   |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Field Spt   |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Total       |                      | 0                                | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 | 0                         | 0                       |
| SPO 1 (Type in approved full title of SPO here)   |             |                      |                                  |                       |                            |                       |            |                |          |              |         |                   |                           |                         |
|   | Bilateral   |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Field Spt   |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Total       |                      | 0                                | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 | 0                         | 0                       |
| SPO 2 (Type in approved full title of SPO here)   |             |                      |                                  |                       |                            |                       |            |                |          |              |         |                   |                           |                         |
|   | Bilateral   |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Field Spt   |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
|   | Total       |                      | 0                                | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 | 0                         | 0                       |
| Total Bilateral   |             |                      |                                  | 2,000,000             | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
| Total Field Support   |             |                      |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 |                           |                         |
| TOTAL PROGRAM   |             |                      |                                  | 3,235                 | 2,000,000                  | 0                     | 0          | 0              | 0        | 0            | 0       | 0                 | 0                         | 0                       |

| FY 98 Budget Request by Appropriation - (\$000's) |   |
|---|---|
| Development Assistance                            | 0 |
| Development Fund for Africa                       | 0 |
| Economic Support Funds                            | 0 |
| SEED  | 0 |
| FSA   | 0 |
| PL 480 Title II                                   | 0 |
| PL 480 Title III                                  | 0 |
| Micro & Small Ent. Dev. Credit Program            | 0 |
| Housing Investment Guarantee Program              | 0 |
| Enhanced Credit Program                           | 0 |
| Disaster Assistance                               | 0 |

**USAID FY 1999 Budget Request by Program/Country**  
(\$000)

26-Feb-97  
08:55 AM

Country/Program: Colombia/USAID

| S.O. #   | Title | Approp Acct | Bilateral/Field Spt | Est. SO Pipeline at end of FY 98 | FY 1999 Request       |                            |                       |            |                |          |              |          | Est Expend. FY 99 | Est Total cost life of SO | Mortgage at end of 1999 |
|--|-------|-------------|---------------------|----------------------------------|-----------------------|----------------------------|-----------------------|------------|----------------|----------|--------------|----------|-------------------|---------------------------|-------------------------|
|  |       |             |                     |                                  | FY 1999 Total Request | Basic Education for Chldrn | Other Economic Growth | Population | Child Survival | HIV/AIDS | Other Health | Environ  |                   |                           |                         |
| <b>SO 1: Improve the effectiveness of the Colombian Criminal Justice System with emphasis on the regional and other selected prosecutorial units and courts.</b> |       |             |                     |                                  |                       |                            |                       |            |                |          |              |          |                   |                           |                         |
|  |       |             | Bilateral           | 2,000,000                        | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | Field Spt           |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | <b>Total</b>        | <b>2,000,000</b>                 | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                |
| <b>SO 2: (Type in approved full title of SO here)</b>  |       |             |                     |                                  |                       |                            |                       |            |                |          |              |          |                   |                           |                         |
|  |       |             | Bilateral           |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | Field Spt           |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | <b>Total</b>        | <b>0</b>                         | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                |
| <b>SO 3: (Type in approved full title of SO here)</b>  |       |             |                     |                                  |                       |                            |                       |            |                |          |              |          |                   |                           |                         |
|  |       |             | Bilateral           |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | Field Spt           |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | <b>Total</b>        | <b>0</b>                         | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                |
| <b>SO 4: (Type in approved full title of SO here)</b>  |       |             |                     |                                  |                       |                            |                       |            |                |          |              |          |                   |                           |                         |
|  |       |             | Bilateral           |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | Field Spt           |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | <b>Total</b>        | <b>0</b>                         | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                |
| <b>SSO 1 Improve management of environmental endowments and other natural resources funding mechanisms to ensure long term sustainable financing.</b>            |       |             |                     |                                  |                       |                            |                       |            |                |          |              |          |                   |                           |                         |
|  |       |             | Bilateral           |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | Field Spt           |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | <b>Total</b>        | <b>0</b>                         | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                |
| <b>SSO 2 (Type in approved full title of SO here)</b>  |       |             |                     |                                  |                       |                            |                       |            |                |          |              |          |                   |                           |                         |
|  |       |             | Bilateral           |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | Field Spt           |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | <b>Total</b>        | <b>0</b>                         | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                |
| <b>SPO 1 (Type in approved full title of SPO here)</b>   |       |             |                     |                                  |                       |                            |                       |            |                |          |              |          |                   |                           |                         |
|  |       |             | Bilateral           |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | Field Spt           |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | <b>Total</b>        | <b>0</b>                         | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                |
| <b>SPO 2 (Type in approved full title of SPO here)</b>   |       |             |                     |                                  |                       |                            |                       |            |                |          |              |          |                   |                           |                         |
|  |       |             | Bilateral           |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | Field Spt           |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
|  |       |             | <b>Total</b>        | <b>0</b>                         | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                |
| <b>Total Bilateral</b>   |       |             |                     |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
| <b>Total Field Support</b>   |       |             |                     |                                  | 0                     | 0                          | 0                     | 0          | 0              | 0        | 0            | 0        | 0                 |                           |                         |
| <b>TOTAL PROGRAM</b>   |       |             |                     | <b>2,000,000</b>                 | <b>0</b>              | <b>0</b>                   | <b>0</b>              | <b>0</b>   | <b>0</b>       | <b>0</b> | <b>0</b>     | <b>0</b> | <b>0</b>          | <b>0</b>                  | <b>0</b>                |

| FY 99 Budget Request by Appropriation - (\$000's) |   |
|---|---|
| Development Assistance                            | 0 |
| Development Fund for Africa                       | 0 |
| Economic Support Funds                            | 0 |
| SEED  | 0 |
| FSA   | 0 |
| PL 480 Title II                                   | 0 |
| PL 480 Title III                                  | 0 |
| Micro & Small Ent. Dev. Credit Program            | 0 |
| Housing Investment Guarantee Program              | 0 |
| Enhanced Credit Program                           | 0 |
| Disaster Assistance                               | 0 |

6/1

# GLOBAL FIELD SUPPORT

| Objective Name  | Field Support: Activity Title & Number              | Priority *  | Duration | Estimated Funding (\$000) |               |                |               |                |               |           |
|---|---|-------------|----------|---------------------------|---------------|----------------|---------------|----------------|---------------|-----------|
|   |   |             |          | FY 1997                   |               | FY 1998        |               | FY 1999        |               |           |
|   |   |             |          | Obligated by:             |               | Obligated by:  |               | Obligated by:  |               |           |
|   |   |             |          | Operating Unit            | Global Bureau | Operating Unit | Global Bureau | Operating Unit | Global Bureau |           |
| S.O.1: Improve effectiveness of Colombian Criminal Justice System               | Rule of Law IQC - Improve Administration of Justice | Medium      | 1 year   | ---                       | 25            | ----           | ---           | ----           | ---           | ---       |
|   | Rule of Law IQC - Access to Justice                 | Medium-High | 2 years  | ----                      | 25            | ----           | ---           | ----           | ----          | ----      |
|   | Alternative Dispute Resolution IQC                  | Medium-High | 2 years  | ----                      | 30            | ----           | 30            | ----           | ---           | 10        |
|   | Civil Society IQC - Institutional Capacity Building | High        | 2 years  | ----                      | 50            | ----           | 25            | ----           | ---           | 10        |
| Improve management of environmental endowments to ensure sustainable financing. | GreenCom - Educational programs                     | High        | 2 years  | ----                      | 50            | ----           | 25            | ----           | ---           | 10        |
|   | WWF - Educational programs (**)                     | Medium-High | 1 year   | ----                      | 30            | ----           | 30            | ----           | ---           | 10        |
|   | TNC - Parks in Peril Project (**)                   | Medium-High | 1 year   | ----                      | 50            | ----           | 30            | ----           | ---           | 10        |
| <b>GRAND TOTAL.....</b>   |   |             |          | ----                      | <b>260</b>    | ----           | <b>140</b>    | ----           | <b>---</b>    | <b>50</b> |

\*For Priorities use high, medium-high, medium, medium-low, low  
 \*\* From LAC Bureau

50

OPERATING EXPENSE BUDGET REQUEST

Org. Title: USAID/COLOMBIA

Org. No: 514

OC

OC

|      |   | Overseas Mission Budgets       |       |       |                                |       |       |                                |       |       |
|------|---|--------------------------------|-------|-------|--------------------------------|-------|-------|--------------------------------|-------|-------|
|      |   | FY 97                          |       |       | FY 98                          |       |       | FY 99                          |       |       |
|      |   | Dollars                        | TF    | Total | Dollars                        | TF    | Total | Dollars                        | TF    | Total |
|      |   | Dollars                        | TF    | Total | Dollars                        | TF    | Total | Dollars                        | TF    | Total |
| 11.1 | <b>Personnel compensation, full-time permanent</b>      | Do not enter data on this line |       |       | Do not enter data on this line |       |       | Do not enter data on this line |       |       |
| 11.1 | Base Pay & pymt. for annual leave balances - FNDH       | 46.4                           | 0.0   | 46.4  | 57.0                           |       | 57.0  | 57.2                           |       | 57.2  |
|      | <b>Subtotal OC 11.1</b>                                 | 46.4                           | 0.0   | 46.4  | 57.0                           | 0.0   | 57.0  | 57.2                           | 0.0   | 57.2  |
| 11.3 | <b>Personnel comp. - other than full-time permanent</b> | Do not enter data on this line |       |       | Do not enter data on this line |       |       | Do not enter data on this line |       |       |
| 11.3 | Base Pay & pymt. for annual leave balances - FNDH       |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0   |
|      | <b>Subtotal OC 11.3</b>                                 | 0.0                            | 0.0   | 0.0   | 0.0                            | 0.0   | 0.0   | 0.0                            | 0.0   | 0.0   |
| 11.5 | <b>Other personnel compensation</b>                     | Do not enter data on this line |       |       | Do not enter data on this line |       |       | Do not enter data on this line |       |       |
| 11.5 | <b>USDH</b>   |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0   |
| 11.5 | <b>FNDH</b>   | 17.8                           |       | 17.8  | 23.2                           |       | 23.2  | 24.8                           |       | 24.8  |
|      | <b>Subtotal OC 11.5</b>                                 | 17.8                           | 0.0   | 17.8  | 23.2                           | 0.0   | 23.2  | 24.8                           | 0.0   | 24.8  |
| 11.8 | <b>Special personal services payments</b>               | Do not enter data on this line |       |       | Do not enter data on this line |       |       | Do not enter data on this line |       |       |
| 11.8 | USPSC Salaries  |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0   |
| 11.8 | FN PSC Salaries   |                                | 221.3 | 221.3 |                                | 248.7 | 248.7 |                                | 289.0 | 289.0 |
| 11.8 | IPA/Details-In/PASAs/RSSAs Salaries                     |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0   |
|      | <b>Subtotal OC 11.8</b>                                 | 0.0                            | 221.3 | 221.3 | 0.0                            | 248.7 | 248.7 | 0.0                            | 289.0 | 289.0 |
| 12.1 | <b>Personnel benefits</b>                               | Do not enter data on this line |       |       | Do not enter data on this line |       |       | Do not enter data on this line |       |       |
| 12.1 | <b>USDH benefits</b>                                    | Do not enter data on this line |       |       | Do not enter data on this line |       |       | Do not enter data on this line |       |       |
| 12.1 | Educational Allowances                                  |                                | 31.9  | 31.9  |                                | 15.5  | 15.5  |                                |       | 0.0   |
| 12.1 | Cost of Living Allowances                               |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0   |
| 12.1 | Home Service Transfer Allowances                        | 6.6                            | 0.0   | 6.6   |                                |       | 0.0   | 14.3                           |       | 14.3  |
| 12.1 | Quarters Allowances                                     |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0   |
| 12.1 | Other Misc. USDH Benefits                               | 0.7                            | 31.1  | 31.8  | 0.7                            | 20.4  | 21.1  |                                | 22.7  | 22.7  |
| 12.1 | <b>FNDH Benefits</b>                                    | Do not enter data on this line |       |       | Do not enter data on this line |       |       | Do not enter data on this line |       |       |
| 12.1 | Payments to the FSN Separation Fund - FNDH              |                                |       | 0.0   | 38.4                           |       | 38.4  | 42.0                           |       | 42.0  |
| 12.1 | Other FNDH Benefits                                     | 8.8                            |       | 8.8   | 10.8                           |       | 10.8  | 10.9                           |       | 10.9  |
| 12.1 | <b>US PSC Benefits</b>                                  |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0   |
| 12.1 | <b>FN PSC Benefits</b>                                  | Do not enter data on this line |       |       | Do not enter data on this line |       |       | Do not enter data on this line |       |       |
| 12.1 | Payments to the FSN Separation Fund - FN PSC            |                                |       | 0.0   |                                |       | 0.0   | 32.2                           |       | 32.2  |
| 12.1 | Other FN PSC Benefits                                   |                                |       | 0.0   |                                |       | 0.0   | 91.7                           |       | 91.7  |
| 12.1 | <b>IPA/Detail-In/PASA/RSSA Benefits</b>                 |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0   |

OPERATING EXPENSE BUDGET REQUEST

Org. Title: USAID/COLOMBIA  
 Org. No: 514  
 OC

|      |  | Overseas Mission Budgets       |      |       |                                |      |       |                                |       |       |
|------|--|--------------------------------|------|-------|--------------------------------|------|-------|--------------------------------|-------|-------|
|      |  | FY 97                          |      |       | FY 98                          |      |       | FY 99                          |       |       |
|      |  | Dollars                        | TF   | Total | Dollars                        | TF   | Total | Dollars                        | TF    | Total |
|      | <b>Subtotal OC 12.1</b>                            | 16.1                           | 63.0 | 79.1  | 49.9                           | 35.9 | 85.8  | 67.2                           | 146.6 | 213.8 |
| 13.0 | <b>Benefits for former personnel</b>               | Do not enter data on this line |      |       | Do not enter data on this line |      |       | Do not enter data on this line |       |       |
| 13.0 | <b>FNDH</b>  | Do not enter data on this line |      |       | Do not enter data on this line |      |       | Do not enter data on this line |       |       |
| 13.0 | Severance Payments for FNDH                        | 47.3                           |      | 47.3  | 50.7                           |      | 50.7  | 82.6                           |       | 82.6  |
| 13.0 | Other Benefits for Former Personnel - FNDH         |                                |      | 0.0   |                                |      | 0.0   | 130.7                          |       | 130.7 |
| 13.0 | <b>FN PSCs</b>                                     | Do not enter data on this line |      |       | Do not enter data on this line |      |       | Do not enter data on this line |       |       |
| 13.0 | Severance Payments for FN PSCs                     |                                | 29.1 | 29.1  |                                | 34.6 | 34.6  |                                | 49.0  | 49.0  |
| 13.0 | Other Benefits for Former Personnel - FN PSCs      |                                |      | 0.0   |                                |      | 0.0   |                                | 83.0  | 83.0  |
|      | <b>Subtotal OC 13.0</b>                            | 47.3                           | 29.1 | 76.4  | 50.7                           | 34.6 | 85.3  | 213.3                          | 132.0 | 345.3 |
| 21.0 | <b>Travel and transportation of persons</b>        | Do not enter data on this line |      |       | Do not enter data on this line |      |       | Do not enter data on this line |       |       |
| 21.0 | <b>Training Travel</b>                             | 4.5                            | 1.8  | 6.3   | 8.0                            |      | 8.0   | 8.0                            |       | 8.0   |
| 21.0 | <b>Mandatory/Statutory Travel</b>                  | Do not enter data on this line |      |       | Do not enter data on this line |      |       | Do not enter data on this line |       |       |
| 21.0 | Post Assignment Travel - to field                  | 5.5                            |      | 5.5   |                                |      | 0.0   |                                |       | 0.0   |
| 21.0 | Assignment to Washington Travel                    | 1.8                            |      | 1.8   |                                |      | 0.0   | 8.8                            |       | 8.8   |
| 21.0 | Home Leave Travel                                  |                                |      | 0.0   |                                |      | 0.0   |                                |       | 0.0   |
| 21.0 | R & R Travel                                       |                                |      | 0.0   | 3.5                            |      | 3.5   |                                |       | 0.0   |
| 21.0 | Education Travel                                   | 0.0                            |      | 0.0   | 1.6                            |      | 1.6   |                                |       | 0.0   |
| 21.0 | Evacuation Travel                                  | 1.3                            |      | 1.3   | 1.7                            |      | 1.7   | 1.4                            |       | 1.4   |
| 21.0 | Retirement Travel                                  |                                |      | 0.0   |                                |      | 0.0   |                                |       | 0.0   |
| 21.0 | Pre-Employment Invitational Travel                 |                                |      | 0.0   |                                |      | 0.0   |                                |       | 0.0   |
| 21.0 | Other Mandatory/Statutory Travel                   |                                |      | 0.0   |                                |      | 0.0   |                                |       | 0.0   |
| 21.0 | <b>Operational Travel</b>                          | Do not enter data on this line |      |       | Do not enter data on this line |      |       | Do not enter data on this line |       |       |
| 21.0 | Site Visits - Headquarters Personnel               | 2.2                            |      | 2.2   | 8.0                            |      | 8.0   | 10.0                           |       | 10.0  |
| 21.0 | Site Visits - Mission Personnel                    | 17.3                           | 10.1 | 27.4  | 20.7                           | 9.8  | 30.5  | 20.7                           | 9.8   | 30.5  |
| 21.0 | Conferences/Seminars/Meetings/Retreats             | 7.1                            |      | 7.1   | 8.2                            |      | 8.2   | 8.2                            | 4.0   | 12.2  |
| 21.0 | Assessment Travel                                  |                                |      | 0.0   |                                |      | 0.0   |                                |       | 0.0   |
| 21.0 | Impact Evaluation Travel                           |                                |      | 0.0   |                                |      | 0.0   |                                |       | 0.0   |
| 21.0 | Disaster Travel (to respond to specific disasters) |                                |      | 0.0   |                                |      | 0.0   |                                |       | 0.0   |
| 21.0 | Recruitment Travel                                 |                                |      | 0.0   |                                |      | 0.0   |                                |       | 0.0   |
| 21.0 | Other Operational Travel                           |                                |      | 0.0   | 3.2                            | 1.9  | 5.1   | 3.2                            | 1.9   | 5.1   |
|      | <b>Subtotal OC 21.0</b>                            | 39.7                           | 11.9 | 51.6  | 54.9                           | 11.7 | 66.6  | 60.3                           | 15.7  | 76.0  |

52

Org. Title: USAID/COLOMBIA  
 Org. No: 514  
 OC

|      |   | Overseas Mission Budgets       |      |       |                                |      |       |                                |      |       |
|------|---|--------------------------------|------|-------|--------------------------------|------|-------|--------------------------------|------|-------|
|      |   | FY 97                          |      |       | FY 98                          |      |       | FY 99                          |      |       |
|      |   | Dollars                        | TF   | Total | Dollars                        | TF   | Total | Dollars                        | TF   | Total |
| 22.0 | <b>Transportation of things</b>                             | Do not enter data on this line |      |       | Do not enter data on this line |      |       | Do not enter data on this line |      |       |
| 22.0 | Post assignment freight                                     | 25.9                           |      | 25.9  |                                | 0.0  |       | 16.4                           |      | 16.4  |
| 22.0 | Home Leave Freight  |                                |      | 0.0   |                                | 0.0  |       |                                |      | 0.0   |
| 22.0 | Retirement Freight  |                                |      | 0.0   |                                | 0.0  |       |                                |      | 0.0   |
| 22.0 | Transportation/Freight for Office Furniture/Equip.          |                                |      | 0.0   |                                | 0.0  |       |                                |      | 0.0   |
| 22.0 | Transportation/Freight for Res. Furniture/Equip.            |                                |      | 0.0   |                                | 0.0  |       |                                |      | 0.0   |
|      | <b>Subtotal OC 22.0</b>                                     | 25.9                           | 0.0  | 25.9  | 0.0                            | 0.0  | 0.0   | 16.4                           | 0.0  | 16.4  |
| 23.2 | <b>Rental payments to others</b>                            | Do not enter data on this line |      |       | Do not enter data on this line |      |       | Do not enter data on this line |      |       |
| 23.2 | Rental Payments to Others - Office Space                    |                                |      | 0.0   |                                | 0.0  |       |                                |      | 0.0   |
| 23.2 | Rental Payments to Others - Warehouse Space                 |                                |      | 0.0   |                                | 0.0  |       |                                |      | 0.0   |
| 23.2 | Rental Payments to Others - Residences                      | 27.6                           |      | 27.6  | 30.0                           |      | 30.0  | 33.0                           |      | 33.0  |
|      | <b>Subtotal OC 23.2</b>                                     | 27.6                           | 0.0  | 27.6  | 30.0                           | 0.0  | 30.0  | 33.0                           | 0.0  | 33.0  |
| 23.3 | <b>Communications, utilities, and miscellaneous charges</b> | Do not enter data on this line |      |       | Do not enter data on this line |      |       | Do not enter data on this line |      |       |
| 23.3 | Office Utilities  |                                |      | 0.0   |                                | 0.0  |       |                                |      | 0.0   |
| 23.3 | Residential Utilities                                       |                                | 4.0  | 4.0   |                                | 4.5  | 4.5   |                                | 5.0  | 5.0   |
| 23.3 | Telephone Costs   | 2.5                            | 15.4 | 17.9  | 2.5                            | 15.0 | 17.5  | 2.5                            | 15.0 | 17.5  |
| 23.3 | ADP Software Leases   |                                |      | 0.0   |                                | 0.0  |       |                                |      | 0.0   |
| 23.3 | ADP Hardware Lease  |                                |      | 0.0   |                                | 0.0  |       |                                |      | 0.0   |
| 23.3 | Commercial Time Sharing                                     |                                |      | 0.0   |                                | 0.0  |       |                                |      | 0.0   |
| 23.3 | Postal Fees (Other than APO Mail)                           | 0.1                            |      | 0.1   | 0.1                            |      | 0.1   | 0.1                            | 0.2  | 0.3   |
| 23.3 | Other Mail Service Costs                                    |                                |      | 0.0   |                                | 0.0  |       |                                |      | 0.0   |
| 23.3 | Courier Services  |                                | 3.0  | 3.0   |                                | 3.5  | 3.5   |                                | 3.5  | 3.5   |
|      | <b>Subtotal OC 23.3</b>                                     | 2.6                            | 22.4 | 25.0  | 2.6                            | 23.0 | 25.6  | 2.6                            | 23.7 | 26.3  |
| 24.0 | <b>Printing and Reproduction</b>                            |                                | 0.5  | 0.5   |                                | 0.5  | 0.5   |                                | 2.0  | 2.0   |
|      | <b>Subtotal OC 24.0</b>                                     | 0.0                            | 0.5  | 0.5   | 0.0                            | 0.5  | 0.5   | 0.0                            | 0.5  | 2.0   |

OPERATING EXPENSE BUDGET REQUEST

Org. Title: USAID/COLOMBIA  
 Org. No: 514  
 OC

|                         |  | Overseas Mission Budgets       |      |       |                                |      |       |                                |      |       |
|-------------------------|--|--------------------------------|------|-------|--------------------------------|------|-------|--------------------------------|------|-------|
|                         |  | FY 97                          |      |       | FY 98                          |      |       | FY 99                          |      |       |
|                         |  | Dollars                        | TF   | Total | Dollars                        | TF   | Total | Dollars                        | TF   | Total |
| 25.1                    | <b>Advisory and assistance services</b>                        | Do not enter data on this line |      |       | Do not enter data on this line |      |       | Do not enter data on this line |      |       |
| 25.1                    | Studies, Analyses, & Evaluations                               |                                |      | 0.0   |                                |      | 0.0   |                                |      | 0.0   |
| 25.1                    | Management & Professional Support Services                     |                                |      | 0.0   |                                |      | 0.0   |                                |      | 0.0   |
| 25.1                    | Engineering & Technical Services                               |                                |      | 0.0   |                                |      | 0.0   |                                |      | 0.0   |
| <b>Subtotal OC 25.1</b> |  | 0.0                            | 0.0  | 0.0   | 0.0                            | 0.0  | 0.0   | 0.0                            | 0.0  | 0.0   |
| 25.2                    | <b>Other services</b>  | Do not enter data on this line |      |       | Do not enter data on this line |      |       | Do not enter data on this line |      |       |
| 25.2                    | Office Security Guards   |                                | 26.4 | 26.4  |                                | 30.5 | 30.5  |                                | 35.1 | 35.1  |
| 25.2                    | Residential Security Guard Services                            |                                |      | 0.0   |                                |      | 0.0   |                                |      | 0.0   |
| 25.2                    | Official Residential Expenses                                  |                                |      | 0.0   |                                |      | 0.0   |                                | 0.8  | 0.8   |
| 25.2                    | Representation Allowances                                      | 0.3                            |      | 0.3   | 0.5                            |      | 0.5   | 0.5                            |      | 0.5   |
| 25.2                    | Non-Federal Audits   |                                |      | 0.0   |                                |      | 0.0   |                                |      | 0.0   |
| 25.2                    | Grievances/Investigations                                      |                                |      | 0.0   |                                |      | 0.0   |                                |      | 0.0   |
| 25.2                    | Insurance and Vehicle Registration Fees                        |                                | 1.0  | 1.0   |                                | 1.2  | 1.2   |                                | 1.4  | 1.4   |
| 25.2                    | Vehicle Rental   |                                |      | 0.0   |                                |      | 0.0   |                                |      | 0.0   |
| 25.2                    | Manpower Contracts   |                                |      | 0.0   |                                |      | 0.0   |                                |      | 0.0   |
| 25.2                    | Records Declassification & Other Records Services              |                                |      | 0.0   |                                |      | 0.0   |                                |      | 0.0   |
| 25.2                    | Recruiting activities  |                                |      | 0.0   |                                |      | 0.0   |                                |      | 0.0   |
| 25.2                    | Penalty Interest Payments                                      | 0.3                            |      | 0.3   | 0.3                            | 0.5  | 0.8   | 0.3                            | 0.5  | 0.8   |
| 25.2                    | Other Miscellaneous Services                                   |                                | 21.4 | 21.4  |                                | 24.0 | 24.0  |                                | 27.5 | 27.5  |
| 25.2                    | Staff training contracts                                       |                                | 3.8  | 3.8   |                                | 4.4  | 4.4   |                                | 5.5  | 5.5   |
| 25.2                    | ADP related contracts  |                                |      | 0.0   |                                |      | 0.0   |                                | 0.0  | 0.0   |
| <b>Subtotal OC 25.2</b> |  | 0.6                            | 52.6 | 53.2  | 0.8                            | 60.6 | 61.4  | 0.8                            | 70.8 | 71.6  |
| 25.3                    | <b>Purchase of goods and services from Government accounts</b> | Do not enter data on this line |      |       | Do not enter data on this line |      |       | Do not enter data on this line |      |       |
| 25.3                    | FAAS/ICASS   | 104.8                          |      | 104.8 | 104.8                          |      | 104.8 | 104.8                          |      | 104.8 |
| 25.3                    | All Other Services from Other Gov't. accounts                  |                                |      | 0.0   |                                |      | 0.0   |                                |      | 0.0   |
| <b>Subtotal OC 25.3</b> |  | 104.8                          | 0.0  | 104.8 | 104.8                          | 0.0  | 104.8 | 104.8                          | 0.0  | 104.8 |
| 25.4                    | <b>Operation and maintenance of facilities</b>                 | Do not enter data on this line |      |       | Do not enter data on this line |      |       | Do not enter data on this line |      |       |
| 25.4                    | Office building Maintenance                                    |                                |      | 0.0   |                                |      | 0.0   |                                |      | 0.0   |
| 25.4                    | Residential Building Maintenance                               |                                | 0.5  | 0.5   |                                | 1.0  | 1.0   |                                | 1.2  | 1.2   |
| <b>Subtotal OC 25.4</b> |  | 0.0                            | 0.5  | 0.5   | 0.0                            | 1.0  | 1.0   | 0.0                            | 1.2  | 1.2   |

54

OPERATING EXPENSE BUDGET REQUEST

Org. Title: USAID/COLOMBIA  
 Org. No: 514  
 OC

|  | Overseas Mission Budgets       |       |       |                                |       |       |                                |       |         |
|--|--------------------------------|-------|-------|--------------------------------|-------|-------|--------------------------------|-------|---------|
|  | FY 97                          |       |       | FY 98                          |       |       | FY 99                          |       |         |
|  | Dollars                        | TF    | Total | Dollars                        | TF    | Total | Dollars                        | TF    | Total   |
| 25.7 <b>Operation/maintenance of equipment &amp; storage of goods</b>  | Do not enter data on this line |       |       | Do not enter data on this line |       |       | Do not enter data on this line |       |         |
| 25.7 ADP and telephone operation and maintenance costs                 |                                | 5.0   | 5.0   |                                | 6.6   | 6.6   |                                | 7.2   | 7.2     |
| 25.7 Storage Services  |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0     |
| 25.7 Office Furniture/Equip. Repair and Maintenance                    |                                | 1.0   | 1.0   |                                | 2.5   | 2.5   |                                | 2.5   | 2.5     |
| 25.7 Vehicle Repair and Maintenance                                    |                                | 3.5   | 3.5   |                                | 3.5   | 3.5   |                                | 3.5   | 3.5     |
| 25.7 Residential Furniture/Equip. Repair and Maintenance               |                                | 0.5   | 0.5   |                                | 1.0   | 1.0   |                                | 1.2   | 1.2     |
| <b>Subtotal OC 25.7</b>  | 0.0                            | 10.0  | 10.0  | 0.0                            | 13.6  | 13.6  | 0.0                            | 14.4  | 14.4    |
| 25.8 <b>Subsistence and support of persons (by contract or Gov't.)</b> |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0     |
| <b>Subtotal OC 25.8</b>  | 0.0                            | 0.0   | 0.0   | 0.0                            | 0.0   | 0.0   | 0.0                            | 0.0   | 0.0     |
| 26.0 <b>Supplies and materials</b>                                     | 0.1                            | 8.5   | 8.6   | 0.1                            | 10.6  | 10.7  | 0.1                            | 11.6  | 11.7    |
| <b>Subtotal OC 26.0</b>  | 0.1                            | 8.5   | 8.6   | 0.1                            | 10.6  | 10.7  | 0.1                            | 11.6  | 11.7    |
| 31.0 <b>Equipment</b>  | Do not enter data on this line |       |       | Do not enter data on this line |       |       | Do not enter data on this line |       |         |
| 31.0 Purchase of Residential Furniture/Equip.                          |                                | 1.0   | 1.0   |                                | 1.0   | 1.0   |                                | 1.0   | 1.0     |
| 31.0 Purchase of Office Furniture/Equip.                               |                                |       | 0.0   |                                | 2.0   | 2.0   |                                | 1.0   | 1.0     |
| 31.0 Purchase of Vehicles  | 38.0                           |       | 38.0  |                                |       | 0.0   |                                |       | 0.0     |
| 31.0 Purchase of Printing/Graphics Equipment                           |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0     |
| 31.0 ADP Hardware purchases  |                                | 2.0   | 2.0   |                                | 6.0   | 6.0   | 0.0                            | 2.0   | 2.0     |
| <b>Subtotal OC 31.0</b>  | 38.0                           | 3.0   | 41.0  | 0.0                            | 9.0   | 9.0   | 0.0                            | 4.0   | 4.0     |
| 32.0 <b>Lands and structures</b>                                       | Do not enter data on this line |       |       | Do not enter data on this line |       |       | Do not enter data on this line |       |         |
| 32.0 Purchase of Land & Buildings (& construction of bldgs.)           |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0     |
| 32.0 Purchase of fixed equipment for buildings                         |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0     |
| 32.0 Building Renovations/Alterations - Office                         |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0     |
| 32.0 Building Renovations/Alterations - Residential                    |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0     |
| <b>Subtotal OC 32.0</b>  | 0.0                            | 0.0   | 0.0   | 0.0                            | 0.0   | 0.0   | 0.0                            | 0.0   | 0.0     |
| 42.0 <b>Claims and indemnities</b>                                     |                                |       | 0.0   |                                |       | 0.0   |                                |       | 0.0     |
| <b>Subtotal OC 42.0</b>  | 0.0                            | 0.0   | 0.0   | 0.0                            | 0.0   | 0.0   | 0.0                            | 0.0   | 0.0     |
| <b>TOTAL BUDGET</b>  | 366.9                          | 422.8 | 789.7 | 374.0                          | 449.2 | 823.2 | 580.5                          | 709.5 | 1,291.5 |

Workforce Request

SCENARIO PHASING OUT SEP. 30, 1999

Orgno: 514  
Org. Title: USAID/COLOMBIA

| Funding Source     | FY 96 |          |      |          |       | FY 97 |          |      |          |       | FY 98 |          |      |          |       |
|--------------------|-------|----------|------|----------|-------|-------|----------|------|----------|-------|-------|----------|------|----------|-------|
|                    | USDH  | Other US | FNDH | Other FN | Total | USDH  | Other US | FNDH | Other FN | Total | USDH  | Other US | FNDH | Other FN | Total |
| Operating Expenses |       |          |      |          | 0     | 1     |          | 2    |          | 3     | 1     |          | 2    |          | 3     |
| Trust Funds        |       |          |      |          | 0     |       |          |      | 8.5      | 8.5   |       |          |      | 8.5      | 8.5   |
| Subtotal           | 0     | 0        | 0    | 0        | 0     | 1     | 0        | 2    | 8.5      | 11.5  | 1     | 0        | 2    | 8.5      | 11.5  |
| Program Funds      |       |          |      |          | 0     |       | 2        |      | 6        | 8     |       | 2        |      | 6        | 8     |
| Total              | 0     | 0        | 0    | 0        | 0     | 1     | 2        | 2    | 14.5     | 19.5  | 1     | 2        | 2    | 14.5     | 19.5  |

| Funding Source     | FY 99 |          |      |          |       | FY 00 |          |      |          |       | FY 01 |          |      |          |       |
|--------------------|-------|----------|------|----------|-------|-------|----------|------|----------|-------|-------|----------|------|----------|-------|
|                    | USDH  | Other US | FNDH | Other FN | Total | USDH  | Other US | FNDH | Other FN | Total | USDH  | Other US | FNDH | Other FN | Total |
| Operating Expenses | 1     |          | 2    |          | 3     |       |          |      |          | 0     |       |          |      |          | 0     |
| Trust Funds        |       |          |      | 8.5      | 8.5   |       |          |      |          | 0     |       |          |      |          | 0     |
| Subtotal           | 1     | 0        | 2    | 8.5      | 11.5  | 0     | 0        | 0    | 0        | 0     | 0     | 0        | 0    | 0        | 0     |
| Program Funds      |       | 2        |      | 6        | 8     |       |          |      |          | 0     |       |          |      |          | 0     |
| Total              | 1     | 2        | 2    | 14.5     | 19.5  | 0     | 0        | 0    | 0        | 0     | 0     | 0        | 0    | 0        | 0     |

Other US includes PSCs, PASAs, RSSAs, Fellows, and all other categories reportable in the quarterly mission staffing pattern.  
FNDH and FN PSC includes both host country and third country nationals.

50

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PAGE 01 STATE 104087 201524Z  
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ACTION OFFICE(S): !LASP  
INFO OFFICE(S): AAG AALA ACIS DUTY FMP GAFS GC GENR ICIS  
IRMO LADP LASA LRSD MB MBPA PDSP POP PPCE  
WID  
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INFO LOG-00 TEDE-00 /000R

DRAFTED BY: AID/LAC/SPM:SHILL:SH:COLR4CBL.SH  
APPROVED BY: AID/AA/LAC:MLSCHNEIDER AID4606  
AID/DAA/LAC:NJPARKER AID/LAC/SPM:JWEBER (DRAFT)  
AID/LAC/SAM:WTATE (DRAFT) AID/GC/LAC:SALLEN (DRAFT)  
AID/LAC/RSD:SEPSTEIN (DRAFT) AID/LAC/DPB:DCHIRIBOGA (DRAFT)  
AID/LAC/SPM:ERUPPRECHT (DRAFT) AID/M/B:BGREENE (DRAFT)  
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FM SECSTATE WASHDC  
TO AMEMBASSY BOGOTA PRIORITY

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ADM AID

E.O. 12958: N/A

TAGS:

SUBJECT: FY 96-98 COLOMBIA R4 - MANAGEMENT CONTRACT

1. INTRODUCTION. DURING PROGRAM WEEK FOR USAID COLOMBIA, APRIL 12-19, 1996, A SERIES OF FORMAL, SCHEDULED MEETINGS CONSIDERED DEVELOPMENT OBJECTIVES, INDICATORS OF PROGRESS TOWARD MEETING THOSE OBJECTIVES, RESTRUCTURING OF THE JUSTICE SECTOR REFORM PROGRAM (JSRP), RESOURCE REQUIREMENTS, AND A BROAD RANGE OF PROGRAM ISSUES. THE RESULTS REVIEW AND RESOURCE REQUEST (R4) ISSUES REVIEW

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PAGE 02 STATE 104087 201524Z  
MEETING WAS HELD ON APRIL 17, 1996 FOLLOWED BY THE DEVELOPMENT ASSISTANCE EXECUTIVE COMMITTEE (DAEC) REVIEW ON APRIL 19. THIS CABLE OUTLINES MAJOR ELEMENTS OF DISCUSSION AND DECISIONS REACHED AT THOSE MEETINGS.

2. SUMMARY. ALTHOUGH PERFORMANCE UNDER THE STRATEGIC OBJECTIVE AIMED AT IMPROVING THE EFFECTIVENESS OF THE COLOMBIAN CRIMINAL JUSTICE SYSTEM WAS DISAPPOINTING, SIGNIFICANT ACCOMPLISHMENTS HAVE BEEN MADE DESPITE THE DIFFICULT CIRCUMSTANCES IN WHICH THE PROGRAM OPERATES. THESE ACCOMPLISHMENTS LAY THE GROUNDWORK FOR FOCUSING ON IMPORTANT RESULTS DURING THE REMAINDER OF THE PROGRAM.

59

RESTRUCTURING OF THE JSRP WAS APPROVED WHICH WILL INVOLVE A GREATER FOCUS ON TRAINING AND TECHNICAL ASSISTANCE FOR THE FISCALIA, THE POLICE AND THE COURTS. PROGRESS TOWARDS

ACHIEVEMENT OF THE SPECIAL OBJECTIVE TO IMPROVE MANAGEMENT OF ENVIRONMENTAL ENDOWMENTS AND OTHER NATURAL RESOURCE FUNDING MECHANISMS WAS GOOD. INSTITUTIONAL STRENGTHENING ACTIVITIES CONTINUE FOR ECOFONDO STAFF. THE REMAINING DOLS 120 THOUSAND FOR THIS OBJECTIVE WILL BE MADE AVAILABLE. POPULATION ACTIVITIES ARE ON TARGET FOR PHASE-OUT IN SEPTEMBER 1996. THE DAEC ISSUES MAINLY CENTERED ON THE JSRP AND THE PROPOSED RESTRUCTURING. OTHER ISSUES FOCUSED ON WHETHER A RESULTS FRAMEWORK FOR THE JUSTICE SECTOR STRATEGIC OBJECTIVE IS REQUIRED AND THE STATUS OF THE WIND-UP PLAN (WUP) REQUIRED AS A RESULT OF DECERTIFICATION. THE FY1996-98 R4 WAS APPROVED. END SUMMARY.

3. THE DAEC REVIEW OF THE FY1996-1998 R4 FOR COLOMBIA WAS UNCLASSIFIED

UNCLASSIFIED

PAGE 03 STATE 104087 201524Z  
CHAIRER BY AA/LAC MARK SCHNEIDER. IN ATTENDANCE WERE REPRESENTATIVES FROM G, M, STATE/ARA, INL, AND APPROPRIATE LAC BUREAU OFFICES AS WELL AS REPRESENTATIVES FROM THE DEPARTMENT OF JUSTICE'S ICITAP AND OPDAT OFFICES. USAID REPRESENTATIVE LARS KLASSEN AND STAFF MEMBER LUIS ROA PRESENTED THE R4.

4. IN HIS OPENING STATEMENT THE USAID REPRESENTATIVE HIGHLIGHTED THE ACCOMPLISHMENTS ACHIEVED UNDER THE JUSTICE SECTOR PROGRAM, ONCE THE LARGEST ADMINISTRATION OF JUSTICE PROGRAM IN THE AGENCY, AND DESCRIBED THE CONSIDERABLE CHALLENGES REMAINING. THE MISSION FEELS THERE IS A STRONG GOVERNMENT OF COLOMBIA (GOC) COMMITMENT TO THE PROGRAM. A LACK OF RELIABLE INFORMATION ON CASE LOAD MANAGEMENT WAS NOTED AS WAS RECENT PROGRESS ON ADDRESSING THE PROBLEM. THE FIRST COMPLETE REPORT ON CASE LOADS WAS JUST RECEIVED BY THE MISSION; HOWEVER, INFORMATION ON THE LENGTH OF TIME FOR A CASE TO BE RESOLVED IS NOT EXPECTED UNTIL THE END OF FY97. INSTITUTIONAL STRENGTHENING ACTIVITIES FOR ECOFONDO ARE PROGRESSING WELL AND THE MISSION IS USING RESULTS OF A RECENTLY COMPLETED EVALUATION TO IMPROVE AND STREAMLINE MANAGEMENT SYSTEMS WITH A VIEW TOWARD REDUCING ADMINISTRATIVE COSTS. THE USAID REPRESENTATIVE EMPHASIZED THE NEED FOR THE REQUESTED DOLS 120 THOUSAND IN FY96 TO COMPLETE INSTITUTIONAL STRENGTHENING ACTIVITIES TO ENSURE THAT ECOFONDO IS CAPABLE OF CARRYING OUT ITS ENTERPRISE FOR THE AMERICAS PROGRAM MANAGEMENT RESPONSIBILITIES. FINALLY, THE VERY SUCCESSFUL POPULATION PROGRAM WAS NOTED. PROFAMILIA IS WELL ON THE WAY TO BECOMING SELF-SUFFICIENT. USAID'S POPULATION PROGRAM HAS BEEN INSTRUMENTAL IN THE CREATION OF A SUSTAINABLE, WORLD-RECOGNIZED NATIONAL

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58

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PAGE 04 STATE 104087 201524Z  
FAMILY PLANNING PROGRAM.

5. THE FIRST ISSUE ADDRESSED BY THE DAEC WAS WHETHER WASHINGTON AGREED WITH THE USE OF FUNDS AS PROPOSED UNDER THE RESTRUCTURING OF THE JSRP. A RELATED QUESTION WAS WHETHER THERE ARE FUNDS THAT COULD BE MADE AVAILABLE FOR

USE ELSEWHERE. THE MISSION ESTIMATES THE PIPELINE TO BE DOLS 13.5 MILLION, OF WHICH DOLS 6.6 MILLION HAS ALREADY BEEN COMMITTED, LEAVING A BALANCE OF DOLS 6.9 MILLION AVAILABLE FOR REPROGRAMMING WITHIN THE JSRP. UNDER THE RESTRUCTURING, OPDAT WILL BE GIVEN AN ADDITIONAL DOLS 3.15 MILLION AND ICITAP AN ADDITIONAL DOLS 2.34 MILLION, LEAVING DOLS 1.5 MILLION FOR USAID'S USE AS DESCRIBED IN THE RESTRUCTURING PROPOSAL. THE BUREAU APPROVES THE MISSION'S PLAN TO RESTRUCTURE THE JSRP AND AGREES TO THE PROPOSED USE OF FUNDS. HOWEVER, MISSION SHOULD BE AWARE OF THE POSSIBILITY THAT UNCOMMITTED FUNDS MAY NEED TO BE REPROGRAMMED FOR USE ELSEWHERE IN THE BUREAU.

6. THE SECOND ISSUE DISCUSSED WAS WHETHER THE PACD OF THE JSRP SHOULD BE EXTENDED TO SEPTEMBER 30, 1999, IF USAID RECEIVES SUFFICIENT FUNDING FOR THAT PURPOSE. ACTIVITIES PROPOSED UNDER THE RESTRUCTURING WILL BE COMPLETED BY THE CURRENT PACD OF SEPTEMBER 30, 1997, AND DO NOT REQUIRE ADDITIONAL FUNDS ABOVE THE CURRENTLY OBLIGATED DOLS 36 MILLION. HOWEVER, IT WAS ARGUED THAT WITH BOTH THE POLITICAL COMMITMENT AND TECHNICAL ASSISTANCE IN PLACE, IT IS IMPORTANT TO KEEP THE MOMENTUM GOING TO FULLY ACHIEVE THE PROGRAM'S OBJECTIVES. AN ADDITIONAL DOLS FOUR MILLION AND THE TWO-YEAR EXTENSION WOULD CONTINUE TRAINING ACTIVITIES AND COMPLETE EFFORTS TO INSTITUTIONALIZE

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UNCLASSIFIED

PAGE 05 STATE 104087 201524Z  
TRAINING PROGRAMS AND DEVELOP A PERMANENT CADRE OF TRAINERS. PILOT INVESTIGATIVE/PROSECUTORIAL UNITS WOULD BE EXPANDED FROM THE ORIGINALLY PLANNED SIXTEEN TO A NEW TOTAL OF THIRTY-TWO. OUR APPRECIATION OF THE PILOT UNIT CONCEPT IS THAT NOT ONLY IS IT A GOOD ONE, IT IN FACT CONSTITUTES A LINCHPIN IN MAKING A DIFFERENCE IN THE JUSTICE SYSTEM IN TELLING US EARLY ON WHETHER THE AMBITIOUS TRAINING PROGRAMS ARE REALLY WORKING. AS SUCH, WE WOULD ASK THAT THE MISSION (WITH ICITAP AND OPDAT PERSONNEL) MONITOR PERFORMANCE OF THE PILOT UNITS AS TO IMPACT ON CASE LOADS, ETC., AND LET US KNOW HOW THEY ARE DOING. THEIR PERFORMANCE SHOULD SERVE AS A GOOD INDICATOR IN TRACKING PERFORMANCE, AND WE WOULD HOPE TO USE THEIR WORK AS A FACTOR IN ADDRESSING THE ISSUE OF ADDITIONAL FUNDS FOR THE PROGRAM IN THE COMING MONTHS. AA/LAC APPROVED THE PLANNED TWO-YEAR EXTENSION IF THE FUNDS

59

BECOME AVAILABLE. (MANAGEMENT OF THE PROGRAM DURING THE EXTENSION PERIOD WILL BE ADDRESSED SEPARATELY.)

7. IT WAS AGREED THAT THE FUNDACION DE EDUCACION'S

(FES'S) CURRENT ROLE IN THE JSRP SHOULD BE PHASED OUT GIVEN THAT THEY DO NOT SHARE USAID'S VISION FOR THE PROGRAM OR PHILOSOPHY OF MANAGING FOR RESULTS. THERE WAS CONCERN, HOWEVER, ABOUT THE MISSION'S CAPACITY TO MANAGE THE PROGRAM WITHOUT FES. THE MISSION REPRESENTATIVE STATED THAT THE GOC INTENDS TO PLAY A GREATER ROLE IN THE DAY-TO-DAY IMPLEMENTATION OF THE PROJECT, WHICH SHOULD LESSEN THE MANAGEMENT BURDEN ON USAID. THE MISSION SHOULD KEEP USAID/W INFORMED OF ANY PROBLEMS THAT ARISE IN MANAGING THIS PROGRAM.

UNCLASSIFIED

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PAGE 06 STATE 104087 201524Z

8. THERE WAS CONCERN ABOUT WHETHER THE MISSION SHOULD PREPARE A RESULTS FRAMEWORK FOR THEIR JUSTICE SECTOR STRATEGIC OBJECTIVE AND WHAT WOULD BE THE VALUE ADDED OF SUCH AN EFFORT, TAKING INTO CONSIDERATION LIMITED STAFFING AND THE CURRENT PACD OF THE JSRP. THE UTILITY OF A RESULTS FRAMEWORK AS A TOOL FOR IDENTIFYING INTERMEDIATE RESULTS AND FOR ESTABLISHING LINKAGES BETWEEN THE STRATEGIC OBJECTIVE AND INTERMEDIATE RESULTS WAS NOTED. THE RESULTS FRAMEWORK FOCUSES ON THE ACCOMPLISHMENT OF RESULTS AND THE IMPACT OF PLANNED ACTIVITIES RATHER THAN OUTPUTS. IT IS ALSO HELPFUL FOR SHOWING HOW EFFORTS OF OTHER DONORS CONTRIBUTE TO THE OBJECTIVE AND FOR DISCUSSING WITH OUR PARTNERS WHAT WE WANT TO ACHIEVE. AA/LAC NOTED THAT IT IS IMPORTANT TO DEMONSTRATE THAT THE JUDICIAL SYSTEM IS MOVING IN THE RIGHT DIRECTION WITH RESPECT TO HUMAN RIGHTS AND CORRUPTION. THE MISSION REPRESENTATIVE EXPLAINED THAT THEY ARE IN THE PROCESS OF REFINING THEIR STRATEGIC OBJECTIVE AND INTERMEDIATE RESULTS WITH THE GOC AND USG PARTNERS AND WILL BE FOCUSING ON IMPACT. BASELINE DATA AND TARGETS ALSO ARE BEING ESTABLISHED. IT WAS AGREED THAT IF THE JSRP ENDS BY SEPTEMBER 30, 1997, AS CURRENTLY SCHEDULED, THE MISSION WILL NOT BE REQUIRED TO PREPARE A RESULTS FRAMEWORK; HOWEVER, IF THE PROGRAM IS EXTENDED TO SEPTEMBER 1999, THEN A RESULTS FRAMEWORK MUST BE DEVELOPED. IN THAT CASE, THE MISSION REPRESENTATIVE STATED THAT IT WOULD BE USEFUL TO HAVE SOMEONE FROM USAID/W HELP IN THE DEVELOPMENT OF THE RESULTS FRAMEWORK.

THE DISPOSITION OF THE RESULTS FRAMEWORK QUESTION  
UNCLASSIFIED

UNCLASSIFIED

PAGE 07 STATE 104087 201524Z

60

NOTWITHSTANDING, IT IS ESSENTIAL TO HAVE CLEAR INTERMEDIARY PERFORMANCE TARGETS IN PLACE FOR ALL ASPECTS OF THE PROGRAM, INCLUDING ALL ACTIVITIES MANAGED BY ICITAP AND OPDAT. USAID/W NOTES THAT THE INDICATORS/BENCHMARK THEME WAS ADDRESSED IN A RECENT CABLE (STATE 081635, DTD. APRIL 19) ON ICITAP GENERAL GUIDANCE AND WE WISH TO STRESS THE IMPORTANCE OF THIS SAME SUBJECT FOR OPDAT. IN DEVELOPING AMENDMENTS TO THE ICITAP AGREEMENT AND THE

OPDAT PASA, THE MISSION IS REQUESTED, TOGETHER WITH ICITAP AND OPDAT PERSONNEL IN THE FIELD AND IN WASHINGTON, TO DEVELOP INTERMEDIARY AND IMPACT INDICATORS THAT WILL CLEARLY DEMONSTRATE HOW OUR JOINT EFFORTS WILL MAKE A DIFFERENCE.

9. THE STATUS OF THE WUP REQUIRED AS A RESULT OF DECERTIFICATION WAS BRIEFLY DISCUSSED. SUBSEQUENT TO THE DAEC, THE PORTION OF THE PLAN DEALING WITH CONTINUATION OF THE JSRP WAS APPROVED BY AA/LAC ON APRIL 15, 1996. THE CN WAS SENT TO THE HILL ON MAY 2, 1996. THE BALANCE OF THE WUP IS READY FOR BUREAU REVIEW. WE WILL KEEP YOU UPDATED AS THIS PROGRESSES. IT WAS NOTED AT THE DAEC REVIEW THAT

PROMPT APPROVAL IS PARTICULARLY IMPORTANT TO THE SUCCESSFUL COMPLETION OF POPULATION ACTIVITIES.

10. THE FOLLOWING ISSUES AND CONCERNS WERE RESOLVED PRIOR TO THE DAEC:

A. MECHANISM FOR TRANSFER OF FUNDS TO ICITAP - IT WAS DECIDED THAT, ON AN EXCEPTIONAL BASIS, A 632(B) AGREEMENT CAN BE USED TO TRANSFER FUNDS FROM THE USAID/GOC BILATERAL  
UNCLASSIFIED

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PAGE 08 STATE 104087 201524Z  
AGREEMENT TO ICITAP AS PART OF THE JSRP RESTRUCTURING. THE DEPARTMENT OF STATE MUST DELEGATE AUTHORITY TO USAID TO DO THIS. THIS WILL AVOID THE RISK OF LOSING FUNDS THROUGH THE DEOB/REOB PROCESS.

B. ENVIRONMENT FUNDS - IT WAS AGREED THAT THE REQUESTED DOLS 120,000 WILL BE MADE AVAILABLE TO CONTINUE STRENGTHENING ECOFONDO'S ADMINISTRATIVE AND MANAGERIAL CAPABILITIES. THIS ACTIVITY WILL BE INCLUDED IN THE WIND-UP PLAN AS AN EXCEPTION TO TERMINATION SINCE THE ASSISTANCE IS BEING PROVIDED TO AN NGO WORKING TO PROTECT COLOMBIA'S BIODIVERSITY.

C. THE MISSION REQUESTED AND RECEIVED HELP FROM THE LAC GENDER ADVISER ON RECOMMENDATIONS FOR GENDER DISAGGREGATION IN THE JUSTICE SECTOR INFORMATION SYSTEM.  
CHRISTOPHER

UNCLASSIFIED

61