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MEL ACTIVITY

PERFORMANCE EVALUATION FINAL REPORT

Justice for a Sustainable Peace (JSP) activity

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Contract Title: Monitoring, Evaluation and Learning Activity

Contract Number: 72051419C00001

Submitted: December 16, 2020

Contractor: Panagora Group, LLC

Sub-contractor: Management Systems International (MSI) and *Sistemas Especializados de Informacion* (SEI)

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Additional thanks to Alfredo Torres, Yazmín Medina, David Doncel, Javier Rodríguez, Luisa Fernanda Cardona, Juan Guillermo Bedoya, Andrew Dicello, Ines Cadavid, Juan Camilo Paillie, and Martha Barriga.

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ACRONYMS

ADR	Alternative Dispute Resolution Methods/Mechanisms
AEJL	Local Justice Situation Analysis
AGO	Attorney General's Office
ART	Regional Renewal Agency
CLA	Collaboration, Learning, and Adaptation
CSO	Civil Society Organization
CSRL	Citizen Support for the Rule of Law
CTI	Technical Investigation Team
DNP	National Planning Department
FIP	Ideas for Peace Foundation
GBV	Gender-Based Violence
GOC	Government of Colombia
ICBF	Colombian Family Welfare Institute
IFP	Ideas for Peace Foundation
JAC	community action boards
JSP	Justice for a Sustainable Peace
LAT	Latin America
LGBTI	Lesbian, Gay, Bisexual, Transgender, and Intersex
LJC	local justice committee
M&E	monitoring and evaluation
MEL	Monitoring, Evaluation, and Learning activity
NGO	non-governmental organization
P2P	peer to peer
PGN	Inspector General's Office
PPP	public-private partnership
PSP	private sector participation and engagement
RAA	regional anchor actor
SENA	National Learning Service
TIC	Communication and Information Technologies
TOR	Terms of Reference
UARIV	Unit for Comprehensive Attention and Reparation of Victims
UNDP	United Nations Development Program
USAID	United States Agency for International Development

ABSTRACT

This document is the performance evaluation report for the Justice for Sustainable Peace (JSP) activity. We carried out this evaluation between October 2019 and August 2020. In December 2019, we collected primary information by interviewing public and private organizations at the national level to accomplish this purpose. In February and March 2020, we conducted interviews and surveys in selected departments and municipalities.

During this process, we interacted and received feedback from USAID and the implementing partner. We collaborated, attended meetings, and participated in initial interviews focused on understanding the program, shared documentary information and administrative records useful to produce the evaluation, supported a process to identify stakeholders in selected regions, and enabled activities during fieldwork.

The main findings of this evaluation for the four reviewed components are:

- **Increased citizen support for the rule of law.** Citizens, civil society organization (CSO) leaders, and participating officials positively perceive the work done by the JSP activity. They also recognize their contribution to improving knowledge of the rights and justice institutions. Likewise, greater participation of CSOs within the local justice systems is evident. However, these achievements have not yet translated to a significant increase in trust in justice or judicial institutions.
- **Gender strategy.** The JSP organized their activities around: (i) institutional strengthening of Municipal Family Affairs Offices, the Attorney General's Office, and Justice Houses to tackle gender-based violence (GBV) and violence based on prejudice; (ii) inter-institutional coordination on this matter focused on the construction and dissemination of pathway referrals, linking the community and CSOs to local justice systems, and on deploying national-level actions to improve local understanding of relevant regulations and jurisprudence; and (iii) addressing impunity and strengthening the GBV capabilities of local CSOs through the involvement of national non-governmental organizations (NGOs) and women's CSOs in litigation and transference of knowledge from national NGOs to CSOs. The evaluation identified that institutional strengthening actions produce a better understanding and approach to GBV and violence driven by prejudice; the need to promote and consolidate inter-institutional coordination at all levels to improve attention of these issues; and the importance of legal representation dynamics cases at the local level and the transfer of knowledge to CSOs.
- **Methods of conflict resolution (alternative dispute resolution, or ADR).** In this regard, some externalities (for example, the new government changing focus and prioritizing the local and rural justice model) altered the JSP activity's strategy, which implied some delays. However, the JSP was right in designing a plan to enact the ADRs. In the medium term, the JSP must strengthen this strategy to guarantee the proper use of the mechanisms.
- **Private sector engagement.** The JSP design considered works with three types of private organizations: private companies, law firms, and universities. The results for this component are limited, and only one consolidated public-private partnership is in place. Improving and strengthening the work strategy in this component is a needed initiative.

EXECUTIVE SUMMARY

EVALUATION'S CONTEXT AND PURPOSE

Within Colombia, providing adequate and inclusive justice is crucial for all citizens and is especially relevant in regions affected by conflict. Accessible justice helps promote trust in government and state institutions and improves the odds of sustainable peace. In these regions, parallel and illegal justice systems operated due to the absence or scarce presence of the Government of Colombia (GOC) and the regional control imposed for decades by armed groups. This situation resulted in a justice system contrary to the rule of law.

The peace agreement can serve as an opportunity to replace illegal justice systems with legal alternatives, mainly government justice services, community justice procedures, and methods of conflict resolution. The Justice for Sustainable Peace (JSP) activity sought to address the following problems:

1. Weak provision and response capacity of a justice system based on the rule of law in municipalities affected by conflict.
2. Weakened mechanisms for conflict resolution and creating a culture in which citizens have limited understanding and support of the formal justice system due to illegal armed actors' sustained presence.
3. Thousands of persons dispossessed of their lands and victims of crimes of exceptional gravity crimes, such as sexual violence, kidnapping, and forced disappearance.

USAID designed the JSP activity to sustain a long-lasting effort between the Mission and key institutions of the GOC. In this sense, the JSP addresses continuing the collaborative work with the GOC counterparts to ensure the interventions' local ownership and sustainability.

The evaluation's scope explicitly addresses the following four JSP activity components: i) gender strategy, emphasizing GBV; ii) methods of conflict resolution (such as alternative dispute resolution or ADR); iii) increased citizen support to the rule of law; and iv) participation and commitment from the private sector.

This evaluation does not cover the JSP's components related to land restitution, reducing impunity associated with crimes committed in the context of the armed conflict, or strategies pertaining to ethnic justice (indigenous and Afro-Colombian communities justice systems and jurisdictions).

According to the scope of work document, the purpose of this performance evaluation is to analyze JSP's achievements, products, and results to determine if they are suited to the current national and regional contexts. The evaluation also reviews whether institutional and community strengthening is effective, and to what degree it has helped improve justice provision services in municipalities affected by the armed conflict in Colombia. The evaluation provides lessons learned and recommendations that contribute to better managing and implementing the JSP activity to achieve the expected results and offer USAID/Colombia and the implementing partner tools to adjust during the program's development.

The evaluation questions summarize the purpose of this evaluation for each component. These questions revolve around the following interests: identifying the JSP's most critical achievements, main challenges, and issues to be improved in each component to accomplish the corresponding objectives, and to what degree the observed results are sustainable. Regarding citizen awareness, the evaluation seeks to answer the extent to which the JSP has informed citizens about access to justice and has also promoted citizen support for legal institutions.

METHODOLOGICAL ASPECTS

The evaluation follows a mixed-methods approach that includes analyzing and integrating quantitative and qualitative information. We obtained the data concerning justice institutions, justice services, and the JSP's activities through representative surveys and semi-structured interviews applied to public officials, CSO leaders, and citizens (participants and non-participants in the JSP's interventions).

The starting point was to identify the four evaluated components' relationship with the corresponding objectives, expected results, relevant actors, and information-gathering instruments. We presented these relationships in the evaluation design matrix, and we used this matrix to design the data collection instruments and analyze the resulting information. We classified the results into three categories: institutional strengthening, citizen strengthening, and inter-institutional empowerment.

The quantitative analysis allows for a characterization of the JSP's beneficiary population based on the survey sample. It is also useful to establish if some outcome variables change by contrasting segments of the observation units (mean difference test), such as participants in the JSP's interventions (direct beneficiaries) compared to non-participants. We can also identify conditions related to the results using multivariate regression models, considering variables describing individuals' and municipalities' socioeconomic and demographic characteristics and factors related to the participation in the JSP activity.

We conducted the interviews with key actors at the national, regional (departmental), and local levels, relevant to the four evaluated components. We classified the key actors into seven types: i) the implementing partner; ii) subcontractors and grantee organizations; iii) national public agencies and local justice systems actors; iv) subcontractors and participants in the ADR pilots; v) universities; vi) other private actors and vii) groups of participants in specific projects associated with citizen education and communication strategies.

In selecting key stakeholders, the four evaluated components were covered, and we considered suggestions from the implementing partner regarding the relevance of some of the specific actors.

We made an intentional sample of municipalities, preferring those with the greatest diversity of JSP activities (in number and type). We first chose three departments from the six targeted by the program. We then selected the department's capital city (to visit regional actors) and one additional municipality to guarantee ample coverage of the four JSP components. The selected cities and municipalities were the following: Pasto and Tumaco (in Nariño), Mocoa and Puerto Asís (in Putumayo), and Medellín and Apartadó (in Antioquia). Also, we visited three municipalities to account for the pilot projects: Turbo (Antioquia), Popayán, and Santander de Quilichao (Cauca). Finally, to analyze the Culture of Legality project's implementation cases, we added Orito (Putumayo). The total tally was: ten municipalities and 109 recorded interviews (33 at the national level and 76 at the regional and local levels).

FINDINGS, CONCLUSIONS, AND RECOMMENDATIONS

INCREASE CITIZEN SUPPORT FOR THE RULE OF LAW

The JSP has six strategies for this component, this evaluation focuses on four of these:¹

1. Communications: looking to spread knowledge and trust, promote the culture of legality and access to justice through cinema-forums, media campaigns, and strengthening communication groups.
2. Citizen training: its objective is to build trust between civil society members and public institutions to protect rights and promote accountability.
3. Political influence: seeking to encourage the participation and leveraging of civil society in the local justice system.
4. Legal advocacy: focused on providing guidance and legal representation by linking pro bono services from law firms and university legal clinics.²

This JSP activity component has advanced through contracts and grants awarded regionally to 37 CSOs, 31 of which were being implemented during the evaluation. The remaining six were in the preparation or approval processes.³ Likewise, the JSP was developing five communication task projects, three of them implemented through local organizations that produced content to be disseminated through the media and plan to strengthen local communication groups (among other activities that have not yet started). Other completed communications projects involve training local journalists through a national news agency, cinema forums, and a Culture of Legality project that devised and implemented a pedagogical strategy and a social mobilization strategy in six municipalities.⁴

Based on the surveys, we estimated that the JSP activity had a positive impact on citizen awareness of justice institutions: between 60 and 70 percent of citizens participating in activities (direct beneficiaries). CSO leaders recognize the program's contribution to different levels of understanding about civil rights and access to justice. Citizens and public officials also have high satisfaction levels with the JSP tasks and expect to continue their work.⁵ However, these perceived benefits do not translate to a significant trust increase in the justice system or judicial institutions such as the Attorney General's Office (AGO) or the judges.

Only 12 and 16 percent of the JSP's participants said they improved their trust in the judges and the AGO (respectively), and the difference with non-beneficiaries is only five percentage points.⁶ In contrast,

¹ The other two deal with 1) Afro-Colombian communities, looking to increase awareness of their practices and traditions, and 2) indigenous communities, harmonizing their justice system with the ordinary justice system.

² This evaluation covers the Legal Advocacy strategy in two components: gender strategy and private sector involvement.

³ These CSOs represent different groups: women's organizations (seven), youth (two), lesbian, gay, bisexuell, transgender, and intersex (LGBTI) organizations (14), Afro-Colombian communities (six), and indigenous communities (eight).

⁴ The Culture of Legality project ("Todos en Sintonía") carried out activities in public places, workshops with citizens and public servants, and campaigns to promote a good relationship between public servants and citizens. The JSP will replicate this project in 25 municipalities.

⁵ According to surveyed citizens, CSO leaders, and public servants, around 90 percent of participants state that they are "satisfied" or "very satisfied" with JSP's activities.

⁶ Surveys showed that 36 and 56 percent of the JSP's citizens participating in JSP activities express high trust in the AGO and judges (respectively).

between 26 and 36 percent of the participants declared gaining trust in community institutions such as local community action boards (JACs), community councils, indigenous authorities, and NGOs. The differences go from 11 to 19 percentage points. Municipal Family Affairs Offices stand out: 25 percent of participants reveal that their trust in this institution improved compared to 14 percent of non-participants. No discrepancies are found between men and women, and gender gaps in trust toward justice, government, and community institutions endure.

The JSP's work with CSOs in specific projects, strengthening these organizations, and connecting them with the local justice systems has been instrumental in helping citizens approach justice. Their participation in local justice committees (LJCs) is worth mentioning in the municipalities where the JSP has intervened with greater intensity. Different stakeholders agree that it is still too soon to observe effects on trust and access to justice. This statement is true considering the nature of the variables the JSP activity wants to modify, the limitations in the projects' temporal and geographic scope, and issues such as insecurity and structural weaknesses of the justice sector, which determine the implementation and the outcome of some activities. The implementing partner's initial operational structure hindered some results; this structure did not favor information flow between components and was insufficient to cover the JSP's geographic scope.⁷ Likewise, we identified some other opportunities to improve the design and implementation of some projects and increase the local appropriation of processes or tools.

One challenge is strengthening the link between the AGO and local judges. Achieving this purpose requires more robust management to agree on organizational commitments at the AGO's central and regional levels and the Superior Council of the Judiciary. Several stakeholders stated that, in their opinion, the absence of prosecutors and judges in institutional spaces and JSP activities is due to their busy schedules and is a consequence of their disinterest in the activities.

Representatives from different agencies and civil society consider that improving the justice institutions' current infrastructure is relevant to increase their credibility and enhance the quality of the services and their legitimacy. They think these changes will help bring the rural population closer to the justice system, Municipal Family Affairs Offices, and Justice Houses and help them tend to the victims and carry out conciliation activities. The JSP obtained funds to improve and equip some police inspections, prioritizing the Justice Houses' infrastructure in local or regional planning processes. One of the challenges the JSP activity has is to steer this component based on a comprehensive diagnosis that allows national, regional, and local governments to make the necessary investments.

GENDER STRATEGY

To strengthen the capacities to tackle GBV, the JSP focused its efforts on initiatives directed at the Municipal Family Affairs Offices, the AGO, and Justice Houses. For Municipal Family Affairs Offices, the JSP identified their most pressing needs for institutional design and operation. Based on this information, the JSP contributed to designing a bill to reform these entities in a coordinated effort with the Technical Board of Municipal Family Affairs Offices, the commissioners', and citizens' participation. Likewise, the JSP outlined a strategy to strengthen these institutions at the municipal level, resulting in better knowledge and handling of Putumayo's GBV issues. In Antioquia and Nariño, we identified a lack of clarity regarding the dynamics of JSP interventions and objectives and the impact that turnover with

⁷ In consequence, during 2019 the Implementing Partner began revamping their organizational and operational structure.

commissioners has on their knowledge in this matter. Regarding the AGO, strengthening the peer-to-peer (P2P) methodology created ties between the central and local levels, improved knowledge appropriation on GBV issues, and accelerated case progress. In one department, we identified that a Sectional of the AGO was not aware of implementing the local-level methodology. Regarding the plan to strengthen the Justice Houses, the strategy allowed establishing ties between these institutions and national NGOs specialized in LGBTI rights to include provisions for this group in their action plans. However, during the fieldwork, it was impossible to identify a comprehensive strategy to strengthen Justice Houses in GBV, like the one outlined for Municipal Family Affairs Offices.

The JSP focused inter-institutional coordination on GBV around pathway referrals, including the community and CSOs in the local justice system. This included deployment of actions (on a national level and in targeted areas) to improve local understanding of the GBV regulations and the LGBTI jurisprudence. We identified progress in the reduction of GBV and violence based on prejudice referral pathways regarding local committees and the work with CSOs. This also includes inter-institutional coordination opportunities led by NGOs with expertise in women's rights to design the corresponding protocols. The implementation of Law 1257's Decentralized Monitoring Committees stands out since they have been instrumental in fostering inter-institutional coordination among national, departmental, and municipal levels. Likewise, we identified substantial work on identifying pathway referrals to update the "Ellas" application. In the subnational fieldwork, we found other institutional or international community actors working on related referral pathways, a circumstance the implementer must consider and follow up on to ensure that their intervention at this point is relevant and successful.

Various actors acknowledge that the JSP activity had a decisive influence on the dynamization of the local justice committee, the integration of gender issues in their operation, and the interaction between officials and civil society. At the national level, the JSP activity implemented actions to improve understanding of the GBV and LGBTI rights regulations through its work with the Gender Commission of the Superior Council of the Judiciary. As a result of this work, the JSP activity designed a pedagogical gender module for judges, helped improve the Commission's gender jurisprudence search engine, and supported the competition on judicial decisions with a gender perspective. It is important to highlight this last initiative's contribution to disseminating and acknowledging verdicts that incorporate gender.

The JSP centered its intervention on the litigation cases in prioritized municipalities and knowledge transfer from the national to the municipal level to address impunity. For this purpose, the JSP selected national NGOs, experts in litigation of these matters, to identify and legally represent local cases. Also, the JSP chose local women's CSOs to transfer knowledge and litigate GBV cases under national NGOs' advice, experts in women's rights. This impunity approach made it possible to identify and advance claims and obtain favorable decisions on some occasions. Likewise, the JSP has facilitated the strengthening of local CSOs in the GBV litigation. However, the JSP did not define a clear, specific, and uniform methodology for NGOs and CSOs to identify the field cases. The initial limitation to criminal cases, security issues, and the timelines established in donations and agreements for this purpose produced inconveniences at the beginning of the intervention, which could have generated a concentration of cases in some municipalities or urban areas.

The recommendations for the implementing partner for the remainder of the JSP activity regarding the gender component are the following:

1. Continue to support the process of institutionalizing the P2P methodology currently underway with the AGO, providing guidelines and recommendations and systematizing good practices and lessons learned.
2. Identify and systematize the good practices and lessons learned from strengthening the Municipal Family Affairs Offices to transfer them to the Justice and Law Ministry for their use.
3. Compile good practices and lessons learned from the JSP activity concerning the obstacles GBV and violence based on prejudice victims face when accessing the AGO and other entities that deal with this type of violence, emphasizing security issues.
4. Document progress, good practices, and lessons learned from public servants' training programs in new masculinities.

The recommendations for the Mission from the mid-term evaluation of the JSP activity in its gender component are:

1. Design a scheme that allows GBV and violence based on prejudice victims to safely access the AGO's offices and other institutions.
2. Design a clear and specific litigation strategy for NGOs and CSOs to identify regional GBV and violence based on prejudice cases. This initiative must be sustainable, consider the context in which litigation will occur and the community's needs and expectations.
3. Design and implement a training strategy for public servants on new masculinities, promoting attitude changes, and fostering the appropriation of non-hegemonic and heteronormative masculinity models.
4. Design strategies to strengthen and coordinate other crucial institutions to address GBV and violence based on prejudice, such as the Colombian Family-Welfare Institute (ICBF), police inspectors, and the health sector.
5. Establish a strategy that allows effective attendance and participation of public servants who are critical to the attention of GBV and violence based on prejudice cases, such as judges and prosecutors, with local decision-making and inter-institutional coordination forums like the local justice committees.

ALTERNATIVE DISPUTE RESOLUTION MECHANISMS

The JSP's first and second objectives center on strengthening citizens' and officials' skills in ADR as one of the tools that allow access to justice and promote support to the rule of law.

The original design of the JSP activity contemplated using ADRs with various activities. However, in its implementation, the JSP faced situations that limited some of the proposed initiatives' progress. In particular, the Justice and Law Ministry, with the change of government, shifted somewhat its course and looked to promote a local and rural justice model in some municipalities. Meanwhile, the JSP approach insisted on local justice systems, which meant developing a community-based justice that understands

civil society's participation as essential.⁸ The JSP's adaptation to the new institutional vision implied significant delays in critical initiatives, such as equity reconciliation and the ADR toolbox. Several JSP activity allies and stakeholders pointed out these issues.

We identified other challenges related to executing the activities, for instance: the lack of clarity about implementing the ADR strategy directly in the Justice Houses; the delay in activities related to promoting equity conciliators; and some opportunities for improving implementation of ADR pilots.

The JSP succeeded in adapting to the national government's needs and requirements that gave rise to the ADR toolbox, selected partners for its construction, developed pilot projects for its design, and created local capacities with anchor actors for its implementation. The work included enhancing the original pilot projects to overcome some weaknesses that arose in the process. In the medium term, we recommend designing an institutional strengthening strategy for the Justice and Law Ministry to manage the ADRs and an incentive plan for the justice models incorporated in the toolbox.

Regarding the equity conciliators, the JSP plans to strengthen the equity reconciliation processes in its last year of execution, which will be a great challenge with current local limitations and the volume of JSP interventions.

ENGAGING THE PRIVATE SECTOR

The JSP considers the participation of three types of private actors (private companies, law firms, and universities) as one of the means of reaching the JSP objectives and an alternative to achieving sustainability.

At the time of this evaluation, the JSP had achieved progress with the design of alliance models, formalizing a public-private partnership (PPP), linking universities to mobile justice brigades, and hiring intermediaries to provide pro-bono legal services. The PPP promoted in Urabá Antioqueño is the only tangible result of the JSP regarding alliances with private sector companies. Although its implementation has not started, the advances in coordinating different actors constitute a critical achievement. The participation of universities in the mobile justice brigades to provide legal advice and psychosocial support is a relevant result for the JSP activity because it has generated two-way benefits for the community and the students.

However, the JSP has some significant delays and difficulties that have affected this component's implementation and results. First, regarding PPP, the JSP fails to meet the design expectations, as they have not achieved a formal alliance in five out of six intervention regions. Some of the reasons identified are lack of regional management and coordination problems with the national and regional levels, local conflicts of interest between industries and citizens, a limited private sector, and lack of knowledge of the justice system.

Second, the JSP falls short in terms of contribution to its objectives through partnerships with the private sector. Although the JSP activity is open to achieving such goals through alliances with the private or public sector, this evaluation identifies the obstacles that have made the JSP resort more to public sector partnerships. This is mainly due to the lack of a component strategy with adequate technical

⁸ In November 2019, the Justice and Law Ministry ordered the implementation of local and rural justice models in local justice systems.

depth and guidance and procurement delays related to partnership models' design and implementation. As mentioned, to address the objectives set out in Section C, the JSP pushed for alliances with the public sector to counteract the difficulties of formalizing partnerships with the private sector.

Third, no evidence of substantial progress is found in providing pro-bono services and collective legal representation through legal clinics. Delays in the design and adjustment of the terms of reference (TOR) delayed pro-bono projects and legal clinics. Likewise, the JSP did not accrue significant results in the evaluated period regarding the scholarship program's advancement.

Finally, the mechanism by which private organizations contribute to sustainability in the JSP is not clear. The evidence allows us to affirm that this role would be fulfilled mainly by local governments and public technical entities in the partnerships since they can ensure sustainability to the initiative over time. On the other hand, universities require an external flow of resources to continue their participation in the activity, and the JSP has not yet designed a pro-bono sustainability plan.

From what we observe in this component, we infer the need to define and promote a strategy to foster partnerships with the private sector while accompanying the Urabá Antioqueño PPP consolidation process to favor its implementation through proper management. Likewise, we recommend strengthening the scope of the mobile justice brigades and leveraging them as a cohesive mechanism.

We also recommend expanding the scope of the partnerships' strategy with pro-bono legal services and legal clinics by leveraging opportunities such as: partnering with national and local universities to advocate JSP cases; encouraging knowledge exchange; educating citizens on rights and referral pathways; training CSOs; and involving conciliation centers. We also think it is relevant to increase the support given to legal clinics' administrative task force and enforce protocols to guarantee security and cover travel expenses. Also, we think it is convenient to seek alliances with ongoing programs offered by legal clinics and scholarship programs already granted by the national and regional educational community.

EVALUATION PURPOSE

According to the evaluation Statement of Work:

“The purpose of this mid-term performance evaluation is to assess whether the JSP’s deliverables and outcomes are being accomplished, to determine whether they are relevant and in what extent based on the current national and local contexts, whether its institutional and community strengthening efforts are effective, and to what degree it has advanced the provision of justice services in conflict-affected municipalities in Colombia.

In accomplishing this purpose, the evaluation will assess if the activity's support has contributed to positive changes in key Government of Colombia institutions. It will provide information on the extent to which the activity is advancing in its objectives of increased access to more effective, inclusive, and responsive justice-related services in conflict-affected regions of Colombia and increased citizen support for rule of law in conflict-affected regions.

The evaluation also must provide lessons learned and recommendations contributing to the management and implementation of the JSP, and the achievement of its expected results, in order for USAID/Colombia and the implementing partner to make mid-course corrections.”⁹

The scope of the evaluation includes the following four components explicitly: 1) gender strategy, with emphasis on gender-based violence; 2) methods of conflict resolution; 3) increased citizen support for the rule of law; and 4) private sector engagement.

This evaluation does not cover the JSP’s components related to land restitution, reducing impunity associated with crimes committed in the context of the armed conflict, or strategies on ethnic justice (indigenous and Afro-Colombian communities justice systems and jurisdictions).

ACTIVITY DESCRIPTION AND BACKGROUND

The period of performance of the Justice for a Sustainable Peace (JSP) activity extends from March 2017 to February 2021; it targets 45 Colombian municipalities in six departments (see Exhibit I).

Southern Córdoba (4): Montelíbano, Tierralta, San José de Uré, Puerto Libertador.

Urabá Antioqueño (6): Turbo, Apartadó, Carepa, Chigorodó, Mutatá, Vigía del Fuerte.

Chocó (10): Unguía, Riosucio, Bojayá, El Carmen, Tadó, Condoto, Medio San Juan, Nóvita, Bajo Baudó, Itsmina.

Cauca (8): Miranda, Corinto, Buenos Aires, Caloto, Santander de Quilichao, Toribío, Jambaló, Caldono.

Nariño – Pacific Coast (10): Tumaco, Ricaurte, Barbacoas, Roberto Payán, Magüí, El Charco, Santa Bárbara, Francisco Pizarro, Olaya Herrera, La Tola

Putumayo (7): Puerto Leguizamó, Puerto Guzmán, Puerto Asís, Puerto Caicedo, San Miguel, Valle del Guamuez, Orito.



Exhibit I. The JSP activity's geographical coverage

One of the fundamental challenges posed by the Government of Colombia (GOC) when signing the peace agreement with the Revolutionary Armed Forces of Colombia, or FARC, in November 2016 was to ensure citizens’ access to essential services in the regions affected by the conflict, among which the justice service was considered a priority. The provision of adequate and inclusive justice is especially relevant in areas affected by conflict; this allows for building trust in public institutions, the government,

⁹ Statement of Work document, USAID Colombia, October 2019

and the peace process. Illegal groups established parallel and illegal justice systems in these regions due to the GOC's weak presence and territorial control. Criminal actors maintained these justice systems for decades, which resulted in a justice approach contrary to the GOC, which has the mandate to provide a justice system throughout the country.

The peace agreement can be an opportunity to replace illegal justice systems with proper justice services and strengthen community justice and conflict resolution methods. Thus, the JSP activity addresses the following problems:

1. Weak presence and responsiveness of a rule-of-law-based justice system in conflict-affected municipalities.
2. Lack of mechanisms for conflict resolution, creating a culture where citizens have limited understanding and support for the formal justice system due to the sustained presence of illegal armed actors in conflict-affected communities.
3. Thousands of civilians dispossessed of their land and victims of violent crimes, such as sex offenses, kidnapping, and forced disappearance.

Table I below is a summary of key information for the JSP activity.

TABLE I: INFORMATION SUMMARY	
Activity Name:	Justice for a Sustainable Peace
USAID's Office:	USAID/Colombia – Democracy Rights, and Governance Office
Implementing Partner:	Chemonics
Contract Number:	AID-514-TO-17-00009
Total Estimated Cost:	\$45,974,128
Period of Performance:	March 2017–February 2021
Active Geographic Regions:	45 municipalities distributed in six main regions as well as : Sur de Córdoba, Urabá Antioqueño, Chocó, Cauca, Pacífico de Nariño, and Putumayo.
Development Objective:	DOI

The JSP activity looks to continue USAID's joint work with key GOC institutions and the justice sector; this work has been going on for some time. In this sense, the JSP should extend coordinated efforts with public counterparts to ensure local appropriation and sustainability of interventions, thus promoting the adoption of priorities and acceptance of activities and identifying additional public and private resources to strengthen access to justice.

Where relevant, the JSP activity should build on other United States Government programs' successful experiences, including the Department of Justice initiative to develop and implement national standards for investigations and prosecutions. The implementing partner must also complement and coordinate

interventions with other USAID activities and other bilateral, multilateral, and international donors to enhance synergies and avoid duplication of efforts.¹⁰ The JSP's lifespan extends from March 2017 to February 2021, working in 45 municipalities distributed in six Colombian departments, as shown in Exhibit 2 (indicating the convergence of different USAID activities). In five of the municipalities registered, between nine and 13 activities have taken place since 2014.

Based on the above, the theory of change that guides the JSP interventions is as follows:

Improving access to effective and responsive justice services in conflict-affected regions, strengthening citizen engagement with justice-related issues, and addressing the critical justice needs of victims of the armed conflict will help increase the legitimacy of government institutions and the respect of citizens for the rule of law, essential to ensure sustainable peace in Colombia.

Table 2 below summarizes the JSP activity's objectives and sub-objectives.

TABLE 2: OBJECTIVES AND SUB-OBJECTIVES	
Objective 1: Increased access to more effective, inclusive, and responsive justice-related services in conflict-affected regions of Colombia	Sub-Objective 1.1: Increased presence, capacity, staffing, funding, and other resources for select GOC justice sector institutions in conflict-affected departments and municipalities.
	Sub-Objective 1.2: Increased inter-institutional coordination between justice sector actors at the regional and local levels.
	Sub-Objective 1.3: Strengthened accessible and sustainable Justice Houses in select conflict-affected municipalities.
	Sub-Objective 1.4: Establishment of effective, inclusive, and responsive rural justice services in select conflict-affected municipalities.
Objective 2: Increased citizen support for the rule of law in conflict-affected regions	Sub-objective 2.1: Increased citizen awareness in conflict-affected communities of justice sector institutions and services that support the rule of law.
	Sub-Objective 2.2: Strengthened engagement of civil society organizations and other key stakeholders in policy advocacy, decision-making, government monitoring, and oversight on justice-related issues at the national, departmental, and municipal levels.
	Sub-Objective 2.3: Increased citizen use of formal and informal justice-related services that promote the rule of law.
Objective 3: Strengthened judicial responses for victims of the armed conflict	Sub-Objective 3.1: Increased effectiveness and transparency in Land Restitution judicial processes.
	Sub-Objective 3.2: Impunity for conflict-related gender-based violence (GBV) addressed through strengthened judicial services and a more engaged civil society (not to include work related to the Special Jurisdiction for Peace),
	Sub-Objective 3.3: Impunity for crimes committed in the context of the armed conflict addressed through strengthened justice services and a more engaged civil society (not to include work related to the Special Jurisdiction for Peace).
	Sub-Objective 3.4: Rapid response for urgent justice-related needs in support of peace.

¹⁰ This includes the UN Development Program Transitional Justice Fund and programs implemented by UN Women and cooperation agencies from the European Union, Spain, Sweden, and the United Kingdom.

INCREASE CITIZEN SUPPORT FOR THE RULE OF LAW

This component looks to increase citizen support for the rule of law. The evaluation is directly associated with objective 2 of the JSP, which has the same name and responds to three sub-objectives: 1) Promote citizen awareness of justice institutions and services; 2) Strengthen the participation of CSOs in the discussion of justice issues and policies; 3) Encourage citizens to use justice services and methods of conflict resolution.

This component of the evaluation also refers to some aspects considered in objective 1 of the JSP activity: “Increase access to more effective and inclusive justice services,” described in sub-objectives 1.2 and 1.4, such as promoting access routes to the local justice systems for GBV victims, encouraging participation of the community and CSOs to develop a more inclusive justice response to GBV within the local justice system model, promoting methods of conflict resolution, and empowering rural communities. Likewise, sub-objective 3.2 includes the strengthening of local CSOs that provide support to GBV victims.

GENDER STRATEGY

The JSP gender strategy structure follows three objectives: 1) capacity strengthening, 2) inter-institutional coordination, and 3) citizens empowerment. Regarding capacity strengthening, the JSP activity contemplated doing so with Municipal Family Affairs Offices, the AGO, the ombudsman’s office, and the Justice Houses. To establish and communicate referral pathways, we outlined an inter-institutional coordination strategy. This includes communities and CSOs in justice responses, working with national agencies to better understand GBV and LGBTI legislation and case law at the local level, and adopting the local justice system model designed by national institutions.

Citizen empowerment is linked to mobile justice brigades, providing psychosocial support to GBV victims in coordination with the public sector, and working with CSOs on advocacy to strengthen the local justice system and provide legal orientation and representation services.

The gender strategy refers to JSP objective 3.2 and different aspects of objectives 1 and 2.

METHODS OF CONFLICT RESOLUTION (ADR)

Objectives 1 and 2 of the JSP activity look to reinforce the citizens’ and public servants’ ADR capabilities, understanding that these mechanisms are instrumental in improving access to the justice system and bolstering support for the rule of law. The idea is that the JSP enhances the effectiveness and frequency of use of the equity conciliators and expands the ADRs’ scope beyond the Equity Conciliator’s zones; this expansion may include using local community action boards, schools, women’s groups, and community organizations as service providers. The JSP also looks to consolidate the citizens’ capacities and practices to resolve conflicts through democratic and pacific procedures.

ENGAGING THE PRIVATE SECTOR

The JSP activity encourages participation from three types of organizations from the private sector: private companies, law firms, and universities. These organizations are generally crucial to achieving the JSP activity’s objectives and should play a significant role in the endeavor’s future sustainability. The JSP’s

tools to work with private organizations include a public-private partnership (PPP) strategy and a legal incidence strategy. This component is related to the JSP objectives 1, 2, and 3.2.

EVALUATION QUESTIONS AND METHODOLOGY

EVALUATION QUESTIONS

1. Gender strategy: What are the main successes of the JSP's GBV approach? Are there any regional differences in the effectiveness of actions? What can be improved?
2. Alternative methods of conflict resolution: To what extent has the JSP's three-tiered strategy to promote the use of alternative methods of conflict resolution been effective in reaching the JSP activity objectives? Are there any regional or departmental differences in the results achieved by the JSP activity? What can be improved?
3. Private-sector engagement: What were the main private-sector contributions to the JSP's results? What were the main challenges for private-sector engagement in the JSP's strategies? To what extent has the JSP been effective in addressing those challenges? What can be improved?
4. Increased citizen awareness: To what extent has the JSP both informed citizens on access to justice and promoted citizen support for justice institutions? What are the main challenges to promote trust in and legitimacy of the justice sector at a local level? What can the JSP activity do more or differently to increase citizen awareness and trust in the justice sector?

An additional proposed question to consider regarding sustainability is: to what extent are the JSP outcomes sustainable?

The evaluation starts by identifying the relationship among the four targeted components with the corresponding JSP objectives, expected results, relevant actors, and information collection instruments.

The JSP has a holistic perspective that includes training citizens and strengthening and coordinating institutional and social mechanisms. Various activities are developed with multiple approaches in different municipalities, with numerous actors and different levels of local institutional capacity.

Some of the expected results involve cultural and behavioral changes of citizens and public servants of the justice sector. However, multiple factors influence these transformations, and some are outside the JSP's scope or capacity. Others require intensive and sustained measures beyond the JSP activity's lifespan.

The JSP activity is a "complex" intervention on a scale determined by the degree of certainty related to institutional capacity and the degree of agreement about popular views of institutions and community. Accordingly, the evaluation used a complexity-aware monitoring approach, as defined by USAID for strategies, projects, or activities.¹¹

¹¹ USAID, 2018 Discussion note for the program's cycle: monitoring aware of complexity. Version 1, July.

Exhibit 2 illustrates the scope of the evaluation regarding the multiplicity and diversity of stakeholders involved in the JSP activity:

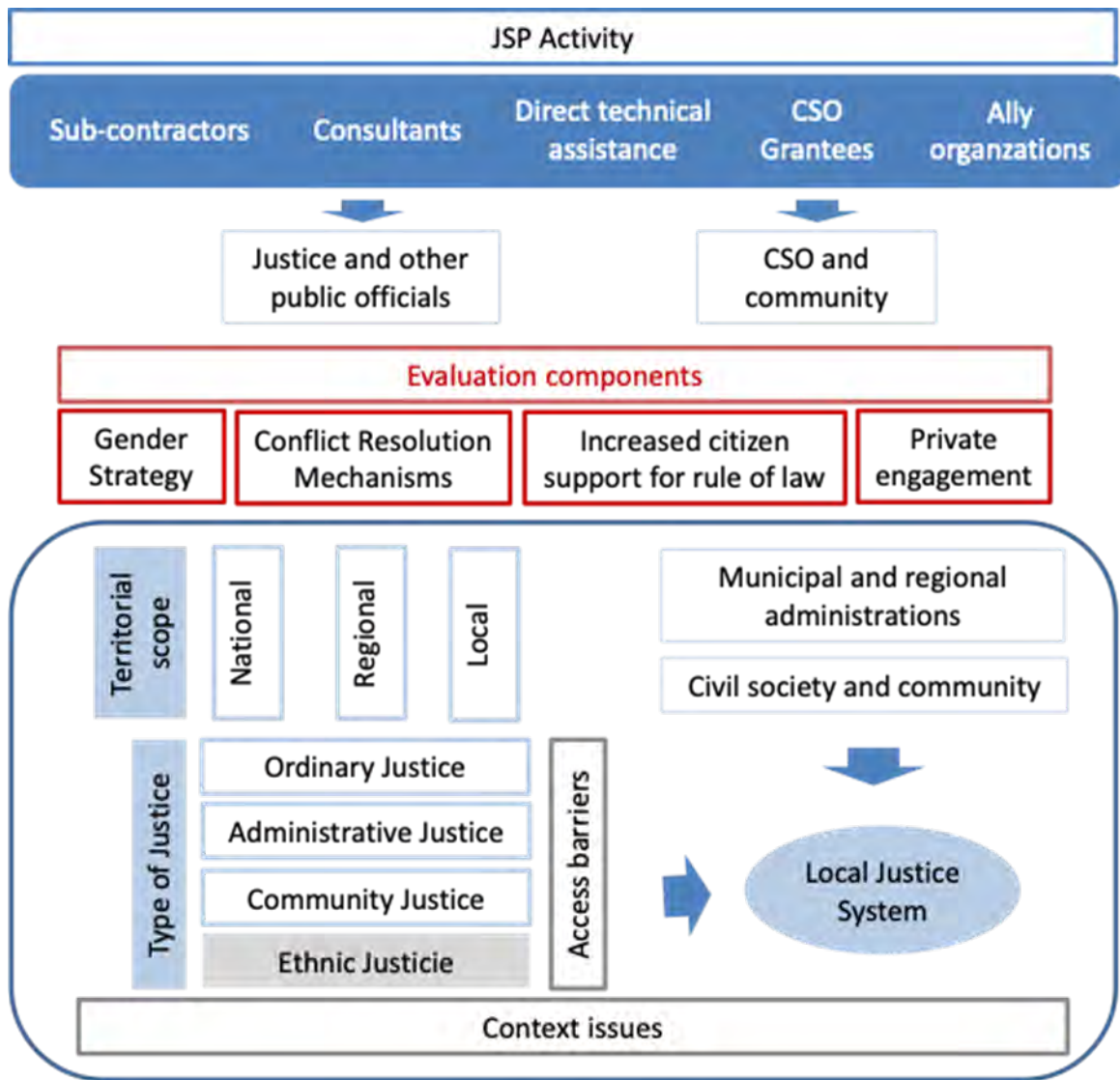


Exhibit 2: Scope of the Evaluation

The evaluation will use a mixed-methods approach to address the JSP’s complexity. This approach served as a general methodological reference comprising the use of qualitative and quantitative data. We sought to identify stakeholders’ perspectives and viewpoints while including elements from the network analysis and most significant change approaches. We also used open questions to collect stakeholder observations on the main changes and activities related to the JSP components that focus on this evaluation. Exhibit 3 below provides the evaluation’s simplified logic framework.

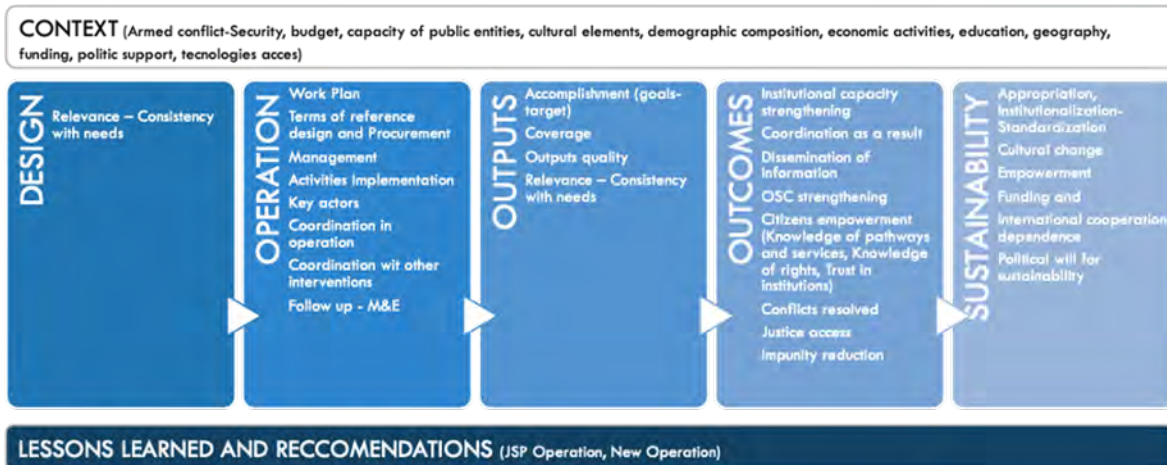


Exhibit 3: Evaluation's Simplified Logic Framework

The evaluation design matrix served as a guideline for the data collection instruments. The outcomes fall into three categories as a general reference for conducting the evaluation: 1) institutional strengthening, 2) inter-institutional strengthening, and 3) citizen empowerment (see Table 3). This report presents results for each component, while some cross-cutting conclusions may arise.

TABLE 3: OUTCOMES AND EVALUATION COMPONENTS

RESULT CATEGORIES	RESULT	COMPONENT ¹²	PRODUCT
Institutional Capacity	Strengthen Municipal Family Affairs Offices	GBV, PSP	8
	Strengthen the Office of the Attorney General	GBV	2
	Strengthen the Ombudsman's Office	GBV	1
	Strengthen methods of conflict resolution	ADR, CSRL, PSP	11
	Strengthen justice institutions	PSP, CSRL, GBV	10
	Strengthen justice centers	GBV, ADR, PSP	7
Coordination	Inter-institutional coordination	GBV, ADR, CSRL	7
	Dissemination of information	CSRL, GBV, ADR, PSP	7
Citizen Empowerment	Strengthen CSOs	GBV, CSRL	3
	Empower citizens	GBV, CSRL, ADR	3
	Provide access to justice for GBV victims	GBV	2

¹² The evaluation focuses on the following JSP activity components: GBV: gender-based violence; ADR: alternative methods of conflict resolution; CSRL: Citizen Support for the Rule of Law; PSP: private-sector participation and engagement.

QUANTITATIVE ANALYSIS

OBSERVATION UNITS, SAMPLE DESIGN

The surveys covered 30 of the 45 municipalities in which the JSP intervened. The surveys' observation and sampling units are as follows:

- Citizens participating in the JSP interventions (direct beneficiaries) and non-participant citizens (different from direct beneficiaries).
- Civil society organizations identified as grantees and as participants in the JSP interventions. The informant was the director or leader of the organization.
- Public servants of the justice sector and the local government: judges, prosecutors, family commissioners, *Personeros*, coordinators of Justice Houses, police inspectors (*rural municipal authority*), government secretaries, or delegate of the mayor's office.
- In the different types of samples, the first stage was the random selection of 30 municipalities. The probabilistic design implemented was defined as multi-stage and stratified. We established two groups:
 1. 22 forced-inclusion municipalities: this means municipalities in which the JSP had a more significant number of activities (called "high intensity"). This group includes the six municipalities that hosted the Culture of Legality project¹³ and all those in the group with the least number of interventions (classified as "low intensity").
 2. Eight probabilistic inclusion municipalities (within the group of "medium intensity").

Table 4 below provides information on the Sampling Units and Sample Size

TABLE 4: SAMPLING UNITS AND SAMPLING SIZE ¹⁴				
PRIMARY SAMPLING UNIT	SAMPLING AND OBSERVATION UNITS		TARGET POPULATION	SELECTED SIZE
40 municipalities (six departments); 30 selected	Citizens	Direct Beneficiaries	5,881 ¹⁵	596
		Non-Beneficiaries	1,806,510 ¹⁶	532
22 forced inclusion (high and low intensity of JSP intervention)	CSO (grantees and linked)		190	111

¹³ In the sample design, we defined as a stratum the group of six municipalities that hosted the Culture of Legality project and considered them of forced inclusion. In the sample, these municipalities represent 18 percent of JSP's beneficiaries and 15 percent of non-participating citizens. See H.A. Gutierrez, 2009.

¹⁴ For citizen's sample: data extended by census population structure, See DANE, 2018 Urban zones.

¹⁵ Random selection: simple random sampling based on the negative coordinated algorithm.

¹⁶ Random selection for populated nuclei, cartographic blocks, houses, and homes: no-replacement method and inclusion probability proportional to the number of direct beneficiaries and the Sunter selecting algorithm.

TABLE 4: SAMPLING UNITS AND SAMPLING SIZE¹⁴

PRIMARY SAMPLING UNIT	SAMPLING AND OBSERVATION UNITS	TARGET POPULATION	SELECTED SIZE
Eight probabilistic inclusion (medium intensity) ¹⁷	Justice sector and public employees	339	207

For citizens, other sampling units are nuclei rural areas, cartographic blocks, dwellings, and households to select citizens in municipalities, using a simple random sampling.¹⁸ The strategy was to conduct a census in the 30 municipalities for CSOs and local public servants, using the information available for participating organizations and the implementing partner's stakeholder map.

QUANTITATIVE DATA COLLECTION INSTRUMENTS

Surveys designed for citizens, CSO leaders, and public servants contain the categories broadly mentioned in Table 5 (Annex 5 includes the survey instrument documents).

TABLE 5: GENERAL QUESTIONNAIRE CONTENT

CATEGORIES		CITIZENS	LOCAL CSOs	PUBLIC SERVANTS
Description of the individual answering the questionnaire		X	X	X
Information about the organization represented		X	X	X
Knowledge about the JSP, participation in activities, and satisfaction		X	X	X
Participation in other activities related to justice			X	X
Perception of the JSP's contribution to CSO's strengthening	Acknowledge strengthening		X	
	CSO's capacity to understand justice supply	X	X	X
	CSO's capacity to use justice services			X
	Women CSO's capacity to use services	X		X
Strengthening public servants	General; Enhance knowledge on MRD; enhance knowledge of gender-oriented justice and indigenous justice	X	X	X
Understanding the value of justice		X		
Perception of equal opportunity to access justice		X		
Trust in the justice system and its institutions	Trust in justice, <i>Tutela</i> , the honesty of justice workers	X		

¹⁷ Random selection: simple random sampling based on the negative coordinated algorithm.

¹⁸ The random sample derived from the negative coordinated algorithm, see H.A. Gutiérrez, 2009 for more information about this approach. The cartographic blocks in the city centers used the map inventory found in the National Geostatistical Work Frame (2017). In each selected block, the team counted houses to choose a sample of them and, in each, found out the number of homes and chose one. In each home, the team picked an appropriate informant, at least 18 years of age. The 30-municipality sample includes 17 populated rural centers.

TABLE 5: GENERAL QUESTIONNAIRE CONTENT

CATEGORIES		CITIZENS	LOCAL CSOs	PUBLIC SERVANTS
	Trust in Attorney General Office, judges, Family Affairs Office	X	X	X
	When needed, they used the justice system because of trust	X		
Trust in government agencies		X	X	X
Trust in other actors (different from the government)	Community organizations	X	X	X
Perception of the JSP's contribution to awareness of justice institutions		X	X	
Perception of the JSP's contribution to the knowledge of rights (only the JSP beneficiaries)	Civil rights, gender, and LGBTI	X		
Perception of the JSP's contribution to the community's awareness of access to justice	General, ADR, GBV complaints, LGBTI population, Afro-Colombian communities, indigenous	X	X	X
Quality of service (perception of good service and public servants' perception)		X	X	X
Knowledge of and participation in local justice committee (CLJ)	Awareness of local justice committee, the JSP's support to local justice committee, community and CSO involvement			X
Coordination among institutes and with CSOs				X

ANALYSIS PLAN FOR QUANTITATIVE DATA

The quantitative analysis allows for a characterization of the JSP beneficiary population. Analyzing these data helped us discover if some outcome variables changed. We did this by contrasting the observation units' segments and identifying conditions related to the results using multivariate regression models, considering descriptive variables of socioeconomic and demographic characteristics of individuals and municipalities and variables related to participation in the JSP activity. Here is an overview of the methods.

DIFFERENCE IN MEANS TEST

The mean difference test is useful in establishing whether the average of two population groups differs significantly in terms of one characteristic or variable associated with some expected result.¹⁹ We applied the different segmentations according to the characterization of the population of citizens, CSOs, and public officials, as follows (see Table 6 below) .

- The JSP's direct beneficiaries compared to the rest of individuals: in the case of citizens and officials, in addition to references to participants in the records provided by the implementing partner, the survey allowed self-recognition of the respondent as a participant in the JSP

¹⁹ The indicators are mainly ratios that result from discrete and categorical variables on an ordinal scale, which represent the perception or assessment of individuals. The test applied to evaluate the statistical significance of the differences between the population groups considered is a z-type test for differences between proportions (two-proportion z-test), which is appropriate to test a hypothesis with this type of variable.

interventions. The survey compared CSO leaders who acknowledge having their organization strengthened with those who participated in other activities.

- Higher compared to a lower intensity of the JSP interventions. The survey compared estimates of populations in municipalities with more interventions with those in places with fewer interventions.²⁰
- Municipalities with a “Culture of Legality” project, Other municipalities: the JSP implemented the Culture of Legality project (called “*Todos en Sintonía*”) in six municipalities where the JSP activity operates. This initiative has a line of work that includes variables of interest for the evaluation. The analysis compared these municipalities’ results with other places to approximate the project’s marginal effect and compare the evolution of variables before (baseline) and after the intervention. To this end, the survey includes some questions of that baseline questionnaire.
- Segmentation by gender: in the case of citizens, the survey recognized differences between men and women. For CSOs, the survey compared women and LGBTI organizations and the rest of CSOs.
- Urban-rural segmentation: this applies only to CSOs. The survey compared the perception of CSO leaders based in urban areas with those located in rural areas. Although locating headquarters in an urban area does not limit its scope of action, those outside the city limit usually have a more noticeable rural vocation and offer some results from this perspective

TABLE 6: SEGMENTATION FOR TESTING DIFFERENCES BETWEEN MEANS

ANALYSIS UNITS SEGMENTATION	OBSERVATION UNITS		
	CITIZENS	LOCAL CSOs	PUBLIC SERVANTS
Direct beneficiaries versus Other individuals	X	Strengthen/Not-strengthen	X
Municipalities according to the JSP's intervention intensity (high versus low)	X	X	X
Municipalities with “Legality Culture” initiative versus. other municipalities	X	X	
Gender	Women/Men	Women—LGBTI Organizations	
Urban-Rural	Depending on Location		

ASSOCIATED FACTOR MODELS

The associated factor models are useful to identify variables related to the outcome variable. We can control these variables with exogenous effects associated with municipal or citizen characteristics. In this case, we estimated multivariate regression models with a dichotomous discrete dependent variable, Probit models, with citizens’ samples.

²⁰ We took this classification from a grouping of municipalities made by the implementing partner according to the activities carried out in each municipality and presented in Annex 4 as part of the design’s description and the sample’s characterization.

The dependent variables are associated with increased trust in institutions (with citizens participating and not participating in JSP activities) and the perception of the JSP's contribution to knowledge categories and access to justice (only with citizens participating in JSP activities). The independent variables in the models fall into the following categories:

- Characteristics of the individuals: socioeconomic and demographic descriptive variables, such as age, sex, ethnicity, literacy, marital status, educational level, or income range.
- Participation in the JSP interventions: type of intervention with recorded participation (or non-participation in the case of models that examine trust in institutions).
- The intensity of the JSP in the municipality: number of participants in the JSP interventions; affiliation with a group of municipalities according to the number of activities; affiliation with a municipality with a Culture of Legality pilot project.
- Variables that capture the municipalities' heterogeneity: homicide rate, rurality index, and institutional supply, among others.

SAMPLE CHARACTERIZATION

Outlined below are the analytical findings of the survey sample characterization.

CITIZENS

Close to 71 percent of interviewees included in listings as direct beneficiaries declared knowing the JSP activity; this percentage rose to 82 percent when we offered a general description of the JSP activity; for non-participants, that number was 19 percent (see Exhibit 4 below).²¹

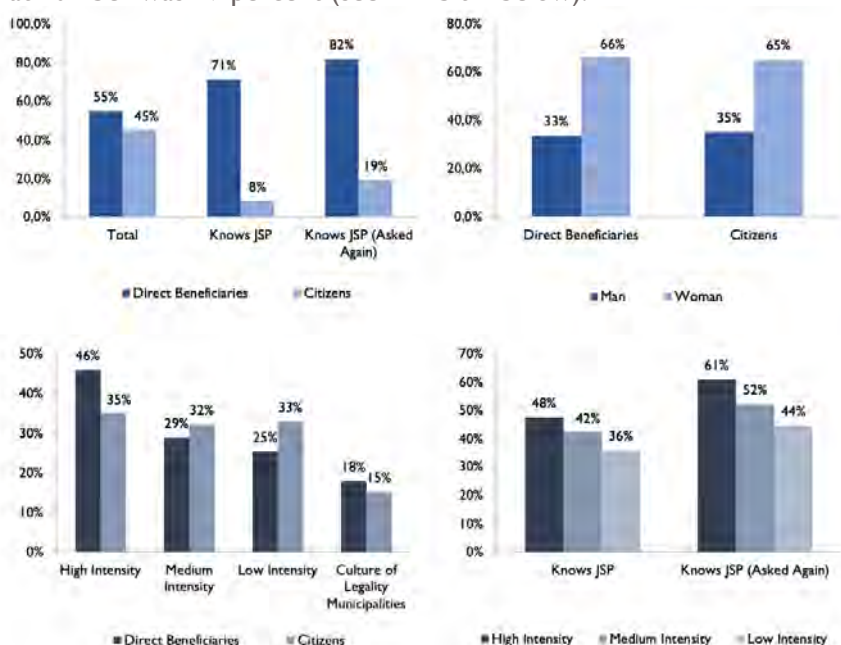


Exhibit 4: Citizen's Sample Distributed According to Education Level

²¹ Source: citizens survey done in this evaluation.

Almost two-thirds of the participants are women. Results show an even distribution of direct beneficiaries in this sample, between high-intensity municipalities (46 percent) and the rest of them. Other citizens (those not involved with the JSP) show a homogenous distribution among high- (35 percent), medium- (32 percent), and low-intensity municipalities (33 percent). When we consolidated answers for participants and non-participants, results show that the JSP recognition is proportional to the intervention's intensity (61 percent for high, 52 percent for medium, and 44 percent for low).

Direct beneficiaries have a higher education level than non-beneficiaries (see Exhibit 5): 23 percent of beneficiaries exceeded intermediate education, compared with ten percent of non-beneficiaries.

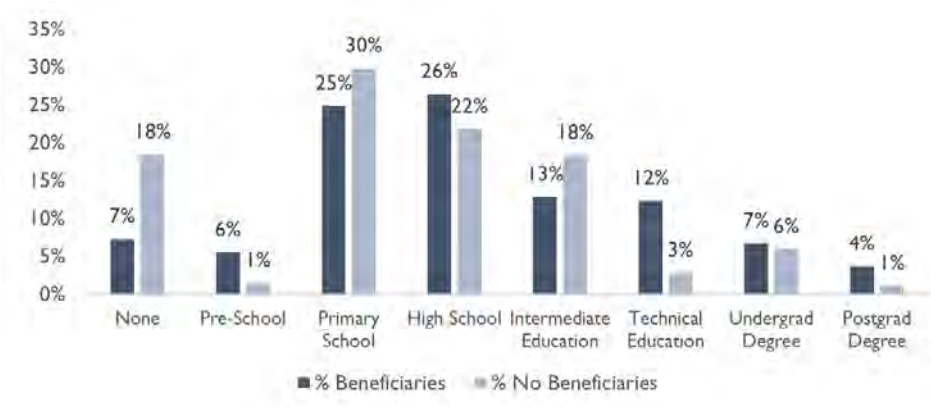


Exhibit 5: Sample Distribution by Interviewees' Level of Education

Similarly, income distribution is also higher among beneficiaries compared to non-beneficiaries (see Exhibit 6).²²

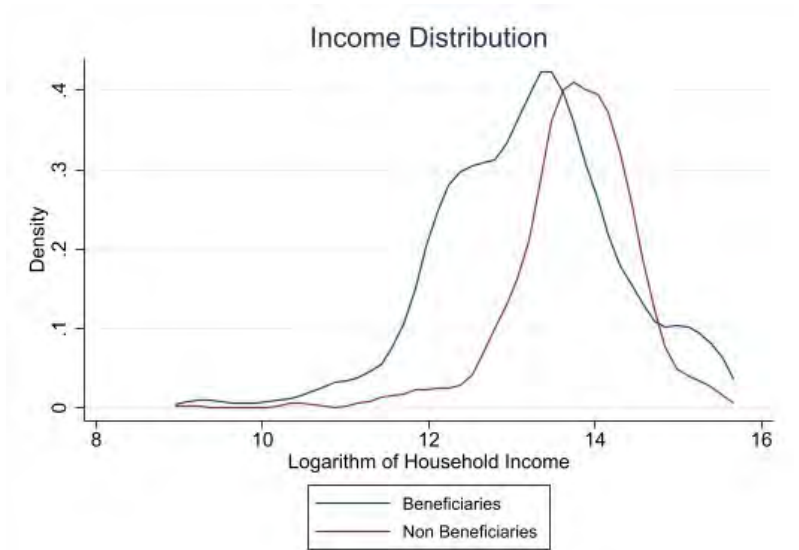


Exhibit 6: Home Income Distribution

²² Source: citizen's survey done in this evaluation.

CIVIL SOCIETY ORGANIZATIONS

Our results show that 64 percent of interviewed CSO leaders recognized some type of support from the JSP. Out of that group, most interviewees (94 percent) answered that this strengthening effort occurred through a training event (see Exhibit 7 below).²³

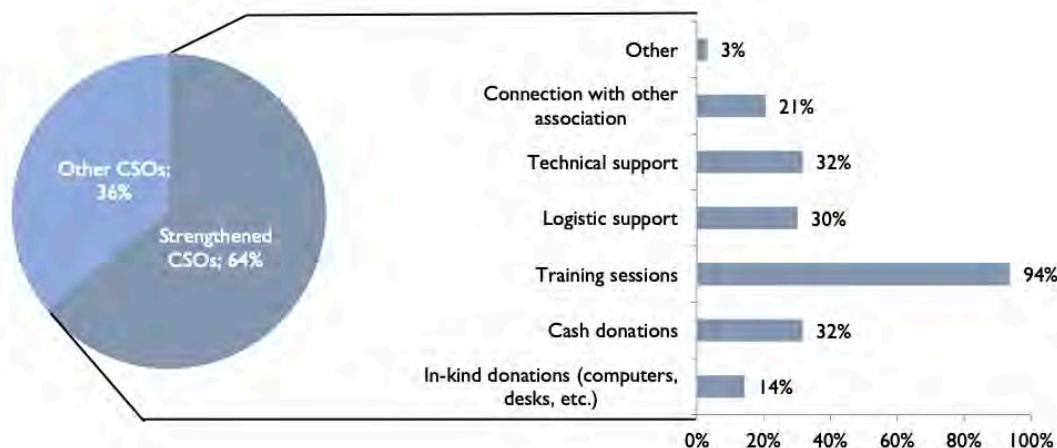


Exhibit 7: Strengthened CSOs and Strengthening Topics²⁴

Of all the CSOs we interviewed, 66 percent have their headquarters in an urban area and 24 percent in a rural zone; 54 percent of the organizations are in high-intensity municipalities, 34 percent in medium-intensity, and 12 percent in low-intensity. Almost 16 percent of all organizations classify themselves as gender CSOs; of those, 11.7 percent state that their priority is women, and 5.1 percent say they prioritize working with the LGBTI community. Finally, 74 percent of all CSOs in the sample declare that, among other things, they focus on women and gender issues (see Exhibit 8 below).²⁵

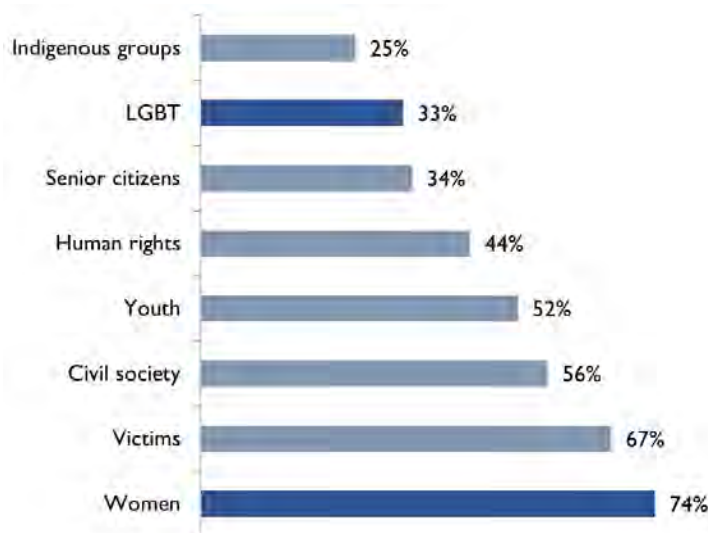


Exhibit 8: CSO Prioritized Issues

²³ Source: citizen's survey done in this evaluation.

²⁴ Source: citizen's survey done in this evaluation.²⁵ Source: citizen's survey done in this evaluation.

²⁵ Source: citizen's survey done in this evaluation.

Table 7 shows the composition of the public servants sample. The exhibit divides the interviewees according to their capacity and shows their distribution in JSP's actors map. It also shows the percentage of these servants that acknowledge the JSP working directly with their office (i.e., direct beneficiaries).

TABLE 7: PUBLIC SERVANT'S SAMPLE

PUBLIC SERVANTS	ACTOR'S MAP	INTERVIEWED	Percent	PARTICIPATION (percent)	THE JSP HELPS HIS/HER OFFICE (percent)
Municipal Judges	52	34	65	17	14
Police Inspector	30	27	90	14	65
Secretary of Government/Mayor's representative	30	27	90	14	56
<i>Personero</i>	30	26	87	13	35
Family Commissioner	30	20	67	10	73
Local Prosecutor	25	19	76	10	59
Regional Prosecutor	25	16	64	8	59
Regional Judge	22	15	68	8	22
House of Justice Coordinator	12	12	100	6	75
Total	256	196	77	100	50

Of the public servants interviewed, 77 percent are in high-intensity municipalities. An analysis of the time in office finds 69 percent have at least one year in their current position, and half of those have more than four years. Almost 26 percent took office during or after the change of administration (January 2020). Due to their recent status, we excluded this last group from several indicators.

QUALITATIVE ANALYSIS

OBSERVATION UNITS AND SAMPLE DESIGN

We interviewed key informants at the national, regional, and local levels, organized according to their relevance to the four JSP evaluated components, and classified them into seven types (Table 8 below):

TABLE 8: TYPES OF KEY INFORMANTS

TYPE OF STAKEHOLDER	DESCRIPTION
1. Implementing partner	National and regional teams
2. Sub-contractors and grantee organizations	National NGO subcontractors for projects in the Gender component, local grantee CSOs that worked together with national NGOs, other local grantee organizations working in projects related to the communications and citizen training strategies.
3. National-level public institutions and local justice system actors	At the national level, departments of the Justice and Law Ministry, AGO, Inspector General's Office (PGN), Gender Commission of the Superior Council of the Judiciary, and the National Planning Department in relation with the gender and the Conflict Resolution Methods components of the evaluation. At the regional and local levels, Secretaries of Government of regional (departments) and municipal administrations; Regional Offices of the AGO and the Superior Council of the Judiciary; and at the local level, the prosecutor office (mainly in relation with GBV and the Peer-to-Peer intervention), offices of administrative Justice (Municipal Family Affairs Offices, Justice Houses), and equity conciliators. Also, group interviews with members of coordinating bodies such as the Ley 1257 law committee and the local justice committee.
4. ADR pilots: Sub-contractors and participants	Sub-contractors for each of the six pilots of alternative dispute resolution methods, the corresponding local partner organization, and a group interview of the pilots' beneficiaries.
5. Universities	Selected universities that have participated in JSP activities, such as mobile justice brigades with their legal clinics and other universities to explore their potential interest and conditions to participate.
6. Other private actors	Private actors engaged in the alliance process within the framework of JSP activity, and other actors, such as law firms, to explore their potential interest and conditions to engage in pro-bono services in JSP regions.
7. Groups of participants in specific projects	Group interviews with CSO leaders and organizations participating in the Culture of Legality project (" <i>Todos en Sintonía</i> "); journalists who were participating in the gender training project and other justice-related initiatives with the JSP; and women who were participating in the project to strengthen their capacity to access justice, influence policies, and implement and use methods of conflict resolution.

Considering that the high diversity of actors translates into a vast universe, we proposed an intentional, non-probabilistic sampling strategy to select a reduced number of municipalities that cover the breadth of the four evaluated component. The approach included as many actors as possible at the national level to provide global information on the JSP, including subcontractor organizations embedded in the territories through their joint work with local entities and CSOs.

We selected three municipalities located in three different departments (out of the six targeted by the JSP); the selection includes the departments' capital cities to access regional actors, and one additional municipality to ensure ample coverage of the evaluated components, according to the following considerations:

- For the ADR pilots carried out by the JSP, we selected Apartadó (Antioquia), Tumaco (Nariño), and Puerto Asís (Putumayo), and added Turbo (Antioquia) and Santander de Quilichao and Popayán (Cauca) to cover the Community and Intercultural Mediation ADR pilots. The selected municipalities and the corresponding capital city of the department offer the possibility of accessing stakeholders involved in the GBV component's activities, such as family commissioners, Justice Houses officials,

prosecutors participating in a P2P project, and members of CSOs participating in the projects of legal representation and psychosocial support for GBV victims.

- We included Apartadó (Antioquia) and Orito (Putumayo) to reach two implementation cases of the Culture of Legality project and obtain qualitative information associated exclusively with that project.

When selecting participants, the aim was to have diversity across the four evaluated components. We received suggestions from the implementing partner on the relevance of some specific actors.

Following the above, the sample covered ten municipalities in four departments. A total 109 interviews were conducted with different stakeholders, 33 at the national level, and 76 at the regional and local levels (Table 9).

We referenced Montelíbano (Córdoba) only for the private interview carried out virtually with a stakeholder from the communications component to prepare local fieldwork during visits at the national level. Also, within the interviews with local justice system representatives, we included a group interview with delegates from municipalities with less institutional capacity and lower intensity of the JSP interventions in Nariño.

QUALITATIVE DATA COLLECTION INSTRUMENTS

We collected qualitative data using semi-structured interviews with key stakeholders at the national, regional, and local levels. We organized these instruments used in specific-themed modules with various interviewees depending on their specificities and relevance (See Table 10 below; Annex 5 includes the complete list of all questionnaires).

QUALITATIVE ANALYSIS PLAN

We used the qualitative data collected to:

1. Understand the processes that took place for the JSP interventions, projects, product design, and implementation
2. Assess the performance of the JSP in the four evaluated components
3. Identify bottlenecks and good practices
4. Evaluate the relevance of outputs considering local needs
5. Identify outcomes perceived as most significant by JSP stakeholders
6. Compare national, regional, and local-level perceptions
7. Collect stakeholder recommendations for improvement

TABLE 9: GEOGRAPHIC SAMPLE DISTRIBUTION OF KEY INTERVIEWS INFORMANTS

GEOGRAPHIC DISTRIBUTION	IP	SUB-CONTRACTORS AND GRANTEE ORGANIZATIONS	NATIONAL-LEVEL PUBLIC OFFICIALS AND LOCAL JUSTICE SYSTEM ACTORS	ADR PILOTS: SUB-CONTRACTORS AND PARTICIPANTS	UNIVERSITIES	OTHER PRIVATE ACTORS	GROUPS OF PARTICIPANTS IN SPECIFIC PROJECTS	THEMATIC EXPERT	TOTAL GENERAL
Total	10	24	37	16	6	6	9	1	109
National level	6	11	7	5	1	2		1	33
Regional and local level	4	13	30	11	5	4	9		76
Antioquia	1	4	7	4	2	3	3		24
Medellín		1	3		2				6
Apartadó	1	3	4	2		3	3		16
Turbo				2					2
Nariño	2	4	13	3	2	1	1		26
Pasto			5		1				6
Tumaco	2	4	8	3	1	1	1		20
Putumayo	1	4	10	3	1		5		24
Mocoa	1	3	4	1	1		1		11
Puerto Asís		1	6	2			1		10
Orito							3		3
Cauca				2					2

Popayán	I	I
Santander de Quilichao	I	I
Montelíbano (Córdoba)		I

TABLE 10: MODULES OF KEY INFORMANT INTERVIEWS

No.	Modules	IP	Sub-Con- Tractors and Grantee Orgs	National- Level Public Officials	Regional and Local- Level Public Officials	Civil Soci-Ety Orgs	Univer-Sities and Private Actors (part-ners)	Univer-Sities And Private Actors (Non- Partners)	Thematic Expert
I	Presentation	X	X	X	X	X	X	X	X
II	Informant identification	X	X	X	X	X	X		X
III	Project design	X	X	X			X		
IV	Project activities/JSP implementation		X	X	X		X	X	
V	Achieved results and sustainability		X	X	X			X	
VI	Institutional capacity strengthening					X	X		
VII	Inter-institutional coordination					X	X		
VIII	Citizen empowerment					X	X		
IX	JSP operation		X	X				X	

X	Comparison of knowledge about the JSP and similar justice programs			X		X	X		X		X
XI	Recommendations	X	X	X		X	X	X			X
XII	Participation in similar programs								X		
XIII	Motivations and barriers to participating in a JSP type of program								X		
XIV	Local justice needs and response										X

Each expert on the evaluation team conducted interviews with the assistance of at least one qualitative specialist. For regional-level fieldwork, we put together three twosomes, one for each department. We carried out the analysis in five stages (see Exhibit 9 below, describing the processing of qualitative information).²⁶

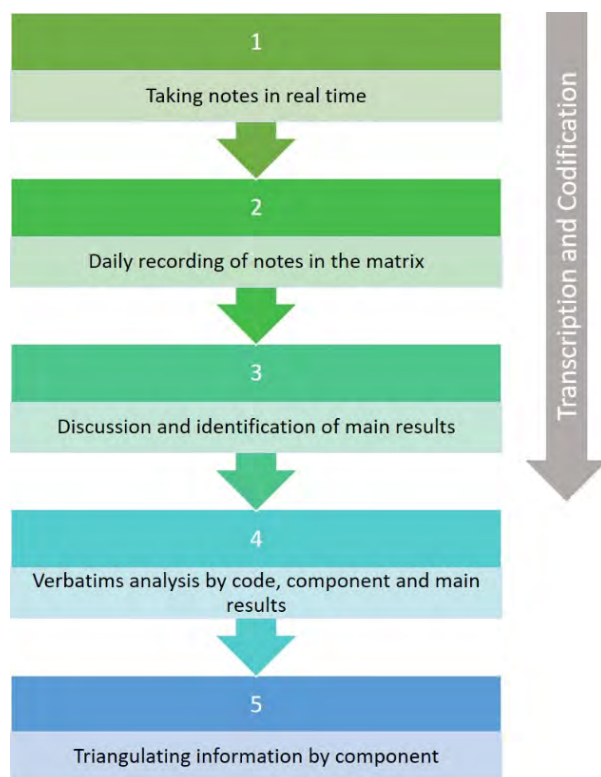


Exhibit 9: Processing of Qualitative Information

We used the software NVivo to do the codification and employed a predefined structure of categories (Table 11). After codifying the data, we analyzed and triangulated the verbatims, comparing codes, the evaluation's components, the types of actors, the region, and the information from surveys.

TABLE 11: CODING CATEGORIES FOR QUALITATIVE INFORMATION

CATEGORY	DESCRIPTION
A. Context	Security, interventions before JSP, the institutional capacity of public organizations, public funding, local/regional economic activity, cultural issues, education, geographic issues, and political support

²⁶ The first stage involved taking notes during the interview on the stakeholders' findings, opinions, or perceptions and making the digital recording for future transcription and codification. At the end of each day, the group sorted the notes by type of interviewee and analysis categories and summarized the information in a matrix. The three twosomes consolidated these matrices in a joint effort that included sharing, discussing, and comparing the information; this exercise served to triangulate data from different sources, geographical origins, types of actors, and regional levels. In this stage, we identified the main findings and prepared some preliminary conclusions.

B. Design	Coherence between activities and context, local needs, innovation elements.
C. Operation	Operation coordination with relevant public and private stakeholders, geographic scope, number and type of beneficiaries, monitoring, and follow-up issues, coordination of different interventions, decisive actors for the JSP activity's operation and the regional projects, other aspects of the operation, such as contracts, the organizational structure of the IP, and inside coordination.
D. Outputs and Outcomes	
1. Institutional capacity strengthening	References associated with institutional capacity strengthening and the quality of service in Justice Houses, Municipal Family Affairs Offices, regional offices of the AGO, police stations, mobile justice brigades, ADR, <i>Personero's</i> office, and others
2. Inter-institutional coordination	Strengthening coordination mechanisms among the national, regional, and local levels, local justice committees, Law 1257's Decentralized Monitoring Committees, and others
3.1. Dissemination of information	References associated with information dissemination tools and processes
3.2. Citizen empowerment	References about citizen empowerment after the JSP, defined as knowledge about routes, services, rights, and participation and trust in institutions
3.3. Justice access	References about the effective use of justice services after the JSP, overcoming entry barriers, use of ADRs, and perceptions on impunity
3.4. CSO strengthening	References about strengthening CSOs after the JSP
4. Private-sector involvement	References about partnerships resulting with the private sectors, law firms (regarding pro-bono services), and universities
E. Sustainability	References about local appropriation processes, use and adoption of services (formalizing regulations, standardizing products, processes, and tools), reliance on international cooperation, mentions about resource management, budget commitments, the inclusion of planning instruments, and references to political good-will toward sustainability of the intervention
F. Recommendations	Suggestions from interviewees

LIMITATION TO THE EVALUATION

At the time of the evaluation, the beginning of the final year (year four) of the JSP, the lag in some activities associated with the evaluated components was more significant than expected, limiting, or conditioning the results' conclusions. The change of national government (in 2018), at first, meant new guidelines from the Justice and Law Ministry for justice implementation in rural areas (different from the ones contemplated by the JSP). That novelty, coupled with the lack of security in some regions and other factors related to the implementing partner, resulted in JSP execution delays.²⁷

No baseline exists for variables and outcome indicators used by the JSP activity, except for the information collected in a diagnosis carried out in eight JSP municipalities engaged in the Culture of Legality project and the general information gathered when putting together the stakeholders map.

²⁷ The JSP's activities associated with strengthening ADRs equity conciliation and communications, among others, suffered delays.

We did not include victims among the people to be interviewed (to minimize the risk of revictimization), and we did not consider that group within the surveys' sample design. The qualitative and quantitative approximations to the analysis variables come from citizens, CSO leaders, and officials.

The change of local governments (in 2020) brought new public servants that sometimes were not suitable as interviewees, as they did not have the same knowledge of previous JSP interventions. We tried convening the former officials, and we avoided interviews with public representatives with less than three months in office.

Participants in some JSP interventions were not in the databases. Although the records contain a general description of the JSP activity, insufficient structured information allowed the evaluation to carry out a detailed classification to select the activities' records efficiently. We uploaded some missing documents, excluding information that pertained to component activities not included in the evaluation. We digitized some missing records and excluded those that belonged to components not covered by the evaluation.

The context, and more precisely, the insecurity issues that hinder the implementation and success of some JSP tasks, conditioned the intervention's effectiveness regarding some variables and, therefore, interpretation of results.

The evaluation centered on collecting qualitative information in municipalities with the highest intensity of JSP interventions, which have more available institutions and, in recent years, have a higher number of interventions by USAID and other international cooperation organizations.

EVALUATION FINDINGS AND CONCLUSIONS

FINDINGS: INCREASE CITIZEN SUPPORT FOR THE RULE OF LAW

The JSP has been refining this component through six strategies, four of which are included in this evaluation's scope.²⁸ These are 1) communication—the JSP seeks to generate knowledge and trust, as well as promote the culture of legality and access to justice through cinema-forums, media campaigns, and communication groups; 2) civic training—the JSP aims to build trust between the civil society and public institutions to ensure the protection of civil rights and accountability; 3) political incidence—the JSP seeks to strengthen the participation and incidence of civil society in the local justice system; and 4) legal incidence—the JSP offers guidance and legal representation by linking law firms' *pro bono* services with university legal offices.²⁹

This component was advanced through contracts and grants awarded to 37 CSOs in the targeted municipalities: 31 of these projects were in implementation during the evaluation, and the remaining six

²⁸ The other two strategies focus on 1) Afro-Colombian communities, promoting greater recognition of their practices and customs, and 2) interfacing the indigenous justice system with ordinary justice.

²⁹ We address the legal advocacy strategy in the component dedicated to private-sector participation. We include the perceptions of CSOs related to the gender strategy associated with knowledge production, and the use of and trust for justice institutions and operators in the analysis that answers the evaluation question on citizen support for justice institutions. We do this, seeking a coherent approach to these dimensions, considering that these actors provided data complemented by the surveys' results. They were a direct source of information on the relationship dynamics among citizens, civil society, and institutions. The surveys meant for citizens, CSOs, and officials do not address strategies separately, since a sample of participants per strategy is not feasible. The legal advocacy strategy hasn't improved the representation of cases. The evaluation did not cover the processes associated with indigenous and Afro-Colombian strategies and, therefore, did not include the voices of CSOs linked to them.

in preparation or approval processes.³⁰ Likewise, the JSP was developing five communication projects, three through local organizations with previous experience producing media-ready content. These organizations will have to strengthen local communication groups' activities, among other tasks, yet to start. Another completed project involved training local journalists through a national news agency. Finally, an initiative devised to promote the Culture of Legality also concluded, addressing the design and implementation of a pedagogical and social mobilization strategy in six municipalities.³¹

TO WHAT EXTENT HAS THE JSP NOT ONLY INFORMED CITIZENS ON ACCESS TO JUSTICE BUT PROMOTED CITIZEN SUPPORT FOR JUSTICE INSTITUTIONS?

Citizen support for justice institutions focuses on evaluating stakeholder perceptions of trust in those institutions. This approach assumes that trust in justice institutions is contingent upon knowledge of civil rights and justice services and reflects on the demand and use of services, their quality, and the participation and political influence of CSOs.

From the surveys carried out, we estimate that the JSP activity positively impacted citizens' awareness of justice institutions: between 60 percent and 70 percent of direct beneficiaries and CSO leaders recognized the JSP activity's contribution to different knowledge categories concerning civil rights and access to justice. Also, high levels of citizen and public officials' satisfaction with JSP activities are reported together with their interest in continuing with the processes in progress.³²

We can see these benefits reflected in a significant increase in trust in Municipal Family Affairs Offices; this increment was like the one observed for community institutions.³³ We recorded this result in the municipalities' aggregate. In contrast, we found an increase in trust in the AGO and judges concentrated in the JSP's high-intensity municipalities. However, the percentage of citizens and CSOs expressing trust in these institutions was lower than in other instances. In general, the percentages were smaller among CSO leaders based in rural areas.

The rapprochement of citizens to justice was due mainly to the JSP's work with CSOs in specific projects, strengthening them and bringing them closer to local justice systems and local justice committees, mostly in the JSP's high-intensity municipalities. The stakeholders agree that it is early to observe an increase in trust and access to justice, considering the variables the JSP looks to impact and the contextual factors that influence the development or the result of some initiatives. The results were also affected by the implementing partner's initial operational structure, which was not favorable to cover the JSP's scope and geographic context.³⁴ Likewise, we identified some opportunities for improvement in the design or implementation of some projects and the monitoring system.

³⁰ These CSOs are representative of different organizations: women (seven), youth (two), LGBTI (14), Afro-Colombian communities (six), and indigenous communities (eight).

³¹ The culture of legality project "All in Sync" implemented activities in public venues, workshops with citizens and public officials, and campaigns to promote better treatment among them. The JSP will replicate this project in 25 municipalities.

³² According to citizen surveys, CSO leaders, and public servants, almost 90 percent of the interviewees state being "satisfied" or "very satisfied" with the JSP's activities.

³³ Local community action boards, community councils, and indigenous authorities.

³⁴ In consequence, during 2019 the implementing partner began a structural transformation to overhaul its operation.

TRUST IN JUSTICE INSTITUTION

Only 15 percent of participating citizens report high trust in the judicial system.³⁵ They tend to perceive justice as inequitable: 24 percent consider that it “applies to everyone equally,” 70 percent believe that it “benefits the rich,” and 41 percent that “the law in Colombia only applies in large cities.”³⁶ Non-beneficiaries have no statistically significant differences.

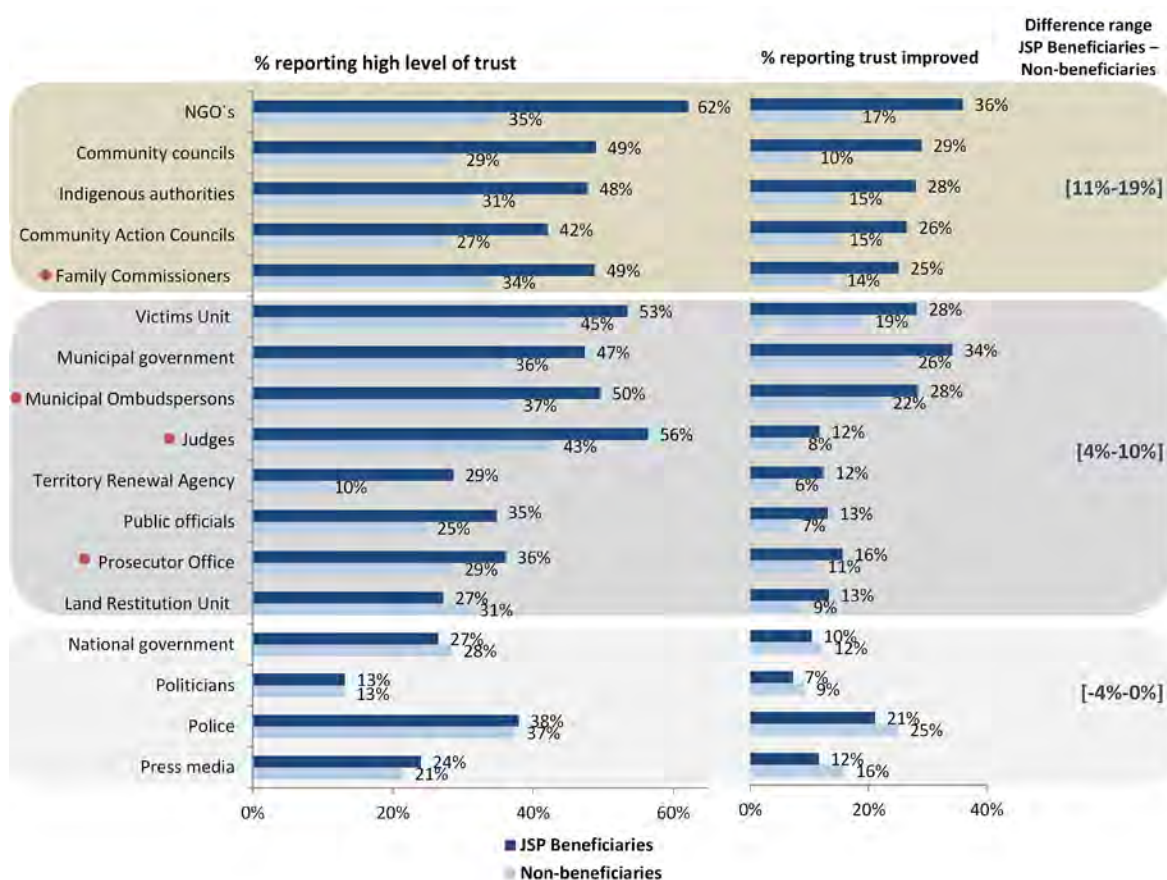


Exhibit 101: Citizen's Trust in Justice Institutions (JSP Beneficiaries vs. Non-Beneficiaries)³⁷

The percentage of citizens who declared a high level of trust in justice institutions is higher among the JSP participants than non-participants; however, the magnitude of the increase in confidence is relatively low (see Exhibit 10).³⁸ The JSP participants stated their credibility in judges (12 percent) and the AGO's

³⁵ High trust refers to the two highest answers in question with four possible answers (4 would be “significant trust,” and 3 would be “trust”).

³⁶ These results add up answers 4 (“agree”) and 5 (“strongly agree”) on a 1 to 5 scale. Only 26 percent of citizens think that judicial workers are honest.

³⁷ The red dot in the stakeholder's name labels those more directly associated with the justice sector. Source: citizens' survey done in this evaluation.³⁸ Citizens (segmented into the JSP's beneficiaries and non-beneficiaries) rated their trust in specific justice institutions and local government, community organizations, private-sector organizations, and national government agencies that work in the regions and the evolution of said trust in the last year. This assessment occurred after execution of most of the JSP projects carried out in 2019. “High level of confidence” refers to the selection of options 5 (“very good”) and 4 (“good”) on a scale of 1 to 5. The answers were “improved” or “improved a lot” for the question asking about the increase in confidence.

³⁸ Citizens (segmented into the JSP's beneficiaries and non-beneficiaries) rated their trust in specific justice institutions and local government, community organizations, private-sector organizations, and national government agencies that work in the regions and the evolution of said trust in the last year. This assessment occurred after execution of most of the JSP projects carried out in 2019. “High level of confidence” refers to the selection of options 5 (“very good”) and 4 (“good”) on a scale of 1 to 5. The answers were “improved” or “improved a lot” for the question asking about the increase in confidence.

regional office (16 percent), and the difference for non-beneficiaries is only five percentage points. In contrast, between 26 percent and 36 percent of the JSP participants had an improvement in their trust in community institutions and NGOs, with differences ranging from 11 to 19 percentage points. The Municipal Family Affairs Offices are in the highest-ranked group: 25 percent of participants say that they trust this institution compared with 14 percent of the non-participants. No differences are found between men and women in the increase in trust, and gender gaps in trust toward justice, government, and community institutions remain (see Exhibit 11 below).³⁹

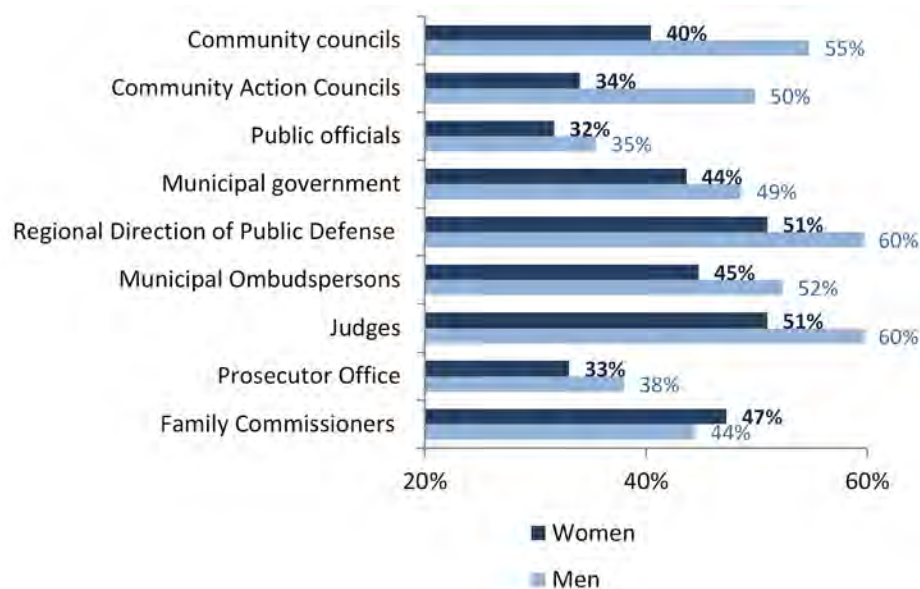


Exhibit 2: Citizen's Trust in Institutions by Gender

When comparing the Culture of Legality project baseline with our survey's results in the same six municipalities, we observe that the perception "justice applies to all equally" does not improve (28 percent and 21 percent before and after the project, respectively). Meanwhile, the group of those who consider that "justice benefits the rich" shrinks from 82 percent to 67 percent, and those who believe that "the law in Colombia only applies in large cities" falls from 49 percent to 37 percent. However, in these last indicators, no statistically significant difference currently exists between the municipalities of the Culture of Legality project and the rest of the JSP municipalities, according to our survey research. No real difference is found between beneficiaries and non-beneficiaries, so we cannot attribute this trend to the JSP activity; instead, the result can be due to the intervention as a whole and exogenous factors that generally affect all municipalities.⁴⁰

The perception of "good service" or "treatment" from public servants also improved, taking reference to the Culture of Legality project baseline. The proportion of positive responses (they "treated him

³⁹ All data showing differences among surveyed actors' segments are statistically significant according to the proportions z-test (two-proportion z-test), appropriate for testing the differences between proportions hypotheses unless otherwise specified. Annex 4 includes all the differences with the corresponding statistical result.

⁴⁰ When designing the sample, we defined the group of six municipalities that hosts the Culture of Legality activity as one stratum and we considered these municipalities mandatory. In the sample, we find 18 percent of JSP's participants or beneficiaries and 15 percent of non-beneficiaries in these municipalities. In the means-difference tests (proportions) we verified that the standard coefficient of variation was acceptable.

well” or “very well”) increased among those who recently went to an agency, from 59.8 percent to 73 percent in the six municipalities. However, no statistically significant difference is found in this indicator with the result of the rest of the JSP municipalities.

TABLE 12: MAIN DIFFERENCES BETWEEN SEGMENTS OF INTERVIEWED GROUP

DATA SEGMENTATION	CITIZEN'S SURVEY	CSO LEADERS SURVEY	PUBLIC SERVANT'S (RELATED TO JUSTICE) SURVEY
JSP Beneficiaries versus Non-Beneficiaries	Trust in justice institutions improved slightly. The Municipal Family Affairs Offices had the most significant increase in trust (25 percent of beneficiaries' report increased trust versus 14 percent of non-beneficiaries), reaching similar results to those obtained by community organizations and NGOs. The trust of beneficiaries in prosecutors and judges improved by only 16 percent and 12 percent, respectively, with no difference with non-beneficiaries.	CSO leaders report a more significant increase in trust in ethnic community institutions (community councils, 39 percent, and indigenous authorities, 36 percent), and trust in justice institutions is equally high in beneficiaries.	The Municipal Family Affairs Offices achieved the highest increase in trust among benefited public servants (51 percent). It is the only institution with a statistically significant difference concerning non-benefited employees (34 percent). The Justice Houses <i>Personeros</i> and coordinators are responsible for most of this difference. On the other hand, an unusually low percentage of Municipal Family Affairs Offices, Justice Houses coordinators, and police inspectors reported increased trust in judges. An even lower rate of judges and police inspectors reported increased trust in community organizations.
Intensity of Intervention. ⁴¹ High-intensity versus Low-intensity Municipalities	Confidence in prosecutors is greater in high-intensity JSP municipalities than in low-intensity ones (39 percent versus 27 percent); the same occurs with the difference in confidence increase (17 percent versus 11 percent). The differences in trust improvement are also statistically significant for NGOs (36 percent versus 27 percent) and Afro-Colombian Community Councils (29 percent versus 19 percent).	An increase in trust is greater in high-intensity JSP municipalities for the following actors: prosecutors (17 percent versus three percent), judges (20 percent versus 6 percent), the Comprehensive Retribution and Attention Unit for Victims (UARIV) (25 percent versus no percent), local community action boards (28 percent versus 17 percent), and Afro-Colombian Community Councils (47 percent versus 20 percent).	No variations are found in confidence levels between high-intensity and low-intensity JSP municipalities.
Gender Segmentation	In general, women's trust in justice institutions and other actors is lower than men's, except with Municipal Family Affairs Offices. The differences are statistically significant for prosecutors, judges, and <i>Personeros</i> and are greater for community councils (40 percent versus 55 percent) and local community action boards (34 percent versus 50 percent). No difference in an increase in confidence is found between women and men.	Almost 38 percent of the leaders of gender-oriented CSOs trust prosecutors, in contrast to 18 percent of other leaders, but no statistically significant difference is found in increased trust. The difference in confidence increase between these two groups of leaders is significant concerning local community action boards (4 percent versus 17 percent), the police (18 percent versus 6 percent), and the regional public defense direction (41 percent versus 22 percent). On the other hand, leaders of gender-	

⁴¹ High-intensity municipalities are those with more JSP-implemented interventions to benefit local stakeholders or citizens.

oriented CSOs have less trust in the Catholic Church (47 percent versus 65 percent).

RAISING CITIZEN'S AWARENESS OF JUSTICE SERVICES AND INSTITUTIONS

The proportion of participating citizens (direct JSP beneficiaries) who say they know the different justice institutions exceeds that of non-participants by 15 to 22 percentage points and reaches results like those reported by CSO leaders. Despite the JSP's positive effect, the conciliator is still considerably less visible than the rest of the institutions. Concerning the conciliator, the AGO, and the judges, the perceived benefits are smaller in municipalities with a scarcer intensity of the JSP interventions and among the CSO leaders in rural areas (see Exhibit 12 below).

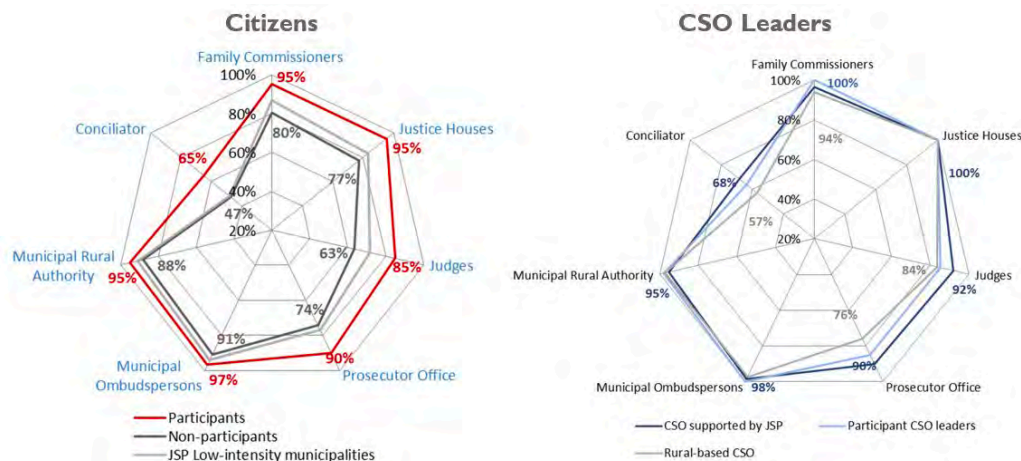


Exhibit 123: Knowledge of Specific Institutions in the Municipalities⁴²

Citizens primarily recognize the JSP's contribution to women's access to justice: 70 percent consider that the JSP favored women reporting abuses and gender violence and increased civil rights awareness. Also, 70 percent of strengthened CSOs and 68 percent of those located in rural areas consider that the JSP contributed to women's access to justice (see Exhibit 13 below).⁴³

⁴² According to its presence in each municipality, the estimates in this graph correspond to a subsample for each type of institution. Source: citizens' survey done in this evaluation.⁴³ Percentages refer to the rate of interviewees that answered 4 ("agree") or 5 ("totally agree") on a scale of 1 to 5.

⁴³ Percentages refer to the rate of interviewees that answered 4 ("agree") or 5 ("totally agree") on a scale of 1 to 5.

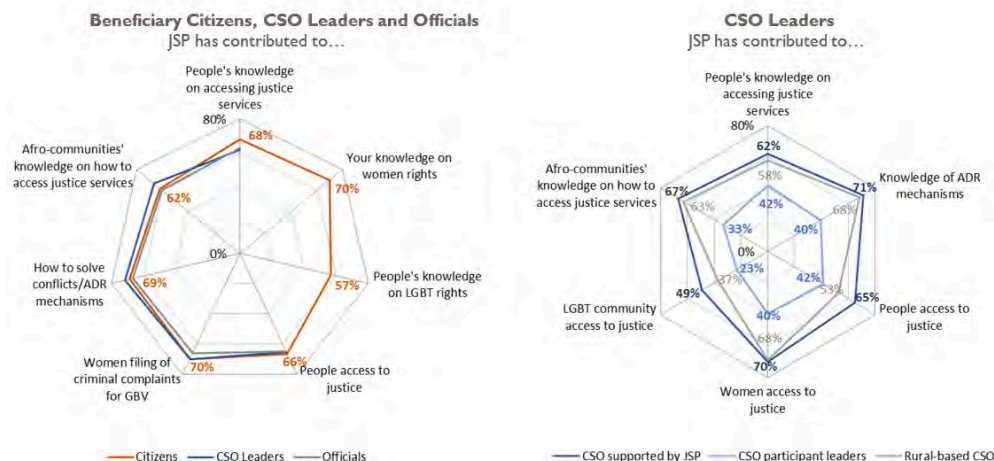


Exhibit 134: Citizen's and CSO's Leaders Perception of JSP's Effects on Access to Justice⁴⁴

By strengthening CSOs, the JSP created trust, knowledge, and access to justice services dynamics. This is evidenced by the field interviews and suggested by the significant difference between leaders of strengthened CSOs⁴⁵ and responses from other leaders participating in the JSP activities. We found a difference ranging from 20 and 34 percentage points between the two groups (strengthened and non-strengthened CSO leaders) in the “knowledge” and “access to justice” categories rated in the survey.

“They always come to us for any case, because they know the work of the [organization], but a direct approach, that they want to uncover cases, no, because there is fear, distrust because of everything that previously happened here.” Local NGO on support to the representation of GBV cases

With them [the Justice Houses and the Municipal Family Affairs Offices], there has been that knowledge purpose, they already take us into account, they ask for our advice when cases arrive that cannot be addressed well (...). As they already know the program, they, for example, the Forensic Service, always tell us: look, this case came to us. Can you advise the boy?” LGBTI CSO (grantee)

The benefits perceived by the general population and by CSO leaders concerning awareness about the rights of LGBTI people and their access to justice are lower than in the other instances. However, we discerned that projects focused on training, supporting, and strengthening CSOs promoting LGBTI rights had a noticeable effect on trust and rapprochement between these CSOs and the institutions.

“We no longer have to go looking for cases; they come looking for us, they tell us: ‘I did not know that this was a crime, that if he discriminated against me and mistreated me, I could report him.’ Another benefit we receive from USAID is that they provide psychosocial support for the people we attend. They realized that they are supported, and, for me, this has been very moving (...). The perception that I have with public officials and society is that we are already recognized; they already know that, if an LGBTI person comes to the Justice Houses, here is the lawyer, and if they don’t receive the service, they will come to us.” LGBTI CSO (grantee)

⁴⁴ Source: citizens', CSO's and public servants' surveys done in this evaluation.

⁴⁵ This refers to CSOs that received grants, training, technical assistance, and JSP linked to other associations.

“There is no longer as much fear in reporting; the same boys from the LGBTI community said that approaching a police officer to complain about abuse was like approaching a wall because the same police officer mocked them. I think that right now, there is more trust in the institutions (well, not entirely, but there is more) to be able to complain, and the JSP program is a significant cause for this. And I speak to you from a regional perspective. Here the instruction for the boys was: ‘If you see a soldier, run.’ It involved breaking that paradigm. So, let us say that the process is a little bit slower (...). But that has already changed a lot because the agencies have arrived.” LGBTI CSO (grantee)

As additional evidence of the effect of the JSP on access to justice awareness, we can highlight that the Right of Petition, a mechanism meant to reclaim fundamental rights expeditiously, is unknown to only 16 percent of JSP participants against 43 percent of the non-beneficiaries. Some stakeholders stated this fact:

“People did not know what Tutela is. Now the Campesinos speak of Tutela, everyone speaks of it (...), why justice and why demand justice. And in that regard, the one that planted the first seeds here was this institution [JSP/USAID].” Local NGO, communications project subcontractor

We attested advances in awareness and citizen empowerment, mainly concerning the promulgation of referral pathways and education on LGBTI and GBV rights, stated by different actors linked to the JSP, interviewed during the evaluation.⁴⁶ The actors spoke about several issues, such as understanding rights and GBV, empowering women, training leaders to activate justice access routes in urban and rural communities, improving some routes (for example, to specify available institutions in the municipality), and include indigenous communities and share with them existing ways to address the issue of sexual violence through psychosocial and legal workshops. Also, grantee and beneficiary CSOs expressed high satisfaction with the quality of training provided by national NGOs contracted by the JSP.

Notwithstanding this increase in knowledge regarding legal complaints and access to justice, the actual results are uneven. A complex context conditions this process with factors and cultural changes that require a more extended transformation period.

“Although it is known, people do not appropriate it, and when I do not appropriate it, I do not put it into practice. Many times, it is necessary that they be the same victims, the same women who really put into practice those routes that are there.” Women’s CSO (grantee)

“The issue of domestic violence and sexual violence has been increasing a lot. Before it happened, but nobody knew, now it is still just as hard, but at least people know, we have procedures and a due process.” Former Municipal Secretary of Government

“When we took the first case, we accompanied a girl to file a complaint at the AGO’s regional office. She told me: I went alone, I talked and talked, and the man never paid attention to me, the man at the end laughed and told me, ‘I can’t receive that.’ And when she went with me and told him what the project consisted of, he sat down at once and began to write. Then she said: ‘But if I came before, I told you, why

⁴⁶ Prosecutors, municipal and departmental secretaries of government, Family Police Stations, Justice Houses teams, representatives of women and LGBTI CSOs, local organizations granted with communications projects, communications projects’ beneficiaries and allies, one university that supported mobile justice brigades, and JSP’s regional teams.

didn't you pay attention to me?' Now, when we go to the AGO's Office, and they receive us, I feel that we have achieved trust and rapport with the agencies." CSO (grantee)

The estimated multivariate regression models (Probit) confirm some of these findings by considering a set of variables and controlling for factors associated with municipal or individual characteristics. Regarding the citizens' increased trust in Municipal Family Affairs Offices, participation in the JSP interventions augments the probability of a positive response by 16 percent; this relationship is significant if survey respondents participate in training (17 percent) and roundtables (eight percent). In the case of the AGO and judges, participating in the JSP interventions increases the probability of a positive answer by six and five percent, respectively. Results show that the increase in citizens' trust in community institutions (such as the local community action boards and community councils) has to do with the participation in training sessions, film-forums, and workshops. Likewise, many citizens participating in the JSP tasks in a municipality raise trust in Municipal Family Affairs Offices and local community action boards.

Exogenous factors, such as a higher homicide rate in the municipality, negatively affect the probability of a positive response from citizens regarding their trust in judicial institutions. At the same time, education is a determining factor regarding gender concerning trust in local community action boards and community councils.

PROJECTS REGARDING COMMUNICATIONS AND STRENGTHENING THE CULTURE OF LEGALITY

Designing tools for the Culture of Legality project and the cinema-forums task demonstrated effectiveness in raising citizens' awareness of justice and its institutions, access routes, and the peaceful resolution of conflicts.

The educational and social mobilization strategy strived to generate a collective action that would contribute to the condemnation of interpersonal violence, a preference for peaceful conflict resolution methods, and access routes to local justice. The JSP designed a strategy to contribute to citizens' trust in the rule of law, improve the sense of co-responsibility in citizens, and increase their leverage of justice institutions.⁴⁷

The ludic tools contributed to bringing participants closer to the institutions and provided routes to resolve conflicts and change assumptions about justice. The citizen survey shows that the JSP promoted a general knowledge of the AGO, judges, and conciliators among the population of the six municipalities of the Culture of Legality project (much higher than in the rest of the municipalities⁴⁸). Furthermore, in the multivariate regression models, belonging to this group is positively linked to the perception that the JSP was decisive in learning to resolve conflicts.

⁴⁷ The activities carried out were three laboratories of the "Todos en Sintonía" strategy to consolidate a group of "unconditional cooperators" that would own the leading educational and communicative actions of three initiatives, including 1) Culture of Legality strategy; 2) conflict resolution; and 3) improving citizens' trust in public servants and citizens, this last one involving an open call to public servants and social and youth leaders, yielding 130 and 150 participants in each laboratory in the six municipalities. Other activities included a workshop on "good-treatment points" with young people (75 people in the six municipalities); 104 guided visits to the "good-treatment points" led by local liaisons; and 21 micro workshops with public servants aimed at reflecting on prejudices, negative, and good-treatment practices as tools to improve trust in public institutions (110 public servants in the six municipalities).

⁴⁸ In the six municipalities participating of the Culture of Legality project, 81 percent of citizens recognize the AGO, 57 percent recognize judges, and 53 percent do the same with conciliators, compared to 60, 37, and 42 percent, respectively, of the other municipalities.

“It was like changing that view that you have of civic culture. People take it from their daily experience, but when there is a strategy, and someone explains a conflict resolution method, people become more interested in it and see that those solutions are there.” CSO leader, participant in the culture of legality project

“[CSO leaders] demonstrated that these routes or methodologies were imbued with the work from the meetings, with the community, and with the institutions. It was not only the community, but they also worked with all the institutions that have to do with the route [of interpersonal violence].” Allied institution, Culture of Legality project

Different stakeholders participating in the Culture of Legality project, such as CSO leaders (who are part of the “unconditional collaborators”), public servants working for allied agencies, and municipal officials, all declare being satisfied with the project. At the same time, they perceive that the initiative’s scope, regarding the length of exposure and the population coverage, is limited to achieve the expected changes. This limitation affects the Culture of Legality project’s duration, intensity (understood as the number of interventions), frequency, call for community members, and presence of a judicial system. Also, there is evidence of a lack of effectiveness in delivering tools, methodological transfer, and local appropriation promotion.

“At first, it causes an impact due to the interest and pondering coming from new forms of relationship. Hence there is also a need to strengthen it (...) because the impact of these processes falls short [due to] the real-time that goes by in the territory.” Allied agency, Culture of Legality project

“This, being the first intervention, is difficult. It would be deceitful to say yes, to assume a change for granted. (...) So, I do think it was the first step, as it is a matter of civic culture. (...) Now that the administration is starting, it would be particularly good to do this type of intervention again. But I know, from my own experience, that it made many of them ask ‘what am I doing?’, ‘why did I do that?’, ‘what should I do next time?’” Former Secretary of Government, participating in the Culture of Legality project

On the other hand, the JSP canceled the interventions planned for rural areas due to security issues. Instead, the JSP invited some civil society leaders from rural regions to the urban area to participate in the diagnosis, the laboratories, and the agreements.

“They told us that it was better for security reasons to stop doing anything further [in rural areas]. So, what we did to avoid losing the leaderships that we had in these rural areas was to bring them in for all the activities. (...) Five or six people came, we always invited them, those who could visit did.” Subcontractor, Culture of Legality Project

Within communications projects, the JSP carried out training workshops for journalists through a renowned national news agency; topics included justice issues and awareness about justices’ local narratives. Following these workshops, the JSP created the guide ‘How to Narrate Justice in Colombia.’ This document is useful as a source of information for journalists looking to improve their outlook on issues and news in this area and for communication groups attempting to produce related content.

Matters related to GBV and LGBTI rights received special attention.⁴⁹ Participating journalists expressed different satisfaction levels with the project and, in general, acknowledged the workshops' value. Some perceived the JSP as a process that lacked continuity and declared that a component of supporting journalists with editing stories about justice might improve the results. Furthermore, in Nariño and Putumayo, they reference a structural problem: dependence on the “political advertising” in local media and its incidence in addressing justice issues.

Also, the JSP awarded grants to local communication groups and organizations to generate content on topics related to the activity and strengthen other groups.⁵⁰ These donations sought to create communication capacities in groups and facilitate a direct relationship between the groups and local justice actors to continue to produce information in this field in the future. The grantee organizations expressed difficulty in disseminating the contents due to the high cost of radio and community and private TV channels.⁵¹ At the same time, they also consider that social networks and web applications can complement other channels that are more suitable to reach people with limited access to the Internet and communities with a lower educational level.

CSO'S STRENGTHENING AND PARTICIPATION

CSOs were strengthened by participating in projects and training with the JSP; also, approaching and interacting with agency members of the local justice system empowered them. Public servants, NGO contractors, and grantee organizations recognized that the stakeholder's map produced by the JSP is a basic tool that helped stimulate inter-institutional relations and the inclusion of civil society in the system. In Putumayo, CSOs positively valued their participation in the local justice system and highlighted the role the JSP activity played in opening these opportunities; in Nariño, the JSP manages the process to formalize current involvement.

“For me, this program's greatest success was to promote and make local justice committees a reality and the justice brigades. It was exceedingly difficult to convene opportunities where all the relevant justice actors participated (...). That was like, the proposal, and what USAID did was focus on some issues according to the community's needs; it was a gesture of recognition of the community's problems (...). The brigades originated from the committees, the attendees themselves defined where to do the brigade and what would be the focus, then civil society had the power or freedom to decide where to intervene and with what topic, so that they were successful.” Departmental Secretary of Government

“Not only did the local justice committee not have their system open to working with the LGBTI people, but the community did not approach them either. And that both sides are already willing to work together for me is the greatest achievement, because from there we can already build the other things.” Local NGO

⁴⁹ At the end of the evaluation, the implementing partner reported sharing the guide with the journalists who participated in the workshops' initial part. Also, the IP reported printing 10,000 copies of a textbook and a mobile app. Recently, the guide allowed institutions to implement strategies for improving the way of communicating justice issues to citizens. For example, Colprensa works in an alliance with the Ministry of Justice and Law to promote and replicate the press guide in other parts of the country. The implementing partner also asserted that these actions convened in more than 100 journalistic articles in various formats such as radio, press, web portals, and other topics, including GBV and the LGBTI community.

⁵⁰ These strengthening processes with other communication groups had not started at the time we conducted the interviews with these actors.

⁵¹ For Nariño, the IP affirmed, at the end of the evaluation, that it reached an agreement with Radio Mira, a radio station that covers the Pacific coast of Nariño and reaches urban and rural communities. The IP disseminated videos in the communities' social networks and those of other organizations and established a relationship with institutions that provide justice services, ethnic and social organizations that work together with JSP to make justice issues visible.

“Before, it was more difficult to approach justice agencies with such poise and understand that we are working for common objectives. We were able to build a relationship with the AGO, rather than going to the office, meeting them in the local justice committee, sharing everything that is happening, and proposing joint activities; intertwine with the Municipal Family Affairs Offices vital to the LGBTI people and especially to minors. Also, interact with the Personeros, Police representatives, Army, secretaries of government; with all that, the relationship has improved greatly, so the effect has been total there. Of the coordination with other entities.” CSO LGBTI population (grantee)

However, the following points confirm that this dynamic is not generalized in all municipalities, which sometimes still depend on the assembly and leadership capacity of the regional JSP teams.⁵² These teams may follow the activity’s priorities and sequences for creating and reactivating the local justice committees:

- While CSO participation in local justice committees is a remarkable achievement, only 65 percent or 70 percent of public servants recognize the JSP; for LGBTI groups or associations, the rate is 42 percent.
- Public servants recognize significant differences in the CSOs' participation in the JSP's high-intensity municipalities compared with those of less intensity. For women's groups or associations, the participation gap is particularly significant, since the ratio is 82 percent for high-intensity municipalities compared with 54 percent in those with less intensity.
- Various public servants and civil society representatives notice the absence of judges and prosecutors in the local justice committees and other forums created by the JSP. This reality is confirmed by observing that only 61 percent of the judges and 43 percent of the prosecutors know the local justice committees.
- Of the public servants who know the local justice committees, 30 percent say that they meet every month or every two months, 45 percent say that they do so every three months, and 15 percent say that they do so every semester or once a year.
- Of the public servants overall, 45 percent say that thanks to the JSP's support, the accountability mechanisms in the local justice committees have improved.

"One of the essential tools has been creating the local committee at the municipality level, and it is the venue where the participants can explain the known problems for the different agencies. And of course, the JSP's support has been a fundamental tool, but that does not mean that we are already self-sufficient or with total autonomy to say: 'We are now letting go.'" Local justice system coordinators for the less-intensity municipalities

Exhibit 14 below shows the percentage of stakeholders who know the constituents of the local justice committee. The dark blue line refers to officials who have been in office in recent years, while the light blue line represents officials who have been in office for less than three months. Also, Exhibit 15 shows the percentage of officials who acknowledge participating in the local justice committees. The graph on

⁵² Only five of the JSP municipalities do not have a local justice committee.

the right separates the information by type of municipality: the dark blue line illustrates the percentage of municipalities with high intensity. The light blue line refers to municipalities with low intensity.

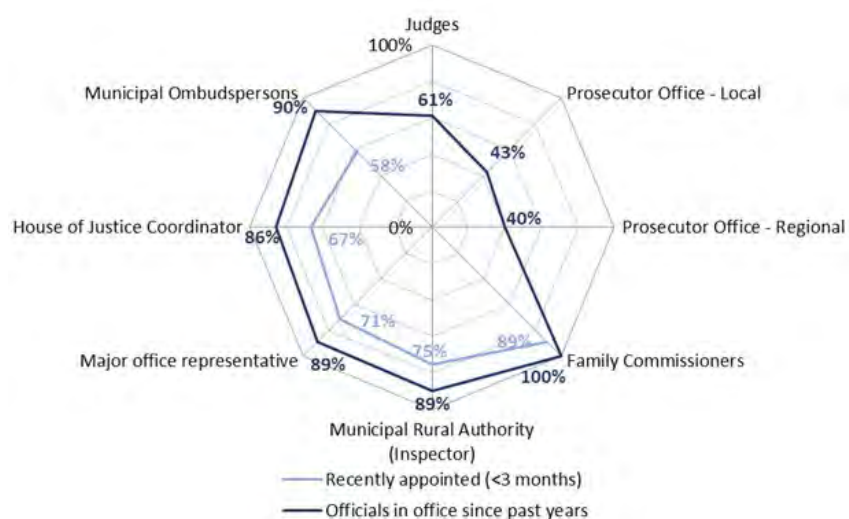


Exhibit I 4: Public Servants know about the local justice committee?⁵³

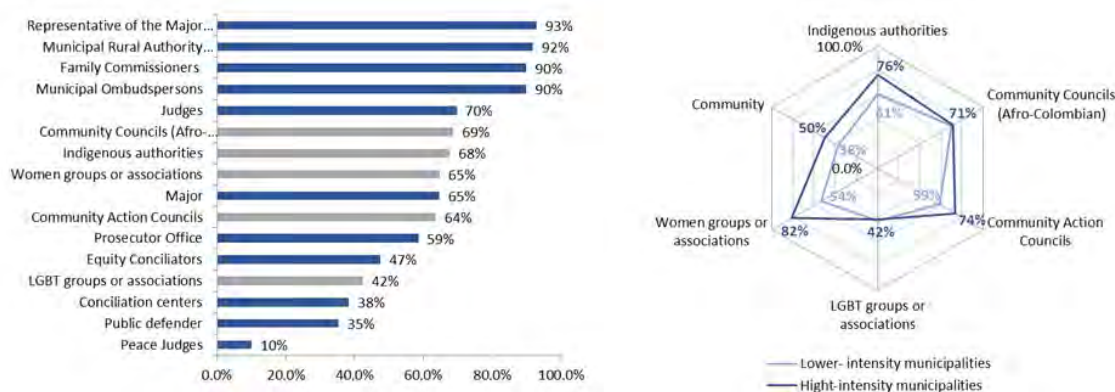


Exhibit I 55: Regular attendants to local justice committees by type of Public Servant⁵⁴

According to what we found in the interviews, participation results for community organizations coincided with **strengthening** activities. Some relevant aspects are the following:

- The JSP has strengthened group and CSO capacities, sometimes building from previous strengths.
- Networks of local CSOs have led to a better knowledge of the region and the geographical expansion of social capital. However, in the CSO leaders' survey, only 21 percent of the

⁵³ These figures are for public servants from municipalities that have local justice committees. Source: public servants' surveys done in this evaluation.

⁵⁴ Source: public servants' surveys done in this evaluation.

organizations that acknowledge receiving strengthening assistance associate it with their newfound relation with other CSOs.

- Bringing CSOs together with regional and national NGOs contributes to augmenting their influence in public policy, planning, and accountability.
- Sometimes, strengthening involves CSO organizational improvement, expansion of teams, and formalization of accounting processes.
- The JSP accomplished visible changes in women's empowerment and gender equality.

"This program [JSP] has helped us; it stirred an interest in wanting to participate in politics, in wanting representation in our councils and assemblies, because we already see that in some way that is the mechanism to make ourselves heard (...). We got interested in politics and saw that politics is the most beautiful thing that can occur in a representative process, but we also had a crummy concept of politics: we associated it with politicking, but not anymore." Women's CSO

The JSP's progress in its commitment to strengthening the Special Indigenous Jurisdiction and Afro-Colombian justice emerged through the evaluation research process, even though the evaluation did not prioritize these components. We provide some sample comments to illustrate the attitude toward this aspect of the JSP's work.

"(...) I think that an analysis was made around indigenous communities and Afro communities (...) with issues of differential focus on Afro, indigenous issues. I feel that, because let's say I lived it, I felt it with them, I worked on it, I know that there was a great bet with indigenous people, I know that the program had a great bet with Afros." Sectional prosecutor

"(...) They have also been doing it, including strengthening justice in women's organizations, community councils, indigenous communities, and town councils." Mayor's Office

"(...) So now it is a common theme, self-justice, that empowerment of the people (...), that donation is great because it has given their status to the black communities that were not included since the Constitution as the indigenous ones. But that is being recognized in some way and trying to take it to other instances. Because the idea of the exercise is that we can handle all this to the national level and look, hey, there is also a way to do justice that has to be reassessed." Regional JSP team

This perception is relevant because it shows the JSP's consistency with the intervened regions' multicultural nature.

WHAT ARE THE MAIN CHALLENGES TO PROMOTE TRUST IN AND LEGITIMACY OF THE JUSTICE SECTOR AT A LOCAL LEVEL?

Ensure that citizens have a broader knowledge of their rights and institutions, and construct and promote access routes to justice and translate them into trust and sufficient access to justice. This a process conditioned by complex context factors, and an activity as ambitious as the JSP must adapt its operation. Some of those limitations are as follows:

- Victims report fear of unsafe conditions in municipalities where confidentiality is difficult when making a complaint.
- When empowering CSOs and their leaders, the JSP makes them more visible to groups outside the law, in a context where conflicts have different dynamics in each territory.
- Structural weaknesses of the justice sector, which are evident in the intervened regions, have several causes: a weak capacity to tend to the demand in different parts of the process, deficient infrastructure, and scarce availability in the regions of justice-related services.
- Deep-rooted cultural expressions among the population are associated with “machismo,” prejudices against the LGBTI people (that also pervade certain officials), and “cronyism” in situations in which some of them have direct or indirect ties with offenders or perpetrators.
- The population is highly dispersed in some rural areas and municipalities’ geographic isolation, far from urban centers that offer the complete “sequence” of justice services. USAID’s targeting of various municipalities with Territorial-focused Development Programs, or PDETs, has generated a high concentration of activities. This circumstance, along with interventions from other donors and activities carried out directly by national-level institutions and regional governments, requires coordination mechanisms to strengthen their interventions, avoid overlaps, and ensure the consistency of their messages.

These issues create an expectation that the AGO and other institutions move to a more convenient place for the victims, improving accessibility, confidentiality, and security.

“Ideally, the AGO’s Office or the Ombudsman’s Office takes the statement. People say: ‘I don’t want to go if you make them come here, I can testify.’ I get in touch with them, send memos, I go personally, I do not know if, from an administration point of view, they can do it or not. When they do not, that person who doesn’t have the confidence to go to the institution says: ‘I don’t want to talk about the case anymore.’”
CSO grantee

“People sometimes tell the story, but it stays there. Bringing them closer to the institutions that will exercise their rights is not so easy; sometimes they say it’s fear, but I believe that the biggest factor is the lack of confidentiality and trust, which is a perception not only of the LGBTI population but also of people who suffer rights’ violations in these territories. They do not trust public entities. Sometimes they have civil servants who seem to be very suitable for the position, but since the institution is in a building and the people are on the street, there will be no possibility to change the perception of confidentiality and trust; people believe that when they go to report that they have been threatened, the next day they will be afraid that of displacement or murder. People do not believe, and they resist believing.” Local NGO

Participants also expressed how difficult it is to consolidate trust and consider that the JSP is just beginning a long process, especially in rural areas. Meanwhile, a perceived factor that limits change is insecurity. In this context, it is essential to take flagship cases to the end while instilling capacities in the communities, as the JSP has been doing.

“One of the emblematic cases happened in a rural area where we had an intervention. This case already has legal support and activated a route. Our thing was to accompany the community. Here, it is

particularly important how the community realizes that there is a working route, that it is advancing, that there is support (...). Weave a network of self-care for those other women who remain in that dispersed rural area. But they now realize that there is the possibility of representation, that this became an emblematic case, that there is accountability, that it is in the media, that today they can have a clearer answer, that it is recognized as femicide and not a homicide, and that there is progress with the community. How is it achieved? The thing is that we, as social organizations, need to have an institutional dialogue and, at the same time, have community achievements.” Local NGO, grantee

“Sometimes, the people, the communities, do not trust the prosecutors just because they are municipal prosecutors; they do not distrust the institution; they distrust because they are people from the municipality. So, it can be achieved with the AGO’s sectional office, sometimes sending prosecutors only to receive complaints during the [mobile justice] brigades; this can also close the gap between the community and the justice system.” Departmental Secretary of Government

“I think the projects have been important to activate trust in rural areas. Unfortunately, today the context is not with us. Things that are happening cause fear; [name of municipality] has seven homicides in two months. The JSP program trained community leaders who activate the route, and we train women who are ready to report what is happening to them, but these leaders, if they activate that route today in the context in which we are, can be singled out.” Donor organization

One challenge is to increase the participation of prosecutors and judges in the local justice committees and community activities at the regional and local levels as promoted by the JSP. Achieving this purpose requires more robust management to agree on organizational commitments at the AGO’s central and regional levels and the Superior Council of the Judiciary. In several stakeholders’ statements, they associate these officials’ absence in institutional venues and the JSP activities with their high occupation and disinterest. These statements come from departmental and municipal secretaries of government, other members of the local justice committees, donor organizations, CSOs, equity conciliators, and even from a sectional AGO office.

“It is a challenge to continue trying to include the AGO in this venue; it has always been a weakness of these forums. Local prosecutors always have excuses, they always have an excess of cases, and that stakeholder is key in this context, not only in the [local justice] committees but also in the [mobile justice] brigades because for a person from the countryside, to leave a complaint with a prosecutor is almost impossible.” Departmental Government Secretariat

“The thing with them [the Justice Houses and the Municipal Family Affairs Offices] is that we worked in harmony; with them, it has improved; what we have seen is an absence of courts and prosecution units.” CSO grantee

“We did training with Profamilia, we invited the regional AGO, they did not attend, the PGN has been courteous but no effort has been made to attend, and there are meetings that cannot be delegated, and someone has to make decisions.” Members of Law’s 1257 Decentralized Monitoring Committees

“The courts invite them, but they hardly participate. The only ones that stand out by their absence are the courts, with little or no interest. We have visited judge by judge, and they receive the letter but never have time to speak with us; even when the local justice committees take place, they do not go or send someone who does leaves before it ends. And the AGO also stands out by their absence.” CSO grantee

Improving the effect of promoting the assistance public servants provide citizens is a challenge. Almost 57 percent of beneficiaries state that the JSP contributed to making public officials more sensitive to community problems (in municipalities with high-intensity intervention, this proportion is 62 percent, while in low-intensity municipalities, it is 52 percent), and 60 percent believe that the JSP contributed to a better service. A similar proportion of civil servants agree. Also, 87 percent of citizens perceive justice as slow or very slow, and 55 percent say that the costs to access justice services are high.

Institutions' representatives and civil society members consider as relevant the infrastructure's conditions on trust in the institutions, the quality of services, and their legitimacy. This is the case of police inspections' adequate infrastructure that brings the rural population closer together to the justice system, Municipal Family Affairs Offices, and Justice Houses, to care for victims and develop conciliation activities. The JSP obtained funds to improve and equip police inspections and Justice Houses and include them in local or regional planning processes. A challenge would be to understand this component from a perspective that approaches it comprehensively, to promote the corresponding investment from the National Government and the departmental and local governments.

“Several female users have told me, and the truth is that I do consider that they need a more dignified space to feel better and have more confidence when coming to these locations because the reality is that the office infrastructure does not guarantee privacy and intimacy.” Family Commissioner

“Police inspections were neglected, and who knows what police inspectors were doing. They do not have books, a computer, they do not have anything that resembles an office when people come to have their problems solved. When you see a well-painted office and things like that, you can say: ‘Here is a police inspection.’ And what you are doing ricochets to remote places because people now know where they need to go.” Culture of Legality project participant

“In 2019, we did the whole thing of improving and staffing the police inspection. Many procedures that came here to the Personeros and the Secretary of Government, we now solve them there. Having there a desk with a computer and a printer, where the inspector can dispatch, that gives more credibility. In very remote regions where it is necessary to prepare a document for a meeting, whatever and there was not, the inspector [of police] now has those tools and has reclaimed trust and credibility in the institution.” Former Secretary of Government

WHAT CAN THE JSP DO MORE OF OR DIFFERENTLY TO INCREASE CITIZEN AWARENESS AND TRUST IN THE JUSTICE SECTOR?

Public servants and NGO contractors recognize that the actors' map prepared by the JSP is a tool that helped to spur inter-institutional relations and involved the civil society in the system. We found less probable that the JSP boosted the value of this tool when developing projects, for example, by gathering local knowledge, experiences, or achievements on specific issues, increasing the number of bids in donor organizations' selection processes, and effectively transmitting local-sector needs to the national government and justice entities. Likewise, it would have been useful to gather in the actors' map more detailed information from CSOs on their operation and projects and other coordination tools such as platforms, groups, and committees.

The unsafe conditions in some territories affected the proper development of certain JSP interventions, caused delays, or reduced their impact. It might be relevant to prioritize the intervention's geographical

scope, including only municipalities with certain security conditions, and commit critical stakeholders to participate. Otherwise, it is difficult for projects such as those implemented by the JSP to generate substantial changes in citizens' confidence in institutions and cultural aspects. We should also determine which municipalities are suited to carry out a rural intervention to establish indicators and goals differentiated by the geographical area that accounts for the results.

TABLE 13: EXAMPLES OF HOW UNSAFE CONDITIONS AFFECT JSP ACTIVITIES

Limited participation of civil society leaders in equity reconciliation training	In one case, only six of 15 attendees who began the training continue out of fear of being visible; two leaders were recently murdered.
Suspension of or low participation in mobile justice brigades	"We expected 200 people, and 20 arrived. The context is still exceedingly difficult because people are scared" (Former coordinator of the House of Justice). "The mobile justice brigades were held in 2018. Last year we had planned to hold one, but an alert came from the Ombudsman's Office warning of armed groups in that area, so we had to cancel" (local justice committee member).
Replacements in cases with legal representation	Some withdrawals are due to fear after the murders of female leaders.
Specialized NGO not being able to support CSO in training events to LJs	NGOs specialized in LGBTI issues could not go with CSOs to local justice committee training exercises due to security problems, so an allied CSO did those in several municipalities without sufficient conditions.
Suspension of strengthening process to the communications group	In January 2020, a process to strengthen a youth communications collective had to be canceled for security reasons: armed groups forbade using tools such as cameras and video recorders. It was the only process ongoing at the time.
Suspension of all activities in the Culture of Legality strengthening project scheduled in rural areas	As an alternative, some civil society leaders were transported from rural to urban areas to participate in the diagnostic activities, laboratories, and the "agreements festival": "Five or six people came, we invited them and those who could come, came." (Subcontractor).

Some actors perceive insufficient effort to connect different but related projects. The surveys reveal a low recognition or remembrance of the JSP activity among public servants of the regional justice sector, in contrast to officials of the Mayor's offices. A total 68 percent of local prosecutors, 73 percent of judges, and 50 percent of circuit judges knew about the JSP. In contrast, all of the Family Commissioners, 83 percent of police inspectors (*Inspectores de Policía* or rural authority), and 82 percent of *Personeros* knew the JSP activity (see Officials (such as a prosecutor or a *Personero*) have sometimes participated in the JSP's initiatives. They do not know the activity's name, are not aware of its other actions, and therefore have no perspective of the comprehensive intervention.

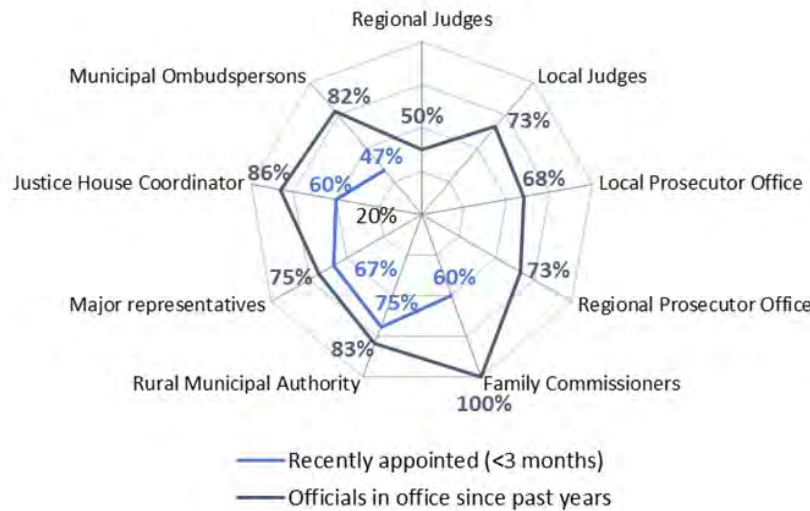


Exhibit 6: Percentage of Public Servants that Recognize JSP⁵⁵

For the CSO strengthening processes, we have the following observations:

- Weak support is given to CSOs with reduced capacity to respond to the JSP’s administrative processes, the complexity of monitoring, evaluation, and learning (MEL) report formats and structure, and changes that implied updating.
- Some CSOs express that the duration of the supporting national NGOs’ visits is minimal (Putumayo and Nariño).

To achieve the expected changes, different stakeholders participating in the Culture of Legality project perceive conditioning limitations in population coverage and exposure time, project duration, intensity (understood as the number of activities), frequency, number of assisting community members, and attendance of public servants (see Table 14).

Regarding the perception of the JSP’s limitations to summon the community, leaders of CSOs participating in the Culture of Legality project in two municipalities visited said:

“Personally, he had no knowledge of the subject, that is, something happened, and he kept quiet or let it happen, and that’s it. In the community, there was no such impact because there was not a big audience.”

“I believe that what was lacking was citizen participation on this issue (...) especially with young people; it was a small group.”

“It seems to me that the problem with her [local liaison or monitor of the ‘good-treatment point’] was to be permanently here because it happened to me that I invited her, and the day I did, she could not come. So that is where I do not understand because trust is lost, I invite, and the outcome is uncertain. (...) For

⁵⁵ Source: public servants’ surveys done in this evaluation.

example, on Saturdays or during the week, she came, but that was only one afternoon or one day, but she only that day, and that is it. It wasn't like three days or the whole week."

"I think that if she [local liaison or monitor of the 'good-treatment point'] had been here permanently, it would have been better for people to gain knowledge on the point."

"She suggested that they invite more people because only the leaders of each sector were invited (...). But I tell you again: I believe that the police inspectors and a few others in the inspection knew this, no more. And for this to work, people have to know about it."

In the same sense, the subcontractor that carried out the project, in its conclusions and recommendations included in its final report, states that "the Good-Treatment Point proved to be memorable and clusters valuable symbolic issues for several specific objectives of the process." The report also considered vital that, in addition to its installation in places of high traffic and visibility, "a more comprehensive appropriation and a larger number of Points is required so that the communities and those receiving methodological training can give continuity to the process." It also draws attention to the need to "make more interventions focused on procedures and practice to de-escalate citizens' responsibility having more time," which shows the importance of renewing part of the project in future implementations.

The conclusions and recommendations also warn that "it is advisable to include other activities that promote group cohesion to help motivate participation, especially that of public servants and ensure greater continuity of the group once the intervention is completed." Likewise, it says that another perceived inconvenience is the turnover of the regional JSP teams and their scarce availability to attend the processes, even though it considers as good the support offered during the project's initial stages when arriving in the municipalities.

"(...) We ended up with other different regional coordinators and the ones who commenced, with which we began a work process, starting from scratch to explain what civic culture was because we wanted to work on the Culture of Legality from that approach, and that was lost because after three months we had other people. So, sometimes it was like starting from zero. Very often, we would go and no... so and so is new, so what, when you were explaining the project to him when we had already been in the project for six months. So yeah, it was usually a little tricky."

"(...) In some cases, I think it is an attitude issue, and in others, an issue... what I could perceive when I spoke to them is that they had a lot of work, many projects, and many things they had to answer for, so, receiving a little of attention was sometimes complicated." Subcontractor, Culture of Legality project

As reported by the subcontractor, better coordination with the institutional strengthening component is crucial, to expand the effects and noticeability of the process at the local level and "achieve more active participation during the implementation of the strategy by the regional coordinators of the JSP Program," which "can enhance the message of the strategy and benefit a larger part of the municipalities' population."

The JSP carried out the closing process in each municipality through three activities: the agreements' itinerant festival,⁵⁶ methodological transfers,⁵⁷ and presentation of results and delivery of the strategy tools to the people who showed the most significant interest during the process. However, the process did not achieve the objective in Apartadó and Orito, as it failed to create sufficient local appropriation to guarantee continuity to the process, despite some actors' interest and commitment. According to the subcontractor, the objective was not achieved in other municipalities because there were no volunteers to take over.

"We managed to summon them, we managed to entice them, and even so in some municipalities, we could not make them take charge (...). In Montelíbano, it was difficult; in Istmina, the most complicated, there was much apathy for the process (...). In Santander de Quilichao, it was good, it was cool, but in the end, it wasn't." Subcontractor, Culture of Legality project

In Orito, the responsible party for the Good-Treatment Point and the tools was the Secretary of Government; the Secretary guaranteed that a group, which includes about 30 young people who work on environmental issues and expressed interest, could use these components. However, that interest seemed to involve providing a space for their meetings and did not include promoting the activities. Also, the Secretary of Government misplaced an educational game, and a gale destroyed the tent. Even though the young people asked the Secretary to fix this tent, they did not get a positive response, indicating available resources were in short supply.

"So we decided to withdraw the Point [of good-treatment], and since there was a trunk there, I took it to my house, and every time we have meetings, and we have to make billboards there, we have markers, paintings." Youth CSOs, ally of the Culture of Legality project

In Apartadó, the JSP coordinated with the regional office of the National Learning Service (SENA) in Urabá to keep the good-treatment point and the educational games to continue using them with SENA's apprentices. The material is in custody, and SENA conducts exercises with them. However, "unconditional collaborators," members of CSOs who participated in the methodology transfer activities, report that accessing the tools and using them has been challenging, that the transfer was not effective, and that they have concluded that the infrastructure of the Good Treatment Point is not suitable for mobility and endurance.

"That was left in the SENA's office. Don't you remember all the badgering before delivering that to us in October? We set out to have a permanent base here in the theater. So, if a school is going to pay a visit, we have the boardgames, and there we use the game intended for civil rights. I think that is still difficult, that is, the large entities have very good intentions, but we must review how to put it into practice." CSO ally, Culture of Legality project

"But in reality, we have not dealt much like Corpovisionarios. The transfer of methodology was training. (...) But first, how can we say that today we can talk about the methodological transfer? I think not. And two, I think we were a little wrong, although I know the intention might have been to motivate them more,

⁵⁶ The JSP presented the following tools: a decalogue for coexistence, a word totem (this is an educational and playful tool), and an access route to justice for cases of interpersonal violence. Also, the JSP recognized a group of unconditional collaborators and reserved a moment to let public servants, leaders, young people, and citizens reach agreements to promote rapprochement.

⁵⁷ Included a collective construction of sustainability proposals.

and the issue is that thing was in the custody of a very big organization, and as so, it was also a distant one.” CSO ally, Culture of Legality project

“If you ask me what the state is and how I see it, at this moment, we are waiting. We have some physical tools that must be adapted and fixed, and we are waiting to agree on the transfer of the methodology so that, from there, we can see how we adapt it or how we can include it to our actions.” CSO ally, Culture of Legality project

“In this process of passing the point of good-treatment here, it was identified that it was not as mobile as it had been proposed, but that it was a cement plate and that in these days, there was this issue of winter affectation, that damaged the tent. Finally, they give us the structure of the Guadua (bamboo); that is what is in custody. So, you must understand that here three institutions were left with the task of multiplying and using this (...), with clarity and transparency in the process, SENA requested that this clarity included the tools.” Allied entity, Culture of Legality project

Finally, the subcontractor refers to the need for the implementing partner to do more follow-up to verify the continuity of activities and revise the local justice committees' low capacity that hinders the possibility of sustainability of this type of activity.

“In some cases, they kept the tools and said: ‘Done, let us do it!’ The local JSP coordinators’ task was to verify that these tools are being used and that the strategy is being sustained. The [local justice committee] committees were not well integrated into the municipalities; it was not an element that helped us arrive and work, no. We find them quite disconnected; as there are very sporadic meetings, they are short meetings (...). I feel that the committees are not really working to generate sustainability in these types of programs.” Subcontractor, Culture of Legality project

TABLE 14: JSP CIVIC TRAINING AND COMMUNICATION PROJECTS AND ISSUES

	CULTURE OF LEGALITY	CINEMA-FORUMS	WORKSHOPS WITH JOURNALISTS	STRENGTHENING COMMUNICATION ORGANIZATIONS
Result	Ludic tools improve current knowledge of institutions and routes, increase odds of conflict resolution, and change ideas about justice. According to the citizen's survey and contrasting the project's beneficiary and non-beneficiary municipalities, there is no evidence of any effect on trust. There is evidence of an increase in familiarity with prosecutors, judges, and conciliators' existence and functionality. We perceive that the JSP contributed to the expertise on how to resolve conflicts.	We observed the effectiveness of this instrument as a means of increasing awareness. Intellectual property rights limit the list of available movies.	Some participants recognize the training received and the efforts to self-regulate the tone in articles. Journalists express that workshops are insufficient to achieve profound changes in content editing. The journalistic guide 'How to narrate justice in Colombia' (the JSP product) is a tool used by journalists to address justice issues and improve institutional communication with citizens.	The budget is insufficient to carry out activities in various municipalities of Nariño, and communication groups have faced the difficulty of broadcasting audiovisual and radio content in Nariño, Putumayo, and Córdoba's media. The JSP scored slots on community radio with ample coverage in Nariño. The grantees were yet to start activities to strengthen communication groups.
Participation and other issues	Participants perceived insufficient coverage and low presence of local liaisons or monitors at the "good-treatment point" to achieve the expected changes. The subcontractor recommended increasing the appropriation of these Points and installing more of them to make more interventions focused on procedures and include other activities that generate cohesion to motivate group participation, especially that of public servants.	For Putumayo, the call was not effective. The implementing partner plans to carry out more presentations to reach the goal set for participants. The JSP generated an "overflow" of emotions, and the activity's design does not provide resources to handle the participants' specific involvement in complementary activities that delve into or channel the effect of the cinema-forum. In Nariño, an alliance with a local hospital and assistance from two psychologists is worth mentioning.	Low participation in workshops; outreach problems; difficulties picking the workshop day (Mocoa); absenteeism and assistant's profiles (Apartadó). The structural deficiencies of the media emerge as a difficult obstacle to overcome media dependent on "political publicity"; journalists who provide professional services to local governments; dependence on sensationalism to drive sales; and limited use of diverse news sources (high reliance on information supplied by the police and the military).	The JSP emphasizes coverage of their activities, and it is not frequent to see information regarding other sources.
Continuity and sustainability	The activities to hand over tools and methodologies did not translate into adequate local appropriation for the process to continue.	In Apartadó, the organization in charge is considering continuing with the JSP; in Nariño, the municipal governments plan to acquire movie-projection equipment.		High costs of broadcast air hinder outreach efforts; digital media reaches people with Internet access, cell phones, and higher educational levels.

TO WHAT EXTENT ARE JSP OUTCOMES SUSTAINABLE?

The strengthening of CSOs and the temporary linkage of local teams of lawyers and professionals who provide psychosocial support has, to some extent, strengthened human capital in the regions the JSP has intervened in. Likewise, the JSP has consolidated social capital, giving greater recognition to different CSOs, creating some LGBTI organizations, and instituting CSO participation in formal and public forums. These elements would allow the sustainability of some of the dynamics generated by JSP.

“I have been here in Putumayo for twenty years, and I have always been involved in the process. Still, they [females] have always been behind the leaders, the men, but not now, and they feel they can; there are even some who say: ‘Now that I know, I can get involved, even be a councilwoman, a deputy.’ They even want me to be training them every eight days. Yesterday, for example, two community councils called me, asking why the training sessions were not more often. I said to them: ‘Well, you can’t’. And they expect that through the training, they will get certified and that we carry that relationship that they are training each inspector of each municipality so that the inspector works hand in hand with them in matters of conflicts that arise in the community.” Local CSO grantee

“In the case of Urabá Antioqueño, the organization itself can carry out its processes. For example, the leader took the complaint before the National Protection Unit, and we told him: ‘We will help you.’ But he said that he wanted to do it on his own, that he wanted to follow up all these processes.” National NGO

“There is a strengthening model; we have also made a guide for advocacy in public policy. In the work we did in Chocó with Justice Houses, which involved several interventions, we directly promoted a theme presented by CSOs. Because we also want to strengthen communication skills because organizations are experts in working with their population, meeting, motivating, and generating countless activities, but sometimes dealing with institutions is not so fluid or has always been very ‘confrontational.’” National NGO

However, CSOs often do not have access to funding sources. They have not developed capacities to maintain legal advice and psychosocial support activities for victims. Also, the JSP has not placed dissemination mechanisms that allow benefited CSOs to spread their achievements in empowering and appropriating tools in the territory. In this sense, an alternative would be to further efforts to build CSO networks.

On the other hand, already referenced contextual circumstances, such as a weak economy, illicit crops, and drug trafficking, which propagate insecurity conditions, are an obstacle to sustainable results and regional continuity.

We learned about the interest to extend the cinema-forums, at least in Apartadó and Nariño, with initiatives supported by local governments and CSOs involved in their initial development with the JSP. We did not find stable local ownership of the processes derived from the Culture of Legality project and perceived that the population coverage and intensity were limited. The JSP expects to achieve more significant local appropriation with several adjustments to the intervention planned for 20 municipalities in the last year of the JSP activity.

FINDINGS: GENDER STRATEGY

The gender strategy started verifying the differentiated and disproportionate impacts of GBV against women and violence based on prejudice against the LGBTI population in times of the armed conflict and its possible escalation in the post-agreement scenario. Also, the intervention on gender issues considered the institutional and social weakness of the prioritized municipalities, which constitutes a factor that prevents the proper resolution of conflicts and contributes to impunity.

According to Section C of the contract between USAID and the implementing partner, the gender strategy revolved around the following results: 1) institutional strengthening, 2) inter-institutional coordination, and 3) citizen empowerment. The JSP contemplated strengthening the Municipal Family Affairs Offices, the AGO, the *Personeros*, and the Justice Houses. The JSP thought inter-institutional coordination around the work to establish and disseminate referral pathways, the inclusion of the community and CSOs in justice responses, working with national entities to promote a better understanding of legal regulation and case law in GBV and LGBTI rights at the local level, and strengthening, expanding, and improving the local justice system model at the national and local levels. To empower citizens, described in this section, the JSP works with mobile justice brigades, providing psychosocial support for GBV victims (in coordination with the government), and working with CSOs on advocacy to strengthen local justice systems to provide legal orientation services or representation of citizens.

The JSP designed the gender component as follows: 1) fight against impunity through implementing the P2P methodology in the AGO and the local prosecutors; 2) institutionalize the P2P methodology through the Direction of Advanced Studies of the AGO, design of a gender training module for the Judicial Branch, and promotion of sentences with a gender perspective through a competition; 3) promote inter-institutional coordination on issues of GBV and violence based on prejudice by strengthening the local justice systems, emphasizing the local justice committees; 4) strengthen the Municipal Family Affairs Offices, through the design of a bill for their reform and support the consolidation of their capacities in gender issues with the help of national NGOs; and 5) strengthen local CSOs, especially their abilities for advocacy (case of LGBTI CSOs) and litigation (case of women's CSOs), with the support of national NGO partners experts in these issues.⁵⁸

WHAT ARE THE MAIN SUCCESSES OF THE JSP'S GBV APPROACH?

The JSP strategy for Capacity Strengthening in GBV focused on actions aimed at 1) Municipal Family Affairs Offices, 2) the AGO, and 3) the Justice Houses. In the first case, the intervention determined their most pressing needs in institutional design and operation, and based on that, contributed to preparing a bill for its reform. The JSP drafted this bill in a coordinated manner with the Technical Committee of Municipal Family Affairs Offices and the commissioners' participation and citizenship. Likewise, the JSP designed a strategy to strengthen these institutions at the municipal level, which resulted in broader knowledge and better management of the GBV issues, particularly in Putumayo. For the AGO, the P2P methodology established ties between the central and local levels, appropriation of knowledge in GBV, and progress in the cases. For the Justice Houses, the evaluation's results show the

⁵⁸ National NGO experts in women's rights were Sisma Mujer Corporation and Humanas Colombia Corporation; in LGBTI rights, Colombia Diversa Corporation and Caribe Afirmativo; and in psychosocial support, the Círculo de Estudios Foundation.

ties with national NGOs specializing in LGBTI rights and the work to include initiatives for this group in their action plans.

The implementing partner had to work with the Colombian Federation of *Personeros*, or FENALPER, to offer information to the ombudsmen on GBV. The evaluation did not identify specific actions on this initiative.

The JSP centered inter-institutional coordination on GBV on referral pathways, linking the community and CSOs to the local justice systems and actions deployed at the national level to improve local understanding of GBV regulations and LGBTI jurisprudence. The evaluation identified progress in constructing referral pathways for GBV and violence based on prejudice against the LGBTI population in the context of local committees and work with CSOs. We also noticed an improvement in inter-institutional coordination opportunities led by NGO's experts in women's rights to put together the corresponding protocols. We highlight the implementation of Law 1257's Decentralized Monitoring Committees, which have been extremely useful in promoting national, departmental, and municipal inter-institutional coordination.

Various actors acknowledge that the JSP had a decisive influence on the dynamization of the local justice committees, integrating gender issues in their operation, and the interaction between officials and civil society. At the national level, the JSP deployed actions to improve the GBV and LGBTI rights regulations' understanding thanks to its work with the Gender Commission of the Superior Council of the Judiciary. Consequently, the JSP designed a pedagogical gender module for judges, took measures to improve the Commission's gender cases search engine, and supported the judicial decisions' competition.

To address impunity, the JSP organized a part of its intervention around litigation of cases in prioritized municipalities and transferring knowledge from the national to the municipal level. To do this, the JSP selected national NGOs with expertise in this type of litigation to identify and litigate cases at the local level. Also, the JSP selected local women's CSOs to represent GBV cases with support from NGOs with expertise in women's rights and training. This impunity approach has enabled identifying cases and contributed to their progress in obtaining favorable decisions on some occasions. Likewise, it has contributed to strengthening local CSOs in GBV litigation.

The opportunities to improve the gender component of the JSP activity are related to the following factors:

- Inclusion of other institutions crucial for the outcomes pursued concerning impunity and inter-institutional coordination, such as the Colombian Family Welfare Institute (ICBF) and those of the health sector, among others.
- Design of strategies to limit the impact of employee turnover on the JSP gender strategy.
- Institutionalization of the P2P methodology.
- Creation of a plan that ensures the effective participation of officials in coordination venues, such as with the local justice committees.

- Organization of a GBV and violence based on prejudice litigation strategy considering the context in which they occur, the community's needs and expectations, and a precise and uniform methodology to identify the cases.
- Design of a training instrument for civil servants beyond the knowledge of GBV and LGBTI rights to boost new masculinities.

STRENGTHENING GBV CAPACITIES

Municipal Family Affairs Offices

The JSP proposed to carry out work with the Municipal Family Affairs Offices to improve their capacity to respond to GBV, insofar as they are “the gateway to justice for the victims.”⁵⁹ They accomplished this objective through eight products that evidenced achievements and advances in identifying the Municipal Family Affairs Offices’ challenges when addressing and training to address GBV, as well as connecting through the agreements signed with national NGOs to defend women’s rights with psychosocial and legal advice support specialists on GBV. The purpose was to design and implement strengthening plans for these institutions to improve understanding of and attention to GBV.

The JSP laid the groundwork to assess the municipal Family Affairs Offices⁶⁰ and draft a comprehensive bill to respond to the assessment results. The JSP coordinated this work with the PGN and the Justice and Law Ministry and provided support to the Technical Committee of Municipal Family Affairs Offices. Likewise, the JSP promoted family commissioners and civil society's participation in constructing the bill through workshops. This work resulted in a draft of the bill to reform Municipal Family Affairs Offices on fundamental issues, such as institutional design and operation. An expert gender consultant participated as part of the JSP team and was decisive in this process, coordinating the Technical Committee, organizing inputs, and preparing documents, including a draft decree that would facilitate the law’s implementation when approved. At the national level, different actors consider that the Justice and Law Ministry lacked commitment and leadership during this initiative.

The bill will help define the Municipal Family Affairs Offices’ functions, strengthen teams, and establish a reliable information system, which will improve attention to GBV. However, as PGN’s 2019 Second Superior Surveillance of Municipal Family Affairs Offices indicated, significant challenges remain concerning attention to GBV that were reported during the qualitative fieldwork. These challenges go beyond the institutional capacity and are related to its “family-oriented” approach, its understanding of Law 1257 as a guiding instrument, and its emphasis on domestic violence and not on GBV. The success of the reform will depend, among other things, on the existence of other less comprehensive bills in the Congress.⁶¹

⁵⁹ USAID, Analysis of the Municipal Family Affairs Offices, AEJL, 2018

⁶⁰ Ibid., USAID, 2018

⁶¹ In the qualitative fieldwork, we evidenced that there were “several Bills in progress and one very advanced that makes partial reforms to the Municipal Family Affairs Offices, and that would be completely contradictory with what is being proposed in this Bill suggesting a comprehensive reform” (2019.12.06). However, the fieldwork did not identify the Bill numbers. A review of the “Congreso Visible” page shows two bills presented in 2018 and 2020 and shelved due to legislative change. They are Bill 225 of 2018 (Chamber) and Bill 354 of 2020 (Chamber). The latter intended to issue regulations for the COVID-19 context. Universidad de Los Andes, Congreso Visible (<https://congresovisible.uniandes.edu.co/proyectos-de-ley/#q=comisarias&page=1>, accessed August 24, 2020).

On the other hand, national NGOs specialized in women's rights, hired by the JSP to carry out activities to improve Municipal Family Affairs Offices at the municipal level prepared assessments that served as inputs for the designing and implementing strengthening measures that resulted in a better understanding of and attention to GBV, as well as in greater visibility of the issue in municipal institutions in general. The national NGOs asserted that the Municipal Family Affairs Offices face challenges regarding personnel, infrastructure, handling the GBV issue, a family approach, and prejudices typical of the Colombian and regional cultural environment.

We identified that the activities to improve the Municipal Family Affairs Offices have allowed them to become aware of the importance of monitoring cases and protection measures, inter-institutional coordination to effectively manage GBV cases, and the need to have a robust and interdisciplinary team for this purpose.

“The police stations are being more receptive to the observations of the associations [and] other institutions, to adapt their work and improve the service provided.” Member of a CSO

The family commissioners, especially in Putumayo, consider the JSP's intervention in the hands of national NGOs to be relevant and of high quality. Meanwhile, in Nariño and Antioquia, there is no clarity on the dynamics and objectives of JSP's interventions regarding this issue, and they say that changing commissioners affect their knowledge.

Attorney General's Office

The JSP must carry out work to strengthen the AGO in matters of GBV. They must achieve this objective through two products that have shown comprehensive progress: provide liaison with prosecutors with national counterparts (for example, P2P) and institutionalization.

The JSP has been applying and consolidating the P2P methodology to promote proper processing and guide decision-making in GBV cases. This peer-to-peer training methodology prioritizes GBV cases that expert prosecutors and local prosecutors will work together on.

At the national and local levels, we noticed a firm intention to implement the methodology, deemed as successful. The success comes from different traits: it responds to the institution's needs, allows peer learning acknowledging the prosecutors' independence, establishes ties between central and local levels, enables two-way learning, and enables prosecutors to verify knowledge and appropriation of GBV-related matters.

“[the program] has meant security (...) [and] enriching support (...) almost whenever they [mentor prosecutors] come, they have left us memoirs with jurisprudence so that we can debate issues in the cases (...).” Prosecutor

However, we found qualitative evidence in one department on the lack of knowledge of the sectional AGO in implementing this methodology at the local level.

Likewise, this JSP intervention is associated with the progress of the cases through decision-making, such as the issuance of arrest warrants, indictments, and briefs processing, with higher speed than in other cases.

One JSP activity objective is to institutionalize this methodology in the AGO to achieve stability, sustainability, and standardization, which will allow for monitoring, training mentors, and unifying criteria to address cases. In the national qualitative fieldwork, we observed the JSP actions with this purpose in the AGO's Directorate of Higher Studies, which shows knowledge of the challenges and objectives in this adoption process.

Justice Houses

The JSP must work with the Justice Houses to improve their capacity to respond to GBV. The JSP aims to achieve this goal through three products. In the evaluation, we found evidence of the JSP's achievements and advances in connecting the Justice Houses with the network of health specialists, psychosocial support, and legal advice to address GBV; and providing guidelines to address GBV.

In the documentary review, we observed that the JSP designed a coordinated work strategy among national NGOs, experts in LGBTI rights, and local CSOs to provide support incorporating actions for the LGBTI population's attention and guarantee their rights in the Justice House action plans.

Evaluation results identified that national NGOs had been carrying out advocacy work with local CSOs so that the Justice Houses' action plans considered the rights and needs of the LGBTI population. Likewise, we found that the Justice Houses have been beneficiaries of the JSP because the institutions that comprise them are part of the local justice system and the local justice committees where they are operating. Participants perceive a positive impact.

"We have seen a strengthening of the Justice Houses, with the previous administration, with the officials who received the training and who were with us in all this progress. Yes, we have had such support; they are already more aware of the gender approach when someone asks for their service (...)." Local CSO, LGBTI population, grantee

INTERINSTITUTIONAL GBV COORDINATION

The JSP should promote inter-institutional coordination on GBV issues. We identified six outcomes suited for this purpose. Here are the products having achievements and progress from the JSP.

Establishment of Referral Pathways for GBV Victims, Communication of Roles to Agencies in the Referral Pathway, and Mechanisms for Disseminating Information on Roles.

National NGOs that are experts in LGBTI rights had been working on constructing pathways to address violence based on prejudice in the context of their work with CSOs and local justice committees. The sub-national level reports progress in the construction of these pathways in the local committees. This work has made it possible to refine the pathways according to differential approaches and the municipality's population needs.

"(...) In the previous committee, we realized that we had shortcomings with the indigenous communities; how could we discuss these issues with them so that it is not such a strong shock (...)." Local CSO, LGBTI population, grantee

Likewise, national NGOs that are experts in women's rights report opportunities for inter-institutional coordination in which different authorities at the local level participated to organize coordination protocols.

In the sub-national fieldwork, evaluation results show methods carried out or worked on by other organizations or the international community, a circumstance that the implementing partner must consider and must follow up to ensure that the intervention is relevant and successful.

A survey done for this evaluation showed that 66 percent of the gender CSOs' leaders think that the JSP helps people understand how to access justice services.

In this context, we highlight the JSP's strategy of creating Law 1257's Decentralized Monitoring Committees in the targeted departments and municipalities as a decisive factor in promoting inter-institutional coordination on GBV issues. Various stakeholders ensure that JSP's contribution to the successful implementation of these committees is valuable. Regional actors emphasize the importance of holding this committee to establish departmental and local commitments in the approach to GBV to monitor them and publicize this national resource at the municipal level.

The JSP updated the “Ellas” application that contains the existing pathways to attend GBV in each prioritized municipality, as a continuation of the work that the National Women's Network had been carrying out in another cooperation project. Since 2018, the JSP has been working hand in hand with the Network to gather field information on referral pathways and the sexual harassment route's construction. However, the JSP did not create a forum to integrate national NGOs that work on GBV and are natural allies of this activity. On this matter, a subcontractor says:

“At first, I thought that there was going to be more interaction when we met the first time, because I know that this [refers to other national NGOs], besides that we are friends, so we discussed things. In the beginning, there was an intention that we had more follow-up, and that was not achieved, or it was not done. I do not know the reason, and as neither of us has promoted it, nor do I know why. Nor do we have information from the program and meetings of partners and that, no.” National subcontractor

[Linking the Local Community and CSOs in Responses to Justice.](#)

The activation of the local justice committees and their integration of gender issues in their agendas are associated with JSP's work. Likewise, the JSP is a factor that has strengthened local justice systems, has improved officials' knowledge of GBV and LGBTI rights, and has allowed for interaction between officials and civil society represented in CSOs. CSOs working on LGBTI rights issues, hand in hand with national NGOs, has led to training on LGBTI rights in the context of local justice committees.

One of the most significant achievements of the JSP intervention is the possibility for civil society to influence the local justice committees' action plans to include the issue of LGBTI rights.

Through the survey done for this evaluation, we found that 46 percent of gender CSOs consider that the JSP has contributed to public officials' greater knowledge of justice with a gender perspective.

[Work with National Entities to Improve Understanding of GBV Legal Regulation and LGBTI Case Law at the Local Level.](#)

With the documentary review and qualitative fieldwork, we observed that the JSP undertook actions to improve the understanding of GBV legal regulation and LGBTI case law at the local level in an integrated manner with the Superior Council of the Judiciary Gender Commission. The JSP designed a pedagogical module aimed at judges to integrate the gender perspective in the rulings of cases. The JSP supported holding a judicial decision competition with a gender perspective and hired a national NGO expert on

women's issues to improve the Commission's search engine on this issue. During the process, the hiring of two female consultants with expertise in gender issues was essential. They contributed to construction of the pedagogical module and, one of them especially, to facilitate the interaction with the Superior Council of the Judiciary Gender Commission.

Regarding the competition, the qualitative fieldwork showed the essential role it plays in disseminating and acknowledging rulings that incorporate the gender approach in adjudicating judicial cases. Likewise, it was informed that its award ceremony was included in the José Ignacio Márquez for Judicial Merit's award ceremony, which increases its visibility and institutionalization.

ADDRESSING IMPUNITY IN GBV

The JSP must address GBV's impunity with seven products. In this evaluation component, we considered the work with CSOs to provide legal counseling and/or representation services to citizens in GBV.

The JSP developed a strategy that involved selecting specialized national NGOs to litigate GBV and violence by prejudice against the LGBTI population in the targeted municipalities. They chose two national NGOs that work on women's rights and two for LGBTI rights. The strategy included a psychosocial support component offered by the same NGO that handles GBV cases against women and another expert organization that supports LGBTI rights' NGOs. Also, with national NGOs specializing in women's rights, the JSP transfers knowledge and supports local CSOs to represent local GBV cases legally.

These NGOs' litigation strategies yielded important results in defending women's rights and the LGBTI population in cases related to GBV and violence by prejudice. Progress has been made in favorable processes and decisions.

"When we made the assessment [of the status of their cases], like two months ago, we had five arrests (...), the alleged sexual offender's arrest is hardly ever achieved. (...) That the women have a lawyer to represent them means (...) greater effectiveness in advancing the case." National NGO

We confirmed the importance of having psychosocial support for victims as part of the litigation strategy. National NGOs stated that one of the most outstanding results is the emotional strengthening of the women represented and their knowledge of rights, which had an impact on reducing the victims' desertion.

Local CSOs positively value national NGOs' support to the extent that they contribute decisively to their strengthening and appropriation of the gender perspective's basic legal concepts.

"[The national NGO] is the rock of the organization (...), because it has given us support both in the judicial representation part, with all the laws, and with mentoring (...), also with the experience of the cases they have worked on." Local NGO

CSOs perceive good results because cases show more significant progress than those that do not receive support and positive changes in some public servants' attitudes.

In the surveys, we found that 53 percent of gender CSOs consider that the JSP has contributed to women having greater access to justice. Further, 80 percent believe that the JSP has contributed to the

organization performing its work better, and 73 percent recognize the contribution to it strengthening their operations.

The JSP's work reflects a greater trust of gender CSOs in the AGO: 38 percent of their leaders report high trust compared with 18 percent of the leaders of other CSOs. However, the percentage of leaders who trust prosecutors and judges remains relatively low compared with institutions such as *Personeros* and the Ombudsman's Office. The recent increase in trust observed in gender CSOs, local community action boards, indigenous authorities, and community councils is especially significant

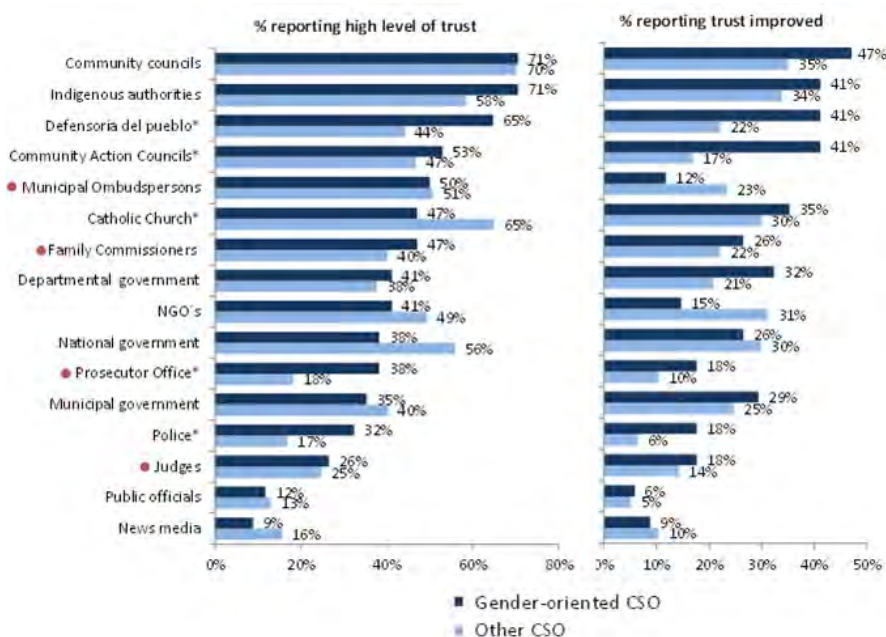


Exhibit 177: Trust in Several Stakeholders and Increase in Trust⁶²

WHAT CAN BE IMPROVED?

This section describes the challenges that the JSP has faced in its gender intervention and the opportunities for improvement. Although the JSP has already tackled many of these issues, it is important to identify them to understand the obstacles that arose and to take them into account for the remainder of the JSP and in the design of future interventions.

IMPORTANCE OF DIRECTLY LINKING AND STRENGTHENING OTHER INSTITUTIONS IN THE JSP INTERVENTIONS TO ACHIEVE THE APPROPRIATE ATTENTION TO GBV

National and local actors mention the importance of strengthening other decisive institutions in the GBV approach that are not direct beneficiaries of the JSP interventions. Family commissioners insist on the police's importance in guaranteeing protection measures and point out that the institution's limited personnel are an obstacle. Likewise, it is essential to promote more decisively the coordination of Municipal Family Affairs Offices with prosecutors and judges, the health sector, and the ICBF. Also, in the qualitative fieldwork, we preliminarily identified the health sector's importance as one of the entry doors to GBV care and the need to improve its skills in this regard. Coordination difficulties between

⁶² *The difference is statistically significant with a 95 percent level of trust. **Red dots before the name tag those closer to the justice sector.

the ICBF and the Municipal Family Affairs Offices could respond to overlaps in functions (the Municipal Family Affairs Offices bill addresses this point) and the need to continue strengthening its approach to GBV.

In the implementation of the P2P methodology, institutional limitations sometimes hamper success. Results emphasize the need to rely on the judicial police and solve its shortage of personnel.

“I have a couple of arrest warrants that were obtained with the prioritization and of which, unfortunately, they have not been able to materialize (...), because the police or CTI officials have not made the arrests due to the lack of places in the prisons.” Prosecutor

IMPORTANCE OF DESIGNING STRATEGIES TO LIMIT THE IMPACT OF THE EMPLOYEE TURNOVER ON THE JSP GENDER STRATEGY

National and local stakeholders identified the impact of staff turnover on the sustainability of JSP's intervention in GBV. Despite the actions taken by the JSP to respond to this situation, such as impacting on development plans and designing the bill for Municipal Family Affairs Offices, public servants, NGOs, and CSOs benefiting from the JSP said that this turnover leads to process repetition, the need to re-establish relationships of trust and loss of transferred knowledge. The Municipal Family Affairs Offices and the prosecutor's offices that participated in the P2P methodology expressed how these personnel changes prevent the initiated processes from continuing their ordinary course. Work on LGBTI pathways was also affected by this circumstance in the context of the LJs.

“On the subject of researchers, turnover is extremely worrying; that is, a researcher is there for a few months, they change him, another researcher arrives, and the task of transmitting that knowledge that we acquire in training is always constant, constant, seldom finish, because we have already been working with a researcher, with the two who are there, they are transferred, new ones arrive, it is possible to raise the awareness again, to generate synchrony at work and again there are changes. So, it's always a bit complex on that side.” Prosecutor

IMPORTANCE OF INSTITUTIONALIZING THE P2P METHODOLOGY

The JSP is working with the Directorate of Senior Studies of the AGO to institutionalize the P2P methodology. This work is crucial for adapting it to specific locations and addressing known difficulties in its operation. Among them, the following challenges stand out: i) addressing the lack of clear incentives for mentor prosecutors to participate without overloading their work, ii) unifying criteria for interpreting GBV norms and the approach to these cases, iii) standardizing the methodology and consolidation of indicators to monitor cases and activities of peer-to-peer training, and iv) establishing criteria and strategies to face institutional or inter-institutional coordination limitations that affect the progress of the cases.

In the same way, it is important through the adoption to understand the education training needs of the mentor prosecutors and the criteria to determine the right stages of implementation of the methodology, considering its objectives and the limited capacity to address new cases before closing those that are in progress. An interviewed prosecutor expressed the challenge in the following terms:

“For the future, I think the following: that one cannot start another phase without having completed the previous one, one cannot do that. So, you first have to say: “What is the goal of this project?” In other words, it is also necessary to see in what terms we are, what we want. For me, as a prosecutor, suddenly, I

may want one thing, but suddenly the JSP project may want another. For me, it is that a case has a solution (...). In other words, the project should be defined because it does not seem to me that we are going to prioritize more cases again to the same prosecutors, and what about the others? And what about the victims? So, it seems that one phase must precede the other, but once finished.” Prosecutor

IMPORTANCE OF HAVING A STRATEGY THAT ENSURES THAT ALL LOCAL JUSTICE COMMITTEES OFFICIALS ARE PRESENT AS AN ESSENTIAL ASSUMPTION THAT ALLOWS THE EFFECTIVE IMPLEMENTATION OF THE ACTIONS IN THE MATTER OF GBV

One of the main coordinating strategies of the JSP gender component is the local justice committees' operation. To this end, the JSP reactivated and created local justice committees in most targeted municipalities, intending to promote institutional coordination and knowledge transfer. In the qualitative fieldwork, we found that, despite JSP's actions to publicize the calls, one of the most obvious obstacles is the non-attendance of key officials such as judges, prosecutors, and police.

“Their absence is very noticeable (...) the courts, the judiciary, have little or no interest. We have taken the task of touring their offices, office by office, visiting judge by judge with the lawyer, and they limit themselves to receiving the memo, the invitation; they never have time to accompany us. Even when USAID is the one that summons or the Mayor himself, the Secretary of Government to a local committee of justice where they must be (...) hardly someone goes and if they do it is for a short while and then leaves (...).” Local CSO

IMPORTANCE OF STRUCTURING A LITIGATION STRATEGY FOR GBV AND VIOLENCE BY PREJUDICE CASES THAT CONSIDERS THE CONTEXT, THE NEEDS, AND EXPECTATIONS OF THE COMMUNITY AND A CLEAR AND UNIFORM IDENTIFICATION METHODOLOGY

We repeatedly found interviewees from national NGOs and local CSOs that stated difficulties in searching and identifying cases in the municipalities due to the following: 1) the JSP did not take into account the time needed to establish trust with the communities and GBV victims; 2) the JSP focused on litigation of criminal cases, in which the community shows little confidence; 3) the JSP did not have a comprehensive approach to the security problems in the area or to the potential threats people represented might face and 4) for the LGBTI population, the JSP did not consider that openly litigating violence based on prejudice cases implied disclosing sexual orientation to the community, family, or violent groups. Also, we found a lack of clarity regarding what was understood by a “case” in the JSP.

The JSP tried to respond to these difficulties and implemented changes that allowed non-criminal cases litigation, and clarified the extent of the “case” concept in the intervention. However, the need to meet the deadlines to start the judicial representation of cases could limit this activity's scope to a few municipalities or urban areas.

“The process of identifying the judicial and psychosocial representation of a case is not immediate with women due to their time constraints and expectations. This requires more than one trip, maybe two or three, to establish trust with them (...). For practicality, and of course the urgency of having the cases, it was much easier to find them in these places where people are, concentrated women; it does not mean that, in another municipality, there are no women who are victims of violence, because of course that there are, but we found them there, and in the end, it was a matter of practicality as well. If we are going to have a psychosocial meeting since all the women are in (...) and it is easier than bringing one and another, and another from different places, I think it is very important, especially in (...) the subject of the armed conflict.” National NGO

“(…) We get in touch with the women that appear on the list and make some appointments with them; we can’t get in touch with all of them because there are also women whose data was no longer valid, others had access issues because they were on a vereda very far away, so they couldn’t reach the municipality (…).” Local CSO

“(…) But something that I had expressed to a colleague [from an NGO]. You assume that if they do fieldwork that the Municipal Family Affairs Offices cannot do, due to the extension of more than (…) people in the municipality of (…) and that is one of the most dispersed municipalities, with more dispersed areas and the fluvial and terrestrial access that there is, so they should focus specifically on a point that we could not (…) reach (…). So, normally with the lawyer who was here, they took the Municipal Family Affairs Offices cases and studied the Municipal Family Affairs Offices cases. So, they were not filtering because the thing was to take our cases and do the study for a report that had already been done for a repetition, which is to revictimize the user, revictimize the victim.” Municipal Family Affairs Offices

The JSP did not design beforehand a methodology for NGOs and CSOs to identify cases in the targeted municipalities. The JSP sometimes facilitated the contact between representatives of institutions such as Municipal Family Affairs Offices for this purpose. However, in the qualitative fieldwork, we found several drawbacks in NGOs and CSOs search, for example, in the coordination with local authorities, among others:

“Several strategies were used in the [case identification] process. It was key to get the Prosecutor’s Office to provide us with a list of a significant number of cases (…). So in that process, we get in touch with the women that appear on the list and make some appointments with them; we can’t get in touch with all of them because there are also women whose data was no longer there, others were on a vereda faraway then, they were not able to commute to the municipality. In total, that first moment of identification, we were able to make appointments between six and seven women we interviewed, and with them, we design a whole strategy of documentation and selection. (…) When we approached the local Prosecutor’s Office, the municipal Family Affairs Offices to tell them: ‘We are the duo, we have the availability to accompany victims’, the Prosecutor’s Office told us: ‘I have no processes’, and the municipal Family Affairs Offices told us: ‘I do not require the accompaniment.’” Local CSO

“Well, there were several [difficulties in identifying cases]: first, we tried to get the cases through contacts that JSP had provided us, for example, to the municipal Family Affairs Offices, territorial liaison, and of course, through the same organizations that we were identifying in the territory. We began to travel to meet with the women, but as I pointed out to them, the process to identify the judicial and psychosocial representation of a case is not immediate with women because of their times, because of their expectations. So, this requires more than one trip, maybe two or three, to establish trust with them and sign the power of attorney and start.” National NGO

“Of course, our first strategy was to go to the municipal Family Affairs Offices, we arrived at the municipal Family Affairs Offices, and at the municipal Family Affairs Offices, they said: ‘There are no cases of gender-based violence here, I have nothing, there are no cases here. No. That is an invention, right? But it speaks of 1257, ah, that law still did not arrive here’. It is already ten years old; you know: ‘Ah, no, no, no.’” (2012.12.11) Local CSO

IMPORTANCE OF INTEGRATING A TRAINING STRATEGY FOR OFFICIALS THAT GOES BEYOND THE KNOWLEDGE OF GBV AND LGBTI RIGHTS AND THAT ALLOWS THE REALIZATION OF WORK AROUND NEW MASCULINITIES⁶³

Despite the advances in the public servant's awareness of GBV and LGBTI rights, the qualitative fieldwork results showed sexist or “family-oriented” attitudes, which can dissuade women and the LGBTI population from approaching the authorities. For example, the way certain authorities communicate information to victims may lead them to desist from reporting an event or filing a complaint. A family commissioner stated:

“It is preferable to give children a healthy environment (...) where there is no damage to integrity, where there are no violent situations. Instead of going to therapy and trying to continue to live together, these families should reflect, distance themselves from others to reflect with psychological counsel, and think about what they want for their lives if they continue living (...) or end the family unit.” Family Police Commissioner

The need to work on new masculinities is even more urgent if we contemplate that those who hold decision-making positions in government administrative and judicial branches are mostly men. For a comprehensive approach to violence, it is crucial to consider the factors contributing to gender stereotypes. A public servant explained it this way:

“We see the world with the glasses that culture, church, and school created for us. In that order of ideas, both men and women end up being victims of that, so the abusive man has to understand that in addition to committing a crime, it is most likely that a large part of what he is doing, he does it because he learned it; then: ‘Come on, you can change too.’”

TO WHAT EXTENT ARE JSP OUTCOMES SUSTAINABLE?

In general terms, the JSP's sustainability and the positive impacts on GBV and violence by prejudice depend on a timely exit strategy, clearly detailed, and shared with beneficiaries, contractors, and grantees. The evaluation's fieldwork revealed a great concern from all these stakeholders regarding the JSP's close and the lack of knowledge of the plans to address it. This issue was especially apparent regarding the legal representation of cases and the local justice committees' operation. In the future, it will be necessary to design a comprehensive activity exit strategy from the beginning.

The sustainability of achievements regarding knowledge transfer to public servants and the adoption of methodologies to tackle GBV in the AGO, Municipal Family Affairs Offices, and Justice Houses depend on their institutionalization. Likewise, the JSP should take the citizen and CSO training efforts and turn them into routine practice to ensure their long-lasting participation in institutional forums. In the fieldwork, results did not find specific activities targeting *Personeros*, knowing they could assume a more decisive role in controlling and monitoring regional agencies regarding implementation of the gender perspective to protect civil rights and contribute to the intervention's sustainability.

⁶³ The IP informed that several initiatives to strengthen public servants' capacities in gender perspective included contents about roles and stereotypes. The IP gave as examples training prosecutors and AGO employees (147), strengthening plans for Municipal Family Affairs Offices (in 45 targeted municipalities), and providing training to local justice committees, as well as judges and public servants in the justice sector (264). Likewise, the IP explained that it carried out workshops about new masculinities with local CSOs and local justice committees and said it plans to implement related pilots in the time remaining.

The following are specific sustainability conditions for current achievements:

STRENGTHENING MUNICIPAL FAMILY AFFAIRS OFFICES IN GBV

It is essential to continue supporting the bill to reform Municipal Family Affairs Offices until its approval and subsequent implementation. The JSP must consider the existence of other bills that imply fewer comprehensive reforms.

On the other hand, the sustainability of the work done with Municipal Family Affairs Offices at the municipal level depends on the methodology's institutionalization and knowledge transfer actions. Even though NGOs have strengthened Municipal Family Affairs Offices, the good practices and lessons learned from the JSP could inform the adoption of an institutional strategy for their continuous improvement. Approving the bill to reform the Municipal Family Affairs Offices may help embrace institutional guidelines if there is a governing body.

STRENGTHENING THE AGO IN GBV

The P2P methodology's institutionalization is decisive to secure the sustainability of the positive results in case progress during the JSP intervention. Likewise, results showed it is essential to integrate into this activity other authorities, such as the judicial police, crucial for case progress. Similarly, the sustainability of this methodology's implementation depends directly on integrating the national, departmental, and municipal levels, which implies effective coordination of the AGO's regional offices.

INTER-INSTITUTIONAL COORDINATION IN GBV

The JSP dynamized local justice committees as a site of coordination, so this result's sustainability depends on committee sessions' continuity, constant civil society participation, and the continued inclusion of gender issues in its agendas. These actions imply a commitment from all territorial authorities. The national governing bodies must monitor their implementation: the Justice and Law Ministry, AGO, and Superior Council of the Judiciary, among others.

Likewise, the National Gender Commission must follow up on implementing the pedagogical module designed under the JSP, which is an instrument intended for judges to incorporate the gender perspective in their work. This monitoring can encompass aspects such as outreach and the number of judges enrolled and overseeing the development and outcomes of some emblematic cases. It is essential to divulge and monitor the case law's use with a gender perspective search engine.

ADDRESS IMPUNITY IN GBV

Defining the course of action for victims' legal representation once the JSP closes is also important. Inclusion of national NGOs and local CSOs is key in developing these projects.

FINDINGS: ALTERNATIVE DISPUTE RESOLUTION MECHANISMS

Objectives 1 and 2 of the JSP seek to reinforce citizens' and officials' skills in ADR as one of the tools that allow access to justice and support the rule of law.

The JSP contemplated a holistic vision in its design, which foresaw the ADRs' development with various activities. However, in its implementation, certain situations limited the advance of some proposed initiatives. In particular, the Justice and Law Ministry, with the change of administration, focused on the rural justice model in some municipalities, giving greater relevance to justice institutions influencing areas outside the urban centers. Meanwhile, the JSP design followed the spirit of the local justice systems, in

which the development of community justice and the participation of civil society are essential. The JSP's adaptation to the new institutional vision, to include elements of the rural justice policy, implied significant delays in critical initiatives such as equity conciliation and the Toolbox, as pointed out by different allies and beneficiaries.

"I'm going to say something, even if I go on record, perhaps the Ministry delayed authorizations, out of fear of testing a new model that could compete with the existing model." JSP Partner Organization

In the same way, issues such as the historical absence of clear public policies for the justice sector, its weak regional presence and influence in the regions, and stringent requirements for resources like the equity conciliators hindered the progress of the ADRs.

Other challenges related to implementing ADR activities at the local level are:

- The change in local governments at the beginning of 2020 implied an adaptation period for the new officials.
- Lack of clarity about the ADR strategy in the Justice Houses.
- Delay in the execution of activities related to the training of equity conciliators.
- Some problems associated with the implementation of the ADR pilots.⁶⁴

The JSP's ADR approach spanned four lines: 1) developing strategies that would allow strengthening regional capacities with the Toolbox (not initially foreseen); 2) training local officials and community leaders in conciliation techniques; 3) strengthening the equity conciliators and 4) carrying out cross-cutting local justice system activities that, to a lesser extent, benefited the equity conciliators in some municipalities where the resource is available. The JSP successfully adapted to the national government's needs and requirements and created the ADR Toolbox, which requires special attention in its implementation.

WHAT ARE THE MAIN ACHIEVEMENTS OF JSP'S ADR APPROACH?

We can sort the JSP's ADR approach's main achievements into three axes: 1) developing pilots/pilot projects, 2) developing the Toolbox, and 3) carrying out training activities in conflict resolution methods.

We found positive aspects in moving forward with the ADR thematic pilots, such as activating processes around these mechanisms in the participating organizations and the resulting feedback exercises, selecting technical organizations to produce content, and involving the community in the tools' construction.

THE ADR'S TOOLBOX

The Toolbox design began with a National Planning Department initiative supported by the JSP to promote and improve justice access in the targeted regions. It is a public policy instrument of a

⁶⁴ We did not have access to the Toolbox's final product resulting from the ADR pilots, so it was impossible to assess the adjustments that could respond to observations derived from the evaluation. The Toolbox was published on April 21, 2020.

pedagogical nature. The Toolbox allows the democratization of justice to the extent that it offers the possibility of using autonomous mechanisms in all municipalities, regardless of whether there are specific officials or justice provision. With it, the JSP seeks to bring conciliation and mediation devices closer to the community in its various modalities, offering methodologies and recommendations for municipalities to find different ways to resolve conflicts. One of this tool's main contributions is that it includes detailed instructions, describes the actors and beneficiaries, and allows local governments to implement it.

The Toolbox was the product of a collective work that brought different actors together for an activity, such as the Justice and Law Ministry and the Chambers of Commerce.

Regarding the role of the regions in the Toolbox construction, different actors at the municipal level highlighted the JSP's receptive attitude because this tool reflects regional realities and needs.

"(...) So, what we did was locate key people who could give us information. And, I insist, as the objective was not to analyze the case from the rigorous analysis of the conflicts but to infer some elements that would serve for the Toolbox (...) we built a methodological matrix including for the interviews and for the documentary information, where we could find elements related to the mediation of intercultural conflicts. That is why there is no rigorous 'conflictological' analysis of each case." JSP allied university

"This experience of [building] the conflict resolution methods toolbox, I think the operator was very careful in terms of whom to link to the project (...). It is a subject in which people who have worked for a long time know very well how to do these things. They [the JSP] did a process with some care so that in the end, organizations that are suitable to support the construction of the contents and the different modules of the box end up linked." National Planning Department, Bogota

It is evident for the evaluation that there is a favorable perception of the design process. Interviewees perceived this process as a joint construction of knowledge capable of giving feedback to some pilots' methodologies. The JSP adapted to the government's demands and gave purpose to an initiative with little progress and scarce participation of the Justice and Law Ministry in its beginnings.

THE TOOLBOX INCLUDED A NEW MODEL OF EQUITY CONCILIATION

Due to different challenges in equity conciliation, known for some time and an object of study, the national government, led by the Justice and Law Ministry, used the Toolbox to introduce some changes and requirements to increase this resource's regional appeal. Some members of the JSP team identified major transformations:

"(...) Because the Ministry now, when evaluating the equity conciliation, has some requirements to be a conciliator, that is, it is not like we go and comply with an academic requirement, and the next day I will become a conciliator, no. Although the equity conciliation was in the Toolbox, you say there is an equity conciliator in the Toolbox, 120 hours. In other words, I can train as a conciliator in 120 hours, right? Ah, wait, as the lawyers say, you do the training, you must apply, that application goes to the Ministry, the Ministry does some psycho-technical tests, and you return. When you are going to take possession, you already lost interest." The JSP Team, Antioquia

As we can see, although the Toolbox introduced valuable methodological exercises for implementing ADRs, some challenges are found in equity conciliators that we will discuss further.

PARTICIPATION IN THE PILOTS ACTIVATED THE ORGANIZATIONS

The partners selected for the pilots' implementation are organizations capable of carrying out the activities, with proven knowledge and relevant technical solvency. One of the most important positive effects of the JSP's intervention is that it allowed the subcontractors in charge of the pilots' development to launch their initiatives. Such is the case of the Universidad del Valle, which participated in one of the pilots and later created a mediation institute and strengthened its service offering.

"We also made some audiovisual pieces within this project's framework, showing the step-by-step of community mediation (...). Within that context, we had a relationship with the people (...). In other words, beyond the fact that we must fulfill a contract, it was good. 'And how did you do this?' Because it is also part of the object of the foundation (...)." JSP ally

"We as a University (...) were very satisfied with the work we did, so much so that right now they are inviting us to participate in all the calls. Before, we did not even know there were USAID calls. Then they are communicating with us, and they begin to participate. So, I think there is an important recognition of the university's capacity (...). By the way, in public universities across the country, I wish that were like a gamble [of the program]." JSP ally

Because the partners were flexible with the pilots, the JSP made some adjustments to the methodology during the activities, making it easier to change actors and beneficiaries or identify relevant actors not initially mapped.

IMPLEMENTING THE PILOTS

Law Conciliation

The Bogotá Chamber of Commerce developed the law conciliation component, implemented in Putumayo, consisting of three phases: mapping the conflicts, training, and designing a guide for participants. The pilot generated a positive perception among the participants regarding the quality of the training and the speakers, emphasizing the contributions of soft skills and empowerment in the community.

"(...) Get rid of that scheme that we lawyers have, so excessively formal, and understand that there are other skills that we can transmit, in this case, for example, to civil society organizations and leaders. Believe me that in rural and urban areas and wherever, leaders do mediations every day, all day, without the Ministry's need to remove the super box. What is important about this? How you can access that information to help your community process conflicts will be much more democratic. Conflicts do not disappear; you change them, you process them. So, that is super important because you will have it as a tool, or you will deliver it. And there is one super important thing: the soft skills, that is, you can be a lawyer, but if you do not have some characteristics that are necessary to carry out this type of mediation, conciliations, all hetero-compositional mechanisms, you will do nothing, that is, these training processes are also important." JSP team, Apartadó

"Now, with the chamber and with the Chamber's Arbitration and Conciliation Center, that belongs to the chamber, they are the workshop leaders who are coming to strengthen the conciliators in Putumayo. So, our level of strengthening has been very high. The people, for all the experience they have and the

knowledge ... so that has been one of the great successes that we have achieved, because obviously from there we have gained many lessons as an organization, but also the conciliators are very motivated, and that is why the level of desertion is minimal ...” Beneficiaries of the law conciliation pilot

In the regional phase of the study, the pilot achieved an increase in the number of conciliations presented and processed through the inspectors; however, we could not access a document corroborating the data.

“What the program has done is to strengthen the civil servant, and the civil servant becomes a professional capable of handling issues, and that generates trust from the community towards the institution (...). ‘Come on, reconcile, that things are solved here, through dialogue.’ External forces are not used so much anymore, speaking for the illegal armed groups that are still, unfortunately, here. Rather, you start calling the community and saying, ‘Come on, let us talk. Things are solved with dialogue. Hear, and you will be heard.’” Beneficiaries of the law conciliation pilot, Puerto Asís

School Mediation

This pilot was also developed by the Chamber of Commerce of Bogotá, in Tumaco, in four schools (three public and one private) in the urban area. The activities lasted for a month and a half, equivalent to six workshops between 8am and 4pm. As a requisite, students had to resolve a conflict through school mediation to receive a passing grade for the course.

Participants considered that they improved their conflict resolution capacities due to the newly acquired mediation techniques, which were useful, even outside the school environment and with their families.

“Yes, some achievements were very assertive. For example, with the student (...), he was a problem student of the institution and how the school mediation process changed his way of thinking, that is, he got into the story so much that he even gave him to change his perception of life. So that was a very important achievement.” Beneficiaries of school conciliation

“Note that when we did the exercise where they had to mediate, there was a reception in the institution, (...) they began to formulate how to take the case to mediation, that is, there was an acceptance on the part of the other students. That was very important (...). Students came out of the process and hugged each other outside, they were outside, and I asked them: ‘Well, how did it go?’ ‘We had difficulties, and we were angry, but we are friends again,’ and they hugged. That was very nice, and that was quite a significant achievement for me.” Beneficiaries of school conciliation

Intercultural Mediation

The JSP carried out the intercultural mediation pilot in the department of Cauca, in Santander de Quilichao. The Universidad del Valle oversaw the implementation and included four training modules for members of associations (ACIN, Asocomunal, ACON, and ANUC); however, the proposal consisted of six modules.

The collective construction of the guide for mediation was one of the major successes of the pilot. Likewise, selecting Santander de Quilichao as the headquarters to carry out the activities was a choice that granted leveraging the municipality’s institutional development, allowing the structure proposed for the guide to have all the elements needed for its implementation.

The interviewees positively valued the methodology used and the teachers' quality: they said they improved different skills, applied mediation in other conflicts, and created bonds of trust with the region.

*"The pilot allowed the creation of ties for the improvement of other aspects such as coexistence."
Beneficiary of the intercultural mediation pilot*

"The course gives us a new vision and a new way to resolve conflicts, as pointed out by the ACIN colleague, and if we didn't do it, ordinary justice would congest, taking into account that ordinary justice does not really give justice." Beneficiary of the intercultural mediation pilot

With the participation of academia, the teaching processes of this pilot gained legitimacy. This result is a positive aspect reinforced by the perception of activity participants.

"The most interesting thing that I saw in the exercise is that there were people with a very broad vision who contributed a lot in each session and that we really trained as mediators of intercultural conflicts. We believed that suddenly we knew them all and it turns out that we did not, because people came who taught us new things, we shared with people who taught us new things; That participation, for example, of the law teachers of Univalle, excellent, because it gives one a way to understand how ordinary justice is structured within the law, and that you are black, indigenous, you have to accept because you are a Colombian citizen, and the ordinary justice accepts you in any way." Beneficiary of the intercultural mediation pilot

Community Mediation

The JSP carried out the community mediation pilot in Turbo, led by a partner called Peace and Reconciliation Foundation, or PARES. They worked based on a diagnosis made in an area known as La Lucila. The JSP transferred the methodology to a regional CSO, Compartir Foundation, with approximately 25 years of experience applying community mediation methodologies. The pilot consisted of a three-day session held in March 2019; the implementor gave guidelines and held workshops on resolving conflicts inside the community. Representatives from the Compartir Foundation, women, local community action board leaders, community members, and actors participating in other JSP projects (such as the GBV initiatives in Apartadó) attended these activities.

"With straightforward tools like Tangram, we achieved that people understood the different components of community mediation. So there, for example, we can say that it was an identity element of the mechanism that we can find even in the video ... With these exercises that we carried out, they made comments on cases and also something very situational that was also beautiful, that the practice was in situ (...) playing the role not only of the parties in conflict but also the role of mediator." MSC subcontractor.

"Here is an interesting topic: regarding mediators and everything we were able to do with our rurality through JACs, that is, we activated the Conciliation Committees, implicitly because that was not foreseen, but they came to the Communal Action Boards, and today they left with a clear idea of what mediation really was, what was the function of a Conciliation Committee and they are advocating on that." The JSP regional team.

TO WHAT EXTENT HAS THE JSP'S THREE-TIERED STRATEGY TO PROMOTE THE USE OF ALTERNATIVE METHODS OF CONFLICT RESOLUTION BEEN EFFECTIVE IN REACHING THE ACTIVITY OBJECTIVES?

The JSP's three-level strategy faced challenges such as coordinating the authorities in charge of regional initiatives. Although the Toolbox was more noticeable to authorities like the Justice and Law Ministry at the national level, we did not identify clear guidelines to manage the regional strategy. This situation could have led to some local governments or the JSP's regional offices making decisions beyond their scope, such as the right approach for ADRs in municipalities with Justice Houses, handling of equity conciliators, and others.

“No [the departmental committee] is not working, even more: I dare to say that, in the last four years, the only thing that the government has done in terms of justice was to endow the Justice Houses, no more (...). The Governor had the wonderful idea of creating a similar alternate figure that was never a real thing [with] the peace judges because there isn't even a peace judge in Bajo Cauca.” Secretary of Government

The situation is evident in some departments where the sectional offices of the Superior Council of the Judiciary, the sectional AGOs, and the Governor's office currently do not have clarity about the activities, pilots, or roadmaps for ADRs. An example of this is Antioquia, where the Governor's office is realigning its activities, or Nariño, where there is a Departmental Committee for Justice, but it does not address ADR issues.

“But we conciliators are angry because they don't invite us to the departmental [committee]. Only we are relegated here, and it would be good because there is conciliation in Pasto. In fact, the conciliators are all dispersed, disjointed because they have not had that support from the department.” Conciliators, LJC, Tumaco

The JSP did not integrate organizations as relevant to promote and validate the local justice systems as the AGO and the Superior Council of the Judiciary. An example of this is that cases persist in which judges consider that the proceedings and conciliation acts are not valid. We should note that these organizations have a centralist operating and decision-making system, so it is impossible to reach the regional and local levels without first speaking with the national level.

ARE THERE ANY REGIONAL OR DEPARTMENTAL DIFFERENCES ON THE RESULTS ACHIEVED BY THE ACTIVITY?

The findings do not allow us to observe contrasts at the regional level; however, we did see effectiveness differences in the pilots' implementation and the local CSOs that oversaw the process. Although we did an analysis linked to the context and other elements, we cannot conclude a marked difference between the regions. However, the divergence identified originates from factors other than geographical ones, such as the personnel reorganization in local government agencies.

In Antioquia, we observed more significant local improvement in Apartadó, but the departmental level was still in an outreach process due to government change. This situation contrasts with the more noticeable progress in Nariño.

WHAT CAN BE IMPROVED?

Implementing the ADR strategy faced several challenges. Some were cross-cutting, touching all the components as they relate to the ADR activities.

ADMINISTRATIVE PROCESSES' EFFECTS ON THE JSP'S ACHIEVEMENTS AND PROGRESS

The JSP's administrative procedures were lengthy, beyond the initial estimates, impacting the execution of subcontractors' and partners' activities since, in many cases, they had to reduce the original scope.

“One of the things that has limited us a lot and that sometimes has us as worried, at least to me, because we do not want to leave people as embarked and that later we do not give a certain answer, is that the times are not so short or that the communication strategy or getting to do the projects is not as above, because we arrived and like ‘now, and in 15 days, and ten days, and quickly, and why isn’t this there?’ And that has made the process difficult for us.” JSP partner

In the interviews we conducted and the documents we reviewed, subcontractors and grantees repeatedly stated that the design, selection, hiring, and paperwork procedures were relatively lengthy. This situation affected the pilots' execution, the final times for implementing the contracts, and even the events' celebration.

“It must be said that these agreements with the JSP are very fast, it takes more time, that is, it is almost our turn to [do] the deliverable and run, and a deliverable every month and thus everything as very ... we have given. Because we love the region, and we like to do things well.” JSP partner

“And even though they did their activities and dynamics inviting them to reflection and everything, but, anyhow, the boys come to a time when they say: ‘Now.’ That is, suddenly it was a very short time if it was done in a larger space where the classes were not so close together, and important if there is not going to be that intra-institutional supervision there is nothing, that is, it is a presentation of a slide and stays there.” Beneficiaries of the school mediation Pilot

BENEFICIARIES AND STAKEHOLDERS NOT RECALLING THE JSP INTERVENTION ACTIVITIES

On different occasions, during the interviews in territories, we noticed that beneficiaries of conciliation and mediation activities were not clear about the purpose of the events or workshops (in which they participated) and did not recognize the JSP as a program.

We saw such a situation in the community mediation pilot's activities because most participants did not remember the workshops, including the local partner, *Fundación Compartir*, and it was not clear that it was a pilot. Those who did remember said that the activities carried out in the workshops could have been better.

LACK OF A COMMUNICATION STRATEGY FOR THE ADRS

Regarding the existence and use of ADRs, we perceive that citizens do not sufficiently recognize the mechanisms.

“I think that an important effort that the program could make is in terms of communication, to be able to show, to make very visible the efforts it has made in terms of supporting these models of justice, which are really supporting institutional processes, ranging from hand, they are alternative. I believe that the effort in

communicating this and the advantages that these processes have can be very important both at the national level and for the regions.” JSP subcontractor

These results reveal that a comprehensive communications strategy is needed to foster public knowledge of ADR mechanisms. According to data from the citizen survey, only 44 percent are aware of conciliators in their municipality.

CONSISTENT GUIDELINES FOR JSP’S EDUCATIONAL STRATEGY FOR THE ADR COMPONENT

The educational strategy proposed and developed through other contracts, such as the one made with Corpovisionarios, did not reflect coordination with other components’ products or contractors (like those in charge of the pilots). According to the regional review information, each contractor developed a proposal without using a joint base or set of tools. This situation created duplicitous recommendations for educational issues.

LACK OF COORDINATION BETWEEN THE ADR MECHANISMS AND DIFFERENT STAKEHOLDERS FROM THE LJS

The coordination between the ADRs and the local justice systems showed progress in Apartadó in recognizing the equity conciliators and their role in related justice issues. However, we also noticed the absence of coordination activities of the equity conciliators with other local justice actors and even a lack of anchoring strategies of the different ADR pilots with the targeted regions’ local justice systems.

“And there, yes, I think that a big difference will be seen when we finish the process, because, to say the least, in Puerto Asís we have a number of conciliators and practically only one person was the one who was working as a conciliator, or there are conciliators who were not being considered. There is a report of a lady who in Valle del Guamuez has made more than a thousand conciliations at home because since they have no place to attend to, she had to dispatch from home.” Territorial JSP team

JUSTICE HOUSES AND THE ADR INTERVENTION

For the Justice Houses and the work to strengthen them, we did not see a JSP explicit action or activity that created a direct link between the Justice Houses and the ADRs or specifically included them in an activity. Many of the initiatives focused on the public servants in agencies that were working with the Justice Houses and benefiting from the JSP’s intervention in other components.

“This issue has a different rhythm because we are also in the process of reviewing the National Program of Justice Houses and citizen coexistence. There are activities such as those you just mentioned that have to do with training or transformation of local actors, strengthening of the processes that have already been carried out, a task over the years.” Ministry of Justice

However, some interviewees had concerns about the Justice Houses’ situation and their impact on developing activities such as conciliation in the municipalities. An example of this issue was stated by members of the local justice committee in Puerto Asís, who pointed out that their House of Justice is obsolete.

“They have always been pending for the change of the House of Justice. As you can see, it is an obsolete house, even with deficiencies, and that was too small for the municipality’s needs. The police inspection, which is one of the most attended offices, in a very small space, is the inspector and his secretary; there is no privacy between the two. The same is the family police station: within the same small office are the

secretary or the assistant and the commissioner. The psychologist's office is a very small office.” LJC member

USAID reported that the National Planning Department is developing a specific evaluation of the Justice Houses program, which will offer a detailed diagnosis.

ADAPTING THE TOOLBOX FOR SMALLER RURAL MUNICIPALITIES

Although the Toolbox is one of the JSP's most significant contributions and its design process allowed constructing collective knowledge, the pilots were all carried out in centers of large municipalities where several stakeholders converge. That is why there is still no clarity on how the JSP will adapt this resource to smaller municipalities with weak government representation and a dispersed rural population.

LACK OF A FOLLOW-UP TOOL FOR PILOT PROJECTS

Within the pilots' initial design, the JSP did not foresee doing a follow-up to the activities; this would have helped control and understand its impact. At the time we gathered the regional information, this situation was not evident. We noticed this afterward because of the work we did to access the lists of attendees and locate some regional pilots carried out in the regions, such as Apartadó and the community mediation pilot in Turbo.

THE EQUITY CONCILIATORS, A PRIMARY CHALLENGE IN THE JSP'S INTERVENTION STRATEGY

The main challenge that the equity conciliators strategy faced is the delay generated in authorizing Justice and Law Ministry for the start of activities, which left the program without explicit instructions for a substantial period. The delay led to the JSP having to make some changes to the planned strategies. Therefore, the Toolbox was the only mechanism that the pilot could not develop into its design.

The program sought an alternative to comply with one of its indicators related to the number of agreements reached by the equity conciliators, for which it developed training workshops in which officials, CSOs, citizens, and active equity conciliators participated in the territories. According to the data obtained, 17 of the 45 JSP municipalities currently have active conciliators. However, no baseline exists to know the intervention's real progress due to this new strategy.

According to the information reported to the evaluation team, the program planned to execute a total of six contracts, one for each department. These contracts' objectives are the following: 1) for those having prior training, strengthen the equity conciliators' capacities; 2) reach out to the inactive conciliators; 3) reposition the figure in the community's eyes using communication strategies; and 4) anchor the conciliators to the local justice systems. Given its poor execution in the departments where there were contracts, we did not notice any fieldwork impact.

DETAILS CONNECTED DIRECTLY TO THE PILOT PROJECTS

When reviewing the pilots, we identified challenges that we organized into different categories.

LACK OF PREVIOUS PREPARATION OF THE COMMUNITY THAT IS GOING TO PARTICIPATE

Some stakeholders stated a shortage of training and information on the working method that the JSP would use to carry out the activities; they said that preliminary information and proper preparations were lacking before starting the pilots. We found this same observation in all four models.

In the intercultural mediation pilot, we observed weaknesses in the participants' previous preparation due to the lack of clarity on the pilot's scope, the benefits, and the potential participants' profile.

For the school mediation pilot, observations focused on the lack of information on the workshops' intensity and length, which affected the participants' academic performance, forced them to miss classes, and therefore accumulate absences and missed exams. All this because they had to attend the training sessions. Hence the dissatisfaction of teachers, directors, and parents.

"In my experience and a little in that of the teachers and the students, it was not so helpful. Why? Because they did not consider the schedule of us, the teachers, students, or the time or venue. For example, the workshop started around the end of April, beginning of May, I think. So that is the end of the term for students. They started first with the very arduous training sessions; that is, it was from eight in the morning until four in the afternoon; it was time to dismiss the students, and some teachers were not supportive because they needed to test the students. For us, that part was chaos because there were students who lost the subject because they were absent and parents who came and got upset ... Now, for teachers, there are teachers who have work to do, and the process was also a bit strenuous, and the school sometimes did not make up the time or schedule. Then we also had to be there from eight in the morning until four in the afternoon." Beneficiaries of the school mediation pilot

At the time, the implementing partner made positive observations on development of the school mediation pilot. However, the local beneficiaries' opinions were different and critical regarding the exercise's effectiveness and efficiency. We can explain this situation because the management and monitoring process of regional activities was not strong enough to detect the failures that could arise.

ISSUES WITH THE CALLS AND SELECTING BENEFICIARIES

The process of selecting beneficiaries in each pilot lacked more detailed profiles that would guarantee that each activity's participants were the ideal ones, understood the issues, and replicated them later. It is also clear that the call was not rigorous or, at least, not socialized correctly in some of the processes.

"I do not know who designs the calls, but I think that sometimes there are problems. I understand that the [implementing partner] has interests, but I think that sometimes they should try to socialize these calls before launching them with actors who are experts on the issues. That is, sometimes I would even say, half reductionist in the exercises (...). I think that these calls are, well, focus groups, here we are going to do something, we call a group of experts, we tell them what we are doing, they tell us things, and probably that can guide better the elements to all calls in some way." JSP ally

For this pilot's selection process, we identified some problems derived from the implementing partner transferring responsibility to the teachers to make the call and select students according to their criteria and not with the Chamber of Commerce conditions.

"So, a problem that I saw, in addition to the two or three that I am going to mention, was that sometimes one as a teacher does not identify who is conflictive but only the one that attracts the most attention." Beneficiaries of the school mediation pilot

The same happened with the community mediation pilot. Different participants intervened, some inhabitants of the La Lucila community, members of the local community action boards and *Fundación*

Compartir, and participants of Apartadó initiatives, without clarity about the final target audience of the intervention.

The intercultural mediation pilot was not far behind; indigenous and Afro authorities who had experience and ancestral knowledge in conflict resolution did not participate.

“I always brought something important that was suddenly missing, and that could be considered in the next few months, and that is knowing who does things. For example, the knowledgeable people of the black communities, the knowledgeable Campesinos, the knowledgeable people of our Nasa people, or the indigenous peoples, who are ultimately the ones who have carried out the historical mediation processes in the regions. Because in our case, we are practically a new generation, getting on track in this leadership process. Yes, it is a valuable thing to see the theory, and from our experiences, that we can discuss it. But it is another thing to really count on the practice of whoever has done this mediation process.” Beneficiary of the intercultural mediation pilot

FAILING TO DELIVER MATERIALS, TOOLS, AND METHODOLOGIES TO BENEFICIARIES AND REGIONAL PARTNERS FOR THE EVALUATION

In the pilots carried out in the territories, the implementing partner did not deliver the tools or methodologies to regional CSOs to continue to apply the knowledge obtained in carrying out the pilots. This issue happened with the pilots of school mediation, intercultural mediation, and community mediation.

JSP FOLLOW-UP

Linked to the above, on several occasions, the beneficiaries and regional CSOs that participated in the process said that the follow-up after the completion of the school mediation, community mediation, conciliation in law, and intercultural mediation pilots was not constant.

“On the subject, we have not had contact again, as far as I knew, the last thing that came to me was an invitation to the launch of the Toolbox that was going to be done recently. I could not participate, but the rest, no.” Regional CSO that accompanied the law conciliation process

“It is real, that is, that final part was left in limbo, the accompaniment was lacking, because from now on, how are we going to start applying it in the institution? But if there had been more motivation, more seriousness regarding the program, and more support, believe me, that the objective would have been better achieved, and all of us who were trained would have assumed it better.” Beneficiary of the school mediation pilot

When the intercultural mediation pilot’s training sessions and activities finished, we did not observe an intention of continuity or follow-up from the regional CSO that participated or from the JSP, nor were expectations met.

“With concern, one after such a long time, and something that we always recommend, ‘please do not let this group die, do not let this team die, there are very healthy relationships.’ There is a step that is that the team formed has to promote itself to begin to make it viable in the territory and that we said many times and, look, we meet again, that is why it was the hug because we had not seen each other since that time, no We had seen each other since the day they handed us over to the FUP [Popayán University Foundation] to adopt us. The FUP did not call us again, did not say anything to us again, so we were left

as abandoned; we came to see each other just today when you call us, you summon us, and here we are. I mean, look, that makes you say: 'What did the FUP do?'" Intercultural mediation beneficiary

Simultaneously with the evaluation's development, the JSP finalized the design process and contracted the Toolbox's execution. Likewise, the JSP informed that it would link all the different pilot processes to its regional implementation.

OBSERVATIONS REGARDING CONTENTS AND METHODOLOGICAL EXECUTION

Although, in general, we received positive comments about the workshops, in some of the pilots, participants made relevant comments. They said that the activities' time was reduced in the school mediation and did not allow participants to resolve all their concerns, which left a feeling that the process was not complete or lacked closure.

"For example, when they came to train us, teachers, there were occasions when the trainer's flight left at four in the afternoon, and he had to go in a hurry. They did not provide the space where one could sit with him, and he shared more about the doubts that had remained about the development of the theme. So sit down with me for a while, and I tell you: 'Look, this is happening at my school, how can I do it or how can I explain more to the boys.' No, he had to leave, and he only gave the content that he had and left." Beneficiary of the school mediation pilot

In community mediation, the review of the documentation and the interviews allowed us to conclude that the implementing partner carried out activities as training workshops. However, we did not observe that this served to test the proposed community mediation model's implementation, which affected the odds of remembering the JSP activity as a "pilot."

Likewise, according to the information obtained, the regional CSO selected by the implementing partner to oversee the intercultural mediation activities did not participate in developing the process. Although the CSO received the knowledge, it currently has no clarity on its role.

"For me, it was surprising because, within the development of the workshops, I did not see anyone who identified as FUP; no one said: 'I raise my hand for the FUP, I participate, I empower myself, I find out, and then I assume.' I think two workshops, the last ones, were there at the Univalle Carvajal headquarters. At that moment, I said to him: 'Well, why the FUP? If there are public universities that have been in the territory for a longer time, that even have social processes within their student body, such as Unicauca or Univalle itself, they have process people within the university, why then does the FUP appear? 'But for me, it was surprising because a private university comes and hosts the toolbox proposal, and I say that things cooled down there because, after that workshop, we had zero contact with the FUP.'" Beneficiary of the intercultural mediation pilot

Finally, for the intercultural mediation pilot's beneficiaries, no results effectively demonstrated that the development of the activities impacted in any way their relationship and the recognition of their actions with the regional institutions. Also, they expressed their doubts about the suitability of the CSO (FUP) selected to accompany the local process.

"What suddenly did not look very good lately is that this has been left to the FUP without disqualifying its ability or suitability for that. The fact is that the FUP did not participate directly, the FUP did not send teachers, the FUP did not even send participants, when, surprise! In the end, it is the FUP that is left with

custody of the system. That was what caused us concern there.” Beneficiary of the intercultural mediation pilot, Santander de Quilichao

SOME PILOTS DID NOT USE THE TOOLS, METHODS, AND STAKEHOLDERS DEVELOPED IN THE REGIONS

Although some pilots allowed for collective construction of the methodology, in some cases, the implementing partner did not link components to work carried out in the pilots.

For community mediation, we observe that the regional CSO *Fundación Compartir* has a relevant trajectory in the area mediating between neighbors, but it did not actively participate in the workshops. Therefore, the pilots did not use the local exercises and mediation knowledge amassed in the regions to their full extent for a long time.

One of the main observations is that, although the implementing partner tried to develop a methodology that reflected regional needs, in our opinion and the opinion of some of the participants, it would have been better to apply the intercultural mediation knowledge of the communities.

“We always came, but there was even an established methodology, a theme, a development of the program’s agenda, and the program itself. However, it was not something that arises from the communities or social processes but rather a theme that we in each meeting we did, it was like giving it that twist or that change from our vision.” Beneficiary of the intercultural mediation pilot

LOW BENEFICIARY TURNOUT IN SOME PILOTS

According to the information we collected, participation in some pilots was low. For example, the law conciliation pilot ended with six assistants out of 16 who began the training cycle: one prosecutor, one judge, two police inspectors, one police commissioner, and one representative from the Chamber of Commerce.

“If you had to come, for example, on a Thursday, and the following weekend had a holiday, well ... if you are a judge you say: ‘This Friday I do not schedule it, and I am leaving from Thursday.’ Do I make myself understood? So, I think people started thinking: ‘And how, what am I going to study? after five in the afternoon, I leave my office tired. ‘I think that had a lot of influence, and those were the comments made by the participants. Even within the six that we started, the Family Commissioner of Puerto Asís also started it, but halfway there he stayed, I don’t know if at will, because of workload or why, but he stayed and did not finish.” Beneficiaries of the law conciliation pilot

We can link this low participation with some factors that could affect the intention of the officials: 1) constant staff turnover; 2) the lack of time due to the officials having their agendas full; and 3) the lack of incentives such as an attendance certification for the training activities.

The personnel turnover had another direct consequence: of the six officials who participated in the activities, as of the date collecting the information, only three continued in their positions: the prosecutor, the judge, and the police commissioner.

“Here we are going to be very honest, let’s say that there are two programs and yes, it has happened, what happens is that we are 99 conciliators who receive the training and as, from what we are mentioning, it has been reduced considerably, and Today we do not speak more than seven or eight who are exercising the process. But if it is done, what happens is that, I repeat, there are times when three or

four attend the process, because the others, the possibility of being able to be there is not so easy. Sometimes there is another factor; sometimes it is scheduled not with the will of the conciliator but with the will of the company or the organization that comes: 'I don't have the slot for such day, I have the slot here because I have to go out, do this in other municipalities, in other departments.' Then it is reduced too much, but the meeting takes place." Beneficiary of the equity conciliation pilot

FINDINGS: ENGAGING THE PRIVATE SECTOR

The JSP works with three types of private-sector actors: private companies, law firms, and universities. This component is one of the means to achieve the program's objectives and, in turn, is an alternative for its sustainability. The relationships between the private sector and the JSP follow the program's public-private partnerships (PPPs) and legal incidence strategies.

At the time of this evaluation, the program had made progress in designing partnership models, formalizing a PPP, effectively linking universities to mobile justice brigades, and hiring intermediaries to provide legal pro-bono services. However, the implementing partner presented some delays and difficulties in implementation. Lessons learned will allow USAID to retake or reformulate JSP strategies in the remainder of the program or future initiatives.

WHAT WERE THE MAIN PRIVATE-SECTOR CONTRIBUTIONS TO THE JSP'S RESULTS?

PRIVATE COMPANIES' CONTRIBUTIONS TO THE JSP

According to Section C of the contract between USAID and the implementing partner, the JSP must establish alliances with private companies to comply with nine products.⁶⁵ As of this report's delivery date, the JSP had linked the private sector to two of the nine products: 1) identifying private funds to support the justice sector and 2) generating alliances with private-sector companies to strengthen local justice systems. This section describes the main achievements and progress.

The contract with the Ideas for Peace Foundation (FIP), in progress, identified and characterized potential business partners and partnerships models designs for the JSP, leveraging the organization's previous experience.

On July 15, 2019, the implementing partner signed subcontract No. JSP-I9-FPSC014 with the FIP for the "design and piloting of an innovative public-private partnership model to strengthen local justice systems." The subcontract addresses the following products stipulated in Section C:

"F.I Identifying private funds to support the justice sector" and "Alliances with private sector companies to strengthen the local justice system" (sub-objective 1.1 of the JSP).

As of this report's date of preparation, the FIP had finalized two deliverables: 1) business identification and characterization and 2) proposal of alternative models of public-private partnerships. In the remaining time (six months), FIP had to draft and implement a pilot alliance, but due to COVID-19, the

⁶⁵ The products are: 1) identifying private funds to support the justice sector (sub-objective 1.1); 2) alliances with private parties to strengthen Ombudsmen, Family Police Stations, and equity conciliators (sub-objective 1.1); 3) with TIC companies to provide connection, equipment, etc., to Justice Houses (sub-objective 1.1); 4) with private parties to support legal/virtual clinics of the Justice and Law Ministry Legal app program (sub-objective 1.1); 5) with TIC companies to strengthen local justice systems (sub-objective 1.1); 6) with private-sector companies to strengthen local justice system (sub-objective 1.1); 7) with private companies to strengthen the sustainability of the Justice Houses (sub-objective 1.3); 8) creation of innovative justice financing models to consolidate the sustainability of the Justice Houses (sub-objective 1.3); alliances with TIC companies to provide virtual justice services in rural areas (sub-objective 1.4).

pilot did not take place. The FIP final product will be the pathways to integrate the private sector into access to justice activities.

The business characterization product (December 2019) identified 50 business actors at the national level, in Bogotá, Medellín, and Cali. In the JSP's targeted regions, which are potential partners for alliances to strengthen justice. In the report, the FIP makes a strength/weakness/ opportunity/threat analysis for future partnerships. It highlights opportunities to work with companies or unions that specialize in human rights, strengthening community action boards and conciliation activities (for example, in Chambers of Commerce).⁶⁶

The portfolio of alliance models was built based on the logic that “the business sector has something more to contribute than money [since] it is an actor that plays a strategic role at the regional level” (subcontractor). This position coincides with USAID's approach to PPPs as it seeks an active role for companies and the generation of shared value (implementing partner).

FIP's work experience in the area “business, peace and human rights” that promotes “the participation of the business sector in overcoming the conflict and building sustainable peace”⁶⁷) and relationships of trust with businesses “has made it possible to enrich the work done for the JSP” (subcontractor).

The JSP managed to convene actors from the public and private sectors around a strategic alliance for Urabá Antioqueño.

The JSP team convened, defined, and is in the process of managing the implementation of a PPP in Urabá Antioqueño (Apartadó, Turbo, Carepa, Chigorodó, and Mutatá). This PPP looks to “promote a model or a restorative process that contributes to reducing social exclusion, the violation of the rights of offenders, and the violation of the rights of victims to justice and reparation” (implementing partner, 2019). The PPP focuses on restorative justice for adolescents.

The JSP chose restorative justice within the criminal responsibility system for adolescents because it is relevant to the region and local policies, and the call for key stakeholders was effective. In the diagnostic phase, the JSP team identified potential partners for the alliance: “a very (...) pertinent and practical work that USAID did in the territory was to identify the actors in the region” (private ally). Then, in 2018, the regional JSP team approached the first potential ally, the Diocese of Apartadó (and its educational foundation, Isaías Duarte Cancino):

“The first approach was with Father Leónidas Gallegos; (...) Practically, the international alliances here in the Diocese come through him. And he, in the region, (...) is one of the strategic allies, both for national and international organizations.” Private ally

Subsequently, during the rest of 2018 and 2019, the regional JSP team successfully summoned compensation funds, private unions, guilds, and academia. Later, agencies from the public sector and municipal administrations joined the initiative (Table 15). Local actors valued this integration positively:

“It allowed us the first regional meeting with the national order agencies on issues of restorative justice for minors (...). The Attorney General's Office came, the Attorney General came, the national ICBF came.

⁶⁶ See FIP, 2019.

⁶⁷ See the FIP, 2020.

(...) The Ministry of Justice was invited, (...), and that was a very great strength because (...) sometimes it is a bit difficult for us to summon certain entities, but it seems that USAID has that power to (...) summon.” Private ally

TABLE 15: PARTICIPANTS IN THE URABÁ PPP⁶⁸

TYPE	NAME
Private Sector and CSOs	• Diocese of Apartadó and Isaías Duarte Educational Foundation • Family Welfare Funds: Comfenalco and Comfamiliar • Guilds and Companies: Camacol, Colombian Chamber of Commerce, Corbanacol (Banacol's Social Foundation), UNIBAN (Uraba's Banana Growers Association) • Unions: SINTRAINAGRO (Agricultural Industry Worker's National Union)
Municipal Administrations	• Mayor's Offices and Offices of the Secretary of Government (Apartadó, Turbo, Carepa, Chigorodó, and Mutatá)
National and Local Organizations	• SENA • ICBF • Justice and Law Ministry: Criminal Police Directorate • SJC: Superior Council of the Judiciary • AGO: Childhood and Adolescence Delegate • Ombudsman's Office: Childhood, Adolescence, and Senior Citizens Delegate, Criminal Policy Delegate • PGN: Human Rights Delegate
Academia	• University of Antioquia: School to define • University Luis Amigó: Psychology School • Cooperative University: Law School

The JSP facilitated some allies to travel to see first-hand the programs of Bogotá “Count to 10” and “Casa Libertad” and programs of Villavicencio. Most of the local partners interviewed, private and public, agreed to value this exchange positively:

“We went to see significant experiences. Very diligently, USAID allowed us some funds to go to Bogotá and Villavicencio to look at [models of] restorative justice that could serve us as a reference.” Private ally

“It was very interesting, and that opened up the perspective and the spectrum for us.” Private ally

“The contacts they made [to] promote those meetings were fantastic because they know those who handle the issue [in] ICBF at the national level. They have the contacts and know all the national expertise; they shared the case of Medellín (...), and that of the district in Bogotá (...), and all of that was downloaded here.” Public ally

⁶⁸ Source: IP, 2019.⁶⁹ The products are: 1) alliances with pro-bono law firms to provide legal guidance or representation services to GBV victims (sub-objective 3.2); 2) alliances with pro-bono law firms to strengthen local justice system, provide legal guidance or representation services to citizens (sub-goals 1.1 and 3.2).

In meetings held during 2019, the partners identified the criminal responsibility system's weaknesses for adolescents in the region. Among them are:

- Lack of appropriate transitional centers

"What they do here is that when in some municipalities they capture a minor, they take him/her to a hotel, they put two policemen or one on him/her until they take him/her to the hearing and so on." Private ally

- Captured teenagers transferred to Medellín

"Those who are deprived of liberty (...) are sent to Medellín causing something that the law says should not occur: uprooting, with all that this entails, because (...) one of the foundations of a criminal responsibility system is the restorative pedagogical processes. (also) we see that there is no family support." Private ally

- Lack of psychosocial support

"There is no one who provides psychosocial support, reintegration with the family, with society." Private ally.

According to the interviewees, at the end of November 2019, stakeholders agreed on a definitive alliance document:

"The idea [was] that it was not binding at the legal or financial level or an obligation but rather that there be (an) alliance that would allow us (...) to develop some particular strategies. (...) We have it ready; now, it is signed." Private ally

At the time of the interviews for this evaluation, some entities whose directors are at the regional and national levels (i.e., Comfenalco and ICBF) were still pending to sign.

Interviewed allies said that the main objectives of the alliance are to: i) strengthen local capacity to represent adolescents and young offenders' cases legally; ii) demand compliance of the judge's verdict; iii) offer services in the Urabá region; iv) manage psychosocial support; v) promote effective restoration to society; and vi) promote the reintegration of young people through training and employment processes in Urabá (private allies).

The allies showed a high degree of commitment and interest:

"We are all interested. What can be the contribution of each one? (...) It does not necessarily have to be money (...). There has been a positive response because it is an issue that is very neuralgic in the region." Private ally

"All these people are committed, either by institutional mission or by vocation, I don't know, but we find them all already collected there." Public ally

Some allies are willing to contribute through the workforce, while others through the technical capacity to design strategies, and others through monetary resources:

“We promised in a meeting that we had a psychologist (...) that we could provide one (...)because we are very interested.” Private ally

“Look, without USAID having spent a peso yet, what we have. We have the issue of training; we have the issue of the definition of the military situation; we have employability (...). With the banana sector (...), there are already more commitments. The Specialized Attention Center said: ‘At any time they call me, I sit here to give advice, to guide the issue.’” Public ally

One of the factors that contributed to facilitating the alliance, according to the interviewees, was the JSP’s regional coordinator management:

“Unlike other people in other projects, he had a passion, and when there is a passion you coordinate, you summon, things happen, and things turn out.” Private ally

Interviewees from public entities value results:

“We were missing private sector alliances to engage everyone.” Public ally

We should note that, although the partnership has not formally started to operate, the interviewees already acknowledge progress in the right direction:

“I had a meeting with the Secretary of the Government of Antioquia in the last administration (...), and it was stipulated (...) to create a center for the minor offender in Urabá. All of that has emerged [from] this exercise, from the alliance we have with the Diocese, with USAID, and with other actors.” Private ally

“We did not have any extramural measures here to follow-up (...) with operators. The deputy director was informed, the advisor and the director were informed, and (...) they told us: ‘We are going to review how we put a modality for you, [like] the one in Medellín.’” Public ally

At the beginning of 2020, the process of activating the alliance continued with the subject being included in the national organization’s agendas:

“Conversation with the ICBF because, as it is (about) the issue of restorative justice, of criminal responsibility systems for adolescents, then they have to give some guarantees, some permits, and some things.” Private ally

“The issue is already on the agenda. In other words, the important thing is that the issue is already on their agenda. (...) They already have it on the regional agenda, and the national sub-directorate has it.” Public ally

CONTRIBUTIONS FROM THE PRO-BONO LAW FIRMS TO THE JSP

According to the contract between USAID and the implementing partner (Section C), the JSP must establish alliances with law firms to contribute to armed conflict victims' effective access to justice. We identified in Section C two products through which law firms' partnerships should contribute to this

result.⁶⁹ As of the delivery date of this report, the JSP had made progress on one of the products: “Alliances with pro-bono law firms to strengthen local justice systems, provide legal guidance or representation services to citizens,” as described below.

The JSP formalized an agreement that enables law firms’ pro-bono services within the program’s framework.

At the end of 2019, the JSP published the call JSP-20-RFA-058 to “provide free or pro-bono legal guidance and representation to civil society members who present a degree of increased vulnerability or are victims of the armed conflict.” The JSP signed the agreement with the Pro-bono Foundation (winning bid) on February 4, 2020. Expected results are the following: 1) 12 focus groups held to identify legal needs for access to justice, define the criteria to select cases, and design a follow-up plan; 2) 120 cases related to constitutional, family, civil, labor, criminal, and administrative law, legally represented before justice operators until their final result.⁷⁰

The Pro-bono Foundation, created in 2009, is a network of three types of affiliates that take cases free and voluntarily: i) law firms (around 44 firms, the largest in the country with offices in Bogotá, Medellín, and Cali, and “long-distance lawyers” in other cities and regions); ii) legal areas of companies and iii) independent lawyers. The Foundation oversees matching unsatisfied legal needs with volunteer work from registered lawyers. It has processed more than 4,500 requests; most of those queries had to do with legal advice (60 percent), followed by legal representation (30 percent) and legal concepts (ten percent). Since 2017, the Foundation implements the “Pro-bono leaves the Office” strategy, where it tries to get closer to the regions, having more direct and personal contact with customers.

CONTRIBUTIONS FROM UNIVERSITIES TO THE JSP

The JSP’s contract requires that it reaches alliances with universities to contribute to the local justice system’s strengthening. We identified in Section C three products from partnerships with universities to contribute to the results.⁷¹ As of the delivery date of this report, the JSP has made progress in: “Alliances with law schools to provide legal guidance or representation services to GBV victims” and “Alliances with law schools to strengthen local justice systems, provide legal counseling services or representation to citizens,” as seen below.

- I. The JSP has made alliances with universities to provide legal advice and psychosocial support to citizens and victims of GBV through the mobile justice brigades.

In Pasto (Nariño), Mariana University participated in the mobile justice brigades that the JSP carried out together with the Unit for Comprehensive Retribution and Attention Unit for Victims in rural areas.

⁶⁹ The products are: 1) alliances with pro-bono law firms to provide legal guidance or representation services to GBV victims (sub-objective 3.2); 2) alliances with pro-bono law firms to strengthen local justice system, provide legal guidance or representation services to citizens (sub-goals 1.1 and 3.2).

⁷⁰ The implementer reports that since the evaluation period ended, the following advances have been made that were not evaluated: the agreement has coverage in Antioquia in the municipalities of Apartadó and Mutatá. Interviews with the people of this population have been developed to identify legal needs that may be the object of judicial representation and accordingly to build the strategies for the legal actions to be implemented. Legal needs were also identified that do not require judicial representation but legal guidance, for which the Pro-bono Foundation will develop training activities.

⁷¹ The products are: 1) alliances to provide scholarships to MSC students (sub-objective 1.1); 2) partnerships with law schools to provide legal counseling or representation services to GBV victims (sub-objective 3.2); 2) partnerships with law schools to strengthen local justice system, provide legal guidance or representation services to citizens (sub-objectives 1.1 and 3.2).

According to an interviewee, “the university was in approximately ten Brigades between July and December 2019” (allied university). The support consisted of complementing the tasks of UARIV:

“If it was not easy for the UARIV official to resolve the user’s situation, we went directly as a clinic to support her with petition rights, Tutelas, and appeals.” Allied university

When people with special cases came forward, the University proceeded to generate the route, advise them, and inform them about their rights. One of the mobile justice brigades was explicitly oriented to providing training and legal advice to victims of GBV. The University has said that it wishes to continue participating in the process during 2020.

The JSP brought the University of Antioquia’s legal and psychosocial clinics to provide training, legal advice, and psychosocial support to citizens of urban and rural areas of nine municipalities of Bajo Cauca (Briceño, Cáceres, Caucaasia, El Bagre, Ituango, Nechí, Tarazá, Valdivia, and Zaragoza), through mobile justice brigades, between June and October 2019. Each municipality hosted two mobile justice brigades, with the following themes: defense of rights, ADR, and ethnic justice, among others. The target population was citizens and local officials. When we conducted the interviews, the University of Antioquia had just bid in two JSP calls to support 30 mobile justice brigades in nine municipalities of Bajo Cauca and six municipalities of Urabá, and to work for ADR and local justice systems strengthening.

Also, in Urabá, the JSP team reached an agreement with the Cooperative University of Colombia to receive legal advice and psychosocial support for mobile justice brigades.

2. Participation of universities in mobile justice brigades generated two-way benefits.

Participation of the universities in some of the mobile justice brigades achieved the following results in the communities:

- Building of trust to increase access to services

“The fact that we are somehow neutral entices the communities (...). Knowing that it is not the UARIV, that (they will not say) to ‘wait for them to call.’ (...) ‘People become more confident with you, well, because they say: ‘Ah, you are not from the police’, ‘You are not from the government,’ ‘You are a little more independent, so I will tell you.’” Allied university

- Training in rights

“The training given [to] the girls (on) violence against women, THAT was a very nice brigade (...) [The municipality] is a critical place (...) there were 12-year-old girls with [several] children, it was something that shocked us a lot. To generate awareness, so that they think: ‘I am a woman, I have rights, if I don’t want to do this, I won’t do it.’ (...) I really liked the way it played out.” Allied university

- Mediation to access justice

“I made him the petition right, and the users went to file it with the Personero (...), and he did not want to receive it, without reason. And then the teacher (...) went and got angry with the Personero [and] said: ‘Look, do me a favor and receive all those petition rights.’” Allied university

- Effective service

“There was a brigade that (...) we worked with the Registry’s Office. Some users came and said: ‘Look, I want to receive this compensation, but they tell me that it is not possible because my ID is recorded as deceased.’ Then it was time to make the petition right to the Registrar, and the Registrar directly changed that. (...) The children, the vast majority were registered in Ecuador [then] a kind of new registration was made, and they were left with dual nationality. And that was what inhibited their access to health.” Allied university

In turn, universities also benefited as follows:

- Students learned about other realities and verified their profession’s impact in conflict-affected areas.

“They came happy when they came from the brigades because of the experience they acquired there was wonderful.” Allied university

“They are always waiting to hear about calls for brigades, and they register immediately. (...) because we have had very good experiences (...). It allows us to grow as professionals and as people [by] having that direct contact with areas that have been severely hit by the armed conflict. It allows us to rethink our social position and see how we can give more than we have.” Allied university

- Universities learned about how justice works in rural contexts, which allows them to improve their legal clinic offers.

“Another achievement is knowing the needs that rural areas have regarding justice because many times (...) we go and make an offer, but we don’t know if that offer matches the needs (...). So, we can return with much clearer conditions (...), it allows us to recognize which routes can be activated.” Allied university

3. In Urabá, the JSP coordinated CSOs and universities to provide psychosocial support to female GBV victims.

One of the allied CSOs in Urabá reported that, within the program, it reached agreements with the Luis Amigó Catholic University, UNIMINUTO (Minuto de Dios University Corporation), and the University of Antioquia, in obtaining student support to strengthen psychosocial services for victims of GBV attended by the JSP:

“The girl was around four or five months with us (...). We are waiting for an intern who very possibly comes from the University of Antioquia.” CSO

This decision would have been motivated by the JSP regional team:

“In this donation, we influenced the program to practice with the universities; then, we could take all the psychosocial support through them.” Implementing partner

WHAT WERE THE MAIN CHALLENGES FOR PRIVATE-SECTOR ENGAGEMENT IN THE JSP'S STRATEGIES?

PRIVATE COMPANIES

This section describes the JSP challenges in advancing products related to partnerships with private-sector companies.

An incomplete JSP PPP strategy design

The JSP began designing its PPP strategy approximately two years after the program started (July 2019). It does not yet have sufficient depth and technical guidance, which has prevented the management team and USAID Colombia from approving it. Not having a timely strategy affects the execution of the products and the results. The JSP strategies are the starting point to initiate work plans for all lines of action. Not having a consolidated strategy partly explains the late start of products related to public-private partnerships in the JSP.

Delays in preparing terms of reference affected the timely initiation of the FIP contract

According to one interviewee (implementing partner), the JSP began designing the terms of reference for subcontract No. JSP-19-FPSC014 with the FIP in December 2017, and they were not approved until a year later due to several adjustments; the contract formally started in July 2019. Thus, the FIP contract will end three months before the program, significantly reducing the time to complete the agreed-to products.

It is not clear how the JSP is collecting previous or external lessons for its PPP models

According to the interviewees, the work that the FIP does for the JSP, and that intends to feed the PPP strategy, still does not explicitly collect lessons regarding partnerships identified in previous USAID or similar programs:

“To understand the lessons learned process and at the same time review specific projects that one can (...) relate to justice (...) and) PPPs (...) that is something that has not happened yet, but (...) it is an activity that it is for next year.” Subcontractor

In Urabá Antioqueño, some people pointed out that the current partnership did not consider work with complementary programs from the beginning to build on their experience and past lessons learned:

“In this context, at the end of last year, we learned about a SENA-ICBF agreement that is [for young people] aged 17, but there was no coordination with it. And that agreement allows us to strengthen things in this alliance because there are commitments from SENA to this population, signed through an agreement. And an agreement that was signed last year with the ICBF and Army, for five years, (...) which also strengthens the issue of attention to criminal responsibility (...) for these young people or adolescents, for example, we can already define their legal-military situation.” Public ally

Coordination problems between the JSP, allies, and executors generate discomfort and, in some cases, delay implementation processes

Some interviewees said that the coordination with the JSP had some problems that delayed the start of some activities or generated unnecessary wear and tear on the teams:

“I believe that the communication issue can create greater synergy and integration within organizations. What we perceive (...) is that internal communication in our project has not been clear.” Subcontractor

“The communication strategy... I don’t see it very clear, (...) it has been difficult for me.” Private ally

We found the following suggestions to improve coordination:

- Clarity in the JSP national and regional communication flowchart

“It would have been good if, from the beginning, I had been clear about the communication route. Because sometimes we called Bogotá and Bogotá told us it was here; and here we called, and they told us it was Bogotá (...). I understood that it is better to write emails than to call because sometimes I called, and they were in a meeting (...). I always called the same person (...), and he told me: ‘Yes, this is with Luis.’ So, you had to call Luis: ‘Yes, this is with Adrián.’ You had to call Adrián: ‘Yes, this is with I don’t know who.’” Private ally

- Timely communication from the JSP hiring team at the start of contracts

“There is a contractual issue that comes later here (...): the formal process notifying that the contract had already started.” Subcontractor

- Clear communication from the JSP about complementary processes of the program to favor coordination and avoid duplication of efforts

“We found [that] on the one hand [the implementing partner] had been talking to other business actors, and that, well, it’s not bad. In fact, I think this process just aims at that, but (if it) is clear what is being done aside, we may not duplicate efforts.” Subcontractor

- Clear communication from the JSP on requirements from partners

“Last month there was a meeting with all the projects (...), and they sent me some information, I sent the work team, and they said no, that we [were scheduled for] the other day at two in the afternoon. We arrived at two in the afternoon, and they told us ‘no, it was at ten in the morning.’ So, we missed almost [all] the training.” Private partner

The efforts made by regional teams to establish alliances with private sector companies are heterogeneous.

While in the Urabá Antioqueño region, the JSP formalized the PPP thanks to the regional team’s management, as identified by several interviewees, we did not observe a significant effort to achieve in the other regions this type of alliance in the other regions. The implementing partner declares that it identified specific partnership opportunities: restorative justice for adolescents and strengthening of the Special Indigenous Jurisdiction in areas such as Bajo Cauca, Chocó, and Cauca, but the implementing partner ruled them out due to security conditions or lack of interest from the counterparts. In Cauca, the counterparts expected to receive donations to carry out the project to strengthen the Special Indigenous Jurisdiction. We do not see subsequent work to explore other partnership opportunities in these regions.⁷²

⁷² The implementing partner reports having progress in Nariño since the end of the evaluation: for instance, FIP’s work will concentrate in that department.

Likewise, there were management problems regarding alliances with ICT companies to provide connection services and equipment to Justice Houses, rural areas, and, in general, to local justice systems:

“What I do know is that in these areas, there are good companies that work on communications (...), but if they have or how they handle ICT, I would not dare to give any information.” Partner

The implementing partner stated that the program generated and disseminated guidelines among regional teams for conducting due diligence and approval of partnership projects, but it did not inform the regional teams on the timing of some decisions, and therefore, they had delays.

On the other hand, the JSP’s headquarters reports difficulties for regional teams to appropriate the scope of alliances, particularly the private-sector’s active role. In turn, an interviewee from these teams assures us that it is difficult to explain to the counterparts the role of USAID in the alliances managed by the program:

“Yes, we are helping to promote an alliance to promote it only (...). In other words, the intermediary (will hopefully) does not understand it as a USAID alliance with (economic sector...). Because that has happened to us; (...), that we (...) are not going to sign the alliance, no alliance, it is you two who will sign it.” Regional team

I. The particularities of the private sector in each region affect PPPs.

In some regions, the most prominent industries have deep and longstanding conflicts with society. This situation means that a possible alliance could put USAID’s legitimacy before society at risk. In the Putumayo region, for example, the oil industry has shown interest in formalizing a partnership with the JSP to improve the service conditions of the region’s police inspectors (Partner). However, conflicts between the industry and the community prevented the alliance process from advancing due to the possible legitimacy problems that the JSP could face:

“The most serious thing that the Putumayo department has for the communities is the issue of hydrocarbons (...). But then, getting involved with [the company] is complex because (...) getting with a partner who is not wanted, well why.” Partner

“The oil companies are the ones with the most resources in the department. We have distanced ourselves from certain entities that have that type of resources [due to] an ethical issue because (...) the team got sick precisely because (...) the water is totally altered, toxic due to the extraction of resources, and the team was always sick of all sorts of things.” Grantee

This type of conflict has also affected the possibility of formalizing alliances in the south of Córdoba: due diligence found several *Tutelas* filed by citizens against one of the most prominent companies (IP).

Likewise, companies could also have conflicts of interest when joining the JSP alliances:

“Are you interested in having people with legal knowledge in rural areas? You can face 100 or 200 Tutelas; everyone is going to sue you because you are violating the water sources, (...) because you did not make the subject [of] the prior consultation, (...) because of the seismic.” IP

“In some cases, [companies] may incur in conflicts of interest (...) when it comes to strengthening local justice, and that is closely related to (...) the environmental issue, the land issue, with the labor issue. I think it is one of the most important challenges: how to get them involved without really undermining the institutions, without damaging their image.” Subcontractor

On the other hand, some regions do not have a sufficiently developed private sector, which can commit to significant and sustainable contributions in partnership with the JSP.

“Unfortunately, and discouragingly, we do not have large companies in the regions; we have microentrepreneurs and family companies (private). The development of the private sector is heterogeneous in the municipalities: there is I think (...) a food or cleaning products factory that is big, there are also flower growers, here in Tumaco there is the palm issue (...) but in the Sanquianga region, private companies, no.” Partner

“We have almost no companies in the department. (...) The private companies are small.”

In contrast, the size and legitimacy of the banana industry in Urabá Antioqueño facilitated a JSP partnership.

2. Private-sector organizations do not know how justice works, and, therefore, it is difficult for them to understand how they can contribute to its strengthening.

The private sector usually supports development projects that require funding. Usually, the private sector does not play a more active role in partnerships; it just sells or donates. This reason explained why the JSP did not sign a partnership with Microsoft, the only ICT company addressed:

“There was a possibility of making a great alliance with Microsoft for the connectivity service through the electromagnetic spectrum [but] it did not work; Microsoft wanted a contract to make a sale. Never worked.” Partner

For entrepreneurs to play an active role in partnerships, they must understand the problem at hand and the current input opportunities. For the JSP, several interviewees agreed that approaching private-sector companies to forge alliances is difficult because they do not understand how the justice system works or how to strengthen local justice systems, much less how to participate:⁷³

“First, we have come across actors who have no idea what local justice systems are; those who know them are not very clear about how they could play a role there (...). We see the lack of knowledge, people that say ‘I do not know the guidelines, they come to me with something that is already set up from above, and for me it is easy.’” Subcontractor

Due to the challenges explained, the JSP has not been able to comply adequately with results expected from alliances with private-sector companies.

To counteract these obstacles and achieve Section C’s results, the JSP proceeded to: 1) design and manage five investment projects with local and regional administrations to strengthen the infrastructure,

⁷³ The implementing partner reports having progress since the end of the evaluation that were not contemplated and that have to do with the FIP contract.

endowment and sustainability of the Justice Houses in Cauca,⁷⁴ Nariño,⁷⁵ Chocó,⁷⁶ Putumayo⁷⁷ and Urabá;⁷⁸ 2) design and manage four investment projects with local and regional administrations to provide technological equipment and allow connectivity in rural areas in Córdoba;⁷⁹ 3) design and manage four investment projects with local and regional administrations to strengthen access to justice in Cauca⁸⁰ (specifically in ADR), Nariño (oriented to the LGBTI population⁸¹ and another in ADR⁸²) and Putumayo⁸³ (strengthening police inspectors); 4) carry out a diagnosis of the ICT Ministry's Digital Kiosks (in poor conditions) and establish guidelines for the JSP to enable two connection points per department in rural areas, guaranteeing the purchase and installation of the connection point, adequate equipment and Internet payment for a year; 5) provide the Justice and Law Ministry with an update of the contents of the Legal App and adapt its consultation in a rural area.⁸⁴

MAIN CHALLENGES FOR LAW FIRMS TO CONTRIBUTE WITH PRO-BONO SERVICES

This section describes the JSP's challenges in achieving products related to alliances with law firms through pro-bono services.

Pro-bono services are concentrated in large cities and have limited development in Colombia.

The concept of pro-bono legal services arises from an Anglo-American development that has been introduced in Colombian firms in recent years because of the inclusion of the idea of social responsibility and the association of national firms with foreigners. Its development is still incipient, even at the national level: not all law firms provide this kind of services, and not all comply with their pro-bono quota:

“Even if they have signed the declaration and say they must work 20 hours, almost none of them do. In fact, the average is between five and six hours per year per attorney.” Subcontractor

In rural areas, the situation is even more critical, as there are not even enough law firms:

“Well, here in Tumaco, there are few firms, and that could be an obstacle. (...) Imagine if there are (no firms) in Tumaco, oh, help me [referring to other municipalities] (...). The offer for that is minimal.” Partner

The cost/benefit ratio would be negative for national law firms wishing to provide pro-bono services in armed-conflict areas.

For national law firms, taking on cases in hard-to-reach areas is not an appealing prospect:

“I think they have not found the business opportunity.” Subcontractor

⁷⁴ Santander de Quilichao, Caloto, Corinto, Toribío, and Buenos Aires.

⁷⁵ Tumaco.

⁷⁶ Novita, Istmina, Condoto, Tadó, and Quibdó.

⁷⁷ Puerto Caicedo and Puerto Asís.

⁷⁸ Turbo, Apartadó, Chigorodó, and Mutatá.

⁷⁹ Montelíbano, Puerto Libertador, San José de Uré, and Tierralta.

⁸⁰ Santander de Quilichao, Buenos Aires, Caloto, Corinto, Miranda, Jambaló, Toribío, and Caldono.

⁸¹ Pasto, Tumaco, Ipiales, El Charco, Barbacoas, Olaya Herrera, Sandoná, Roberto Payán, Magüí, Payán, Policarpa, Francisco Pizarro, and Santa Bárbara de Iscuandé.

⁸² Tumaco, El Charco, Barbacoas, Olaya Herrera, Roberto Payán, Magüí, Payán, Francisco Pizarro, and Santa Bárbara de Iscuandé.

⁸³ Puerto Guzmán, Puerto Caicedo, Puerto Asís, Orito, Valle del Guamuez, San Miguel, and Puerto Leguizamo.

⁸⁴ Source: JSP, 2019, partner

First, taking on these types of cases implies follow-up costs for firms that they would not have how to pay:

“Few lawyers would be willing to participate in this type of process, which implies traveling to certain areas to obtain information.” Partner

“Many of these firms [for example] have a very important client in Valle del Cauca. So, they have lawyers in the region who monitor the procedures; (...). However, it is a specific issue because they have a client [and] they run. After all, they have that need (...). Now, the answer is not the same when the man (...) of the avocado is the one who has a problem with land and has to carry out a process in the Toribío court.” Subcontractor

Second, some cases require expensive paperwork:

“With the land issue, what happens is that it normally involves additional expenses in expert consultations, dividing land and all these cadaster issues, to call them in some way (...). This implies high costs, and the lawyer does not take out of her pocket to pay the expert, to pay for the land study.” Subcontractor

Third, some lawyers would be unwilling to risk their integrity:

“If you talk to the communities, you talk to different institutions, actors of different types, and if this information is misused (...), it can generate risks at some point, right? And that kind of thing (...) limits, since the continuity of the work can be jeopardized and, besides, the person’s integrity is put at risk.” Lawyer

Finally, the JSP cases would not allow law firms to obtain compensation through media coverage:

“It seems to me that in Bogotá (pro bono) can work with emblematic cases because they are attractive to firms because this means getting in the media and attracting clients precisely because of the media coverage (...). When you talk about this topic in the region, it is less attractive because there is less use of the media.” Partner

Incentives are insufficient for the representation of ordinary justice cases through pro-bono services.

Different interviewees agreed that the JSP’s cases of judicial representation are not attractive to pro-bono law firms because of the time it usually takes to complete them:

“It is not so easy to get an attorney to handle a case; (...) The Tutela does not need a lawyer, so what we do (...) is take a lawyer from here, train him or provide him with the Tutela or teach him what to say or how to submit it; it is too easy. But it is an ordinary process that takes six years.” Subcontractor

In diagnoses carried out by the regional teams, we learned that the law firms identified the Public Ministry and the legal offices as suitable recipients of this type of service (Implementing partner). Also, they reported some apprehension regarding GBV issues due to the profound ignorance of the subject.

The pro-bono offer depends on the specialty and the issues handled by each firm. One of the firms interviewed assured us that its pro-bono services do not extend to legal representation in criminal or family matters because that is not its specialty. The same firm added that few law firms work with criminal cases.

Conflicts of interest can hold back the pro-bono involvement of some prominent law firms.

Cases may arise in which a firm represents a party's legal interests in the JSP territories, which implies a conflict of interest. According to statements by an interviewed firm, generally, large firms may have more significant conflicts of interest in the territories.

Although law firms internally review whether they have these issues, it may be that these are not detected internally and are concealed by the NGO through which they provide the pro-bono services:

"Sometimes, what we do are concepts or consultancies. (...) I give you an example: there is a discharge in an area where there is a huge multinational company, so surely it will not be the lawyer who attends that multinational that takes the case, but another will and simply what they say is: 'The concept is presented by the (NGO), not the firm.'" Subcontractor

Delays in preparing terms of reference affected the contract's timely initiation with the Pro-bono Foundation.

According to one interviewee (Implementing partner), the terms of reference of the subcontract with the Pro-bono Foundation had several rounds of comments and adjustments that delayed the call forward.

MAIN CHALLENGES FOR UNIVERSITIES' CONTRIBUTIONS

This section describes the JSP challenges in complying with products to university partnerships for legal advice, case representation, and scholarship provision.

The JSP made the calls for scholarship programs and participation of legal clinics with delays.

An objective of the JSP in its legal incidence strategy is to "promote scholarship programs for careers related to justice in academic institutions in six regions" and "promote the legal representation of marginalized communities through legal clinics or defense groups of the public interest to safeguard collective interests or rights in six regions." In 2019, the JSP published the calls JSP-20-RFA-056 to "strengthen the local justice concerning effective services to respond to the demand for justice through scholarship programs" and JSP-20-RFA-057 to "promote the legal representation of marginalized communities through legal or justice clinics or public interest advocacy groups to safeguard collective interests or rights." Initially, both calls were declared void.^{85,86}

According to an interviewee (Partner), the calls' TORs were delayed due to the JSP's change of directors, adjustments rounds, and comments for their approval. In turn, we observed that the program

⁸⁵ The implementing partner reported that since the evaluation period ended, it has had the following advances, not included here. The implementing partner made a new open call for legal clinics, and the universities of Antioquia, Cauca, and Rosario presented three proposals. The implementing partner selected the Rosario and Cauca universities. However, the proponents had to modify the proposals approved in the JSP committee in March because of COVID-19. Due to some administrative situations and internal regulations made to these contracts, they will only begin in the second semester of 2020. The Universidad del Rosario will cover the departments of Antioquia and Chocó. The University of Cauca will cover the municipalities of Santander de Quilichao and Caldon. These contracts include focus groups for identifying legal needs, training the community in collective rights, constructing litigation strategies, providing communication and advocacy activities, and presenting legal actions of community interest before the jurisdiction.

⁸⁶ The implementing partner said that since the evaluation ended, it made the following progress, not included here. Regarding scholarships, the In-Kind donation in favor of the University of Cauca will begin implementation in the second semester of 2020. This instrument will allow creation of a scholarship program for law students in Santander de Quilichao, linking the beneficiaries to the local justice committees, providing equipment to the legal clinics, and leveraging with the municipal mayor to obtain resources for the sustainability of the scholarship program.

did not take additional steps to promote these lines of work in the evaluated period, beyond the calls described.

Linking universities to mobile justice brigades depend on the JSP's regional teams' initiative; there is no evidence of management guidelines from the national level.

Some universities have been participating in mobile justice brigades following guidelines from local JSP teams; they decide the selection method and universities' participation conditions. This issue causes regional differences that affect progress, the type of support provided by partner universities, and commitment to follow-up on the cases attended. For example, our qualitative work showed that, while in Medellín, there is a call to follow-up several mobile justice brigades. In Pasto, there is a call for each mobile justice brigade. Urabá has informal agreements, and Mocoa has no alliances.

We do not see an established scheme from the national JSP that sets criteria, defines activities, supports conditions, and follows up on agreements to guide or represent university cases in the mobile justice brigades. The new structure could allow collecting experiences from neighboring municipalities and favor standardization. In Urabá, for example:

"We did not have an agreement with a legal clinic and a psychosocial clinic, and I believe that the northern management unit is making it possible for us to gather experience (...) because now we are going to start with that methodology here." Partner

User attendance in mobile justice brigades can improve in some cases.

One of the universities interviewed pointed out that, in some cases, the impact of the mobile justice brigades decreased due to failures in user calls. It is also true that sometimes the mobile justice brigades did not have the expected participation of local agencies, crucial for good service:

"We encountered many difficulties, first (...) for the actors to go to training or work venues; second, many difficulties for them to have the time to dedicate themselves to that work only." Allied university

In other cases, the mobile justice brigades did not achieve the influx of citizens expected by the universities that oversaw the processes:

"In certain municipalities, the workshops could not be held because the people summoned, the leaders, the Campesinos, did not attend. The people did not know what the brigade was doing (...). So, we question a lot the dissemination. (...) There was a very particular situation (...) where several female leaders arrived (...) at the end of the day, after a trip of many hours, and they said: 'We were notified just now (...), and this was scheduled with many months in advance.' " Allied university

In Nariño, there were no problems with the mobile justice brigade's calls, and in Antioquia, the influx was successful:

"When people knew we were there, the demand was high. For example, on several occasions we had a line of people". Allied university

We did not find standardized criteria to guarantee quality in the monitoring of cases attended.

Alliances with universities to participate in mobile justice brigades did not contemplate how to follow up on the daytime cases to give continuity to the processes. This depends mostly on the will of the ally.

For example, one of the partner universities volunteered to record the processes that took place during the mobile justice brigades to guarantee subsequent follow-up:

“We handle a reception format. (...) Once we arrive, we receive the user’s request (...); we take the data, the signature, the fingerprint, and come directly to the Victims Unit here. We file it here and deliver it to a student to strictly monitor the response to the person where it is.” Allied university

In contrast, another allied university did not commit to following up on the cases and identified this as a point to address in future agreements:

“In all meetings, we always expressed our discomfort with the follow-up. [In the next project], we will follow up on relevant cases. In other words, the teachers travel, provide feedback on the day, and define the relevant cases. We are waiting for the same person who travels [to] return to the same municipalities to follow up on those cases.” Allied university

According to information obtained in interviews, there is no centralized or systematic record of universities’ participation, preferences, or specific activities carried out by them or their scope as a follow-up and experience source. The regional coordinator records this information but does not report it to the central level. Besides, the indicator to document the cases attended in mobile justice brigades focuses only on identifying attendees and does not discriminate between participating institutions or if the case requires subsequent legal attention.

TO WHAT EXTENT ARE THE JSP OUTCOMES SUSTAINABLE?

SUSTAINABILITY OF PRIVATE COMPANIES’ PARTICIPATION

The JSP’s PPP strategy contemplates private companies’ participation, not only to fund activities but also to become future anchors to the initiatives and guarantee the projects’ continuity through management or administration (Partner). The strategy seeks to generate benefits for the community and the economic sector that is contributing. However, we found that, although companies expand the scope of initiatives, they do not guarantee their sustainability. The sustainability of the projects, and even business participation, depends on the public sector’s involvement, as described below.

The sustainability of PPPs benefits from national public agencies’ that technically lead the initiatives.

According to the allies of the JSP alliance in Urabá Antioqueño, the participation of the ICBF is essential to make the project viable and sustainable over time:

“With the ICBF, you can even talk about how financial sustainability, if you like, is more secure. Why? Because the ICBF, to serve this population, allocates some resources for which it would allow us to have an economic possibility to finance the personnel, the entire operation of the project, as such.” Public ally

The implementing partner did not summon the organization from the beginning:

“From USAID, they come with their guidelines, and since it is an effective executor of his things [it assumed the position of] ‘nobody comes, I continue without nobody.’ (...) But it is that one of these things could not continue without ICBF, and this was almost a year without ICBF.” Public ally

The sustainability of public-private partnerships benefits from the political commitment of local authorities.

A JSP executor stated:

“This uncertainty [of sustainability] is related to (...) understanding where the government’s policy regarding local justice is going (...) to make the projects viable. So that they have a greater impact, so that they are sustainable and, ultimately, it is something that attracts a lot of attention to companies: being able to align with government programs or policies.” Subcontractor

One of JSP’s allies in Urabá Antioqueño shares this perception:

“Come USAID and help us (...) because we have to involve the whole mayor’s office so that it has a greater impact and, as far as possible, greater sustainability is guaranteed.” Public ally

An ally of the PPP managed by the JSP in Urabá Antioqueño acknowledges that the program has promoted the participation of local authorities from the beginning, even contemplating changes of government:

“I saw that they sat down with the pre-candidates, then with the candidates. Now lastly, they are sitting with the elected mayors so that the line of restorative justice remains in the municipal Development Plans (...). In other words, there is a push in that, and that is very important to me (...). Among the things we have in mind is to link municipal governments (...) according to financial capacity (...) because we will tend to the children of Urabá, not just those of a municipality.” Private partner

An interviewee pointed out that it is vital to advocate these initiatives beyond the Development Plans to guarantee the participation of public stakeholders:

“The purpose here is to include this in the Development Plan; [but] putting it in the Plan is not enough. You must leave the project ready so that the indicators remain in the action plan (...) so that it counts. If it does not count, they won’t include it.” Public ally

The PPP in Urabá Antioqueño contemplates this issue:

“They [have contemplated telling the local authority]: ‘Look at the finished project. You put the indicator and the goal according to the population that you have. ‘In other words, I understand that they had it very planned (...) so that they would not ditch the project.” Public ally

We found conflicting opinions about how necessary USAID’s participation is for the PPP sustainability in Urabá Antioqueño.

On the one hand, one of the main allies points out that USAID’s presence in alliances generates trust and allows leveraging initiatives with funds:

“I believe that there should be support [from USAID] and that support should continue a little longer to generate confidence in the allies and for the allies to see that this is not a question that will be around for a little while and then we leave. No. That there will be continuity. (...) Obviously, it must be recognized that the resource does help a lot because there will be things that will have to be leveraged with money. I mean, I don’t know, travel, other activities; especially because this territory is a very dispersed, very rural territory, difficult to access.” Private partner

On the other hand, other allies stated that they are willing to continue participating in the initiative, with or without USAID's direct support.

SUSTAINABILITY OF LAW FIRMS' PARTICIPATION

The terms of reference of JSP-20-RFA-058 to "provide guidance and pro-bono or free legal representation to members of civil society who present increased vulnerability or are victims of the armed conflict" establishes as one of the activities and Products: "design a sustainability plan for judicial representation that guarantees to beneficiaries that legal assistance will be sustained until the cases' final ruling"⁸⁷

SUSTAINABILITY OF UNIVERSITIES' PARTICIPATION

Universities' participation in the JSP has obstacles to sustainability. As one interviewee describes it:

Interviewer: Would the university eventually continue carrying out these activities without the intervention of International Cooperation?

Interviewee: No. (...) Impossible. We are extremely poor, no. It is very expensive, even with last year's resources, we could not send for travel more than three teachers, and it was necessary to have an expert in communities, in ethnic groups. Then, [it was time] to fight how to organize teachers who (...) know [about] all the subjects to send them. (...) Undoubtedly, USAID pretends (and I am going to speak in general terms) that academia can then generate sustainability conditions for these processes. However, academia has many resource limitations to do so. Allied university

CONCLUSIONS: INCREASE CITIZEN SUPPORT FOR THE RULE OF LAW

- The JSP had a positive impact on citizens' knowledge of civil rights, access to justice and institutions, and the rapprochement between CSOs and the institutions. However, this achievement did not translate into a significant increase in trust in the justice system and its institutions, except for the Municipal Family Affairs Offices. This result is associated with some limitations, like a low number of the JSP interventions in some municipalities and the scope and intensity of initiatives meant to strengthen communications and the Culture of Legality project.⁸⁸ When assessing the results, we should consider the complexity of the targeted variables and the contextual factors that influence the outcome of some activities, such as insecurity conditions, the fragile regional economy, the persistence of illicit activities, and the justice sector's structural weaknesses. The results were also affected by the implementing partner's initial operational structure, which was not suited to cover the geographic scope of the JSP activity: isolated municipalities, rural areas, and asymmetry in providing justice services. Communication management was also lacking in coordinating different projects, achieving a more substantial commitment from some actors, and conveying the intervention's comprehensive nature to participating officials. Likewise, we identified some opportunities improving the design or implementation of specific projects.

⁸⁷ JSP, 2020

⁸⁸ In December 2019, the second phase of the "Todos en Sintonía" initiative began, with an emphasis on justice, following the estimates of the local justice system consolidation and strengthening strategy through ADRs (culture of legality, "Todos en Sintonía") in 20 municipalities.

- Improving trust in Municipal Family Affairs Offices, increasing women's access to justice, bringing CSOs closer to public agencies, and strengthening CSOs representing the LGBTI population are JSP's achievements in promoting citizen support for justice institutions.
- The greater intensity of the JSP's intervention in municipalities (due to more projects or components and a higher number of participants) positively affects the citizen and CSO leaders' knowledge and trust in public authority figures such as prosecutors and judges.
- Despite the positive effect of the JSP in creating awareness for the equity conciliators, this figure continues to be considerably less visible than the rest of the stakeholders. The project to strengthen the Culture of Legality has a positive impact on this recognition among citizens.
- To bring citizens closer to justice, the JSP's main line of work has been strengthening CSOs and linking them to local justice systems and local justice committees in high-intensity municipalities. The strengthened CSOs have snowballed trust and knowledge dynamics and improved access to justice services.
- According to survey results, the JSP successfully improved citizens' confidence in community organizations or institutions such as local community action boards, indigenous authorities, and community councils. Furthermore, we learned about the JSP's contribution to ethnic justice during qualitative fieldwork.
- Ensuring that citizens' improved knowledge of their rights, the institutions, and the construction and promotion of access routes to justice translates into trust and better use of justice is a process conditioned to complex context factors associated with insecurity, structural weaknesses, and cultural issues, such as machismo and dependence on the illegal economy.
- The general perception is that judges and prosecutors do not partake in local forums for inter-institutional coordination and in the JSP interventions meant to involve the community. The interviewees associate this situation with their large workload and their lack of interest.
- Tools designed to strengthen the Culture of Legality project and the cinema-forum activity proved useful in promoting knowledge and awareness about justice and its institutions among the participants, access routes, and the peaceful resolution of conflicts. USAID can use some of the lessons learned regarding these kinds of projects in future interventions. In this sense, the JSP is a step forward for taking a holistic approach within justice programs and promoting citizen support for the rule of law. We noticed a firm intent from local governments and participating CSOs to continue with cinema-forums.
- The JSP successfully used the Culture of Legality project to create awareness of prosecutors, judges, and conciliators. According to the survey's results and comparing answers from targeted and non-targeted municipalities, beneficiaries also recognized the JSP's contribution to conflict resolution knowledge. However, the above does not reflect an increase in trust in justice and institutions. Different stakeholders express satisfaction with the intervention but perceive limitations to achieve the expected changes. Some examples include the length of the project, the intensity (understood as the number of activities per region), the frequency, population coverage, assembly of community members and government representatives, and the training's depth to promote local appropriation.

- Regarding journalist training to reinforce narratives consistent with the JSP's purposes, we found that systemic problems in the local media are a difficult obstacle to overcome: politicized media and journalists dependent on relationships with governments; a low profile of the private sector that supports independent journalism; dependence on sensationalism to drive sales; a limited number of sources (high reliance on information supplied by police and military); and high costs of broadcasting in more popular media. When we carried out the field research, the communication strengthening activity had no significant results.

CONCLUSIONS: GENDER STRATEGY

GENERAL CONCLUSIONS

- The design of the JSP's gender component, here evaluated, is generally adequate: it brings together key actors, seeks to strengthen and transfer knowledge to local CSOs, aims to make inter-institutional coordination more effective, and addresses the issue of impunity.
- The JSP gender component staff's leadership at the national level has been key to implementing the proposed actions.
- The evaluation highlights that the program's gender intervention design has included a specific component on LGBTI rights in the prioritized municipalities.
- The JSP design could have been strengthened by including an explicit and systematic approach toward new masculinities, mainly aimed at civil servants.
- Actions for institutional strengthening, institutional coordination, and reduction of impunity are sometimes limited by authorities and institutions that were not directly targeted by the intervention (as happened with Municipal Family Affairs Offices and the AGO), such as the ICBF and others in the health sector.

STRENGTHENING MUNICIPAL FAMILY AFFAIRS OFFICES

- Results underscore the work done at the national level with the PGN and the Justice and Law Ministry to draft a bill to reform them and a regulatory decree; these instruments tackle the most pressing needs regarding their institutional design and operation in the poorest municipalities in the country.
- The evaluation identified actions to strengthen Municipal Family Affairs Offices at the local level. Particularly in Putumayo, results showed progress in knowledge and appropriation of GBV-related issues and improved citizen perception on this issue. In Nariño and Antioquia, we identified no clarity regarding the intervention's dynamics and objectives at this point. Also, technical limitations faced by Municipal Family Affairs Offices (non-existence of a single case registry) and staff turnover hamper the progress.

STRENGTHENING THE AGO

- Results showed significant and successful progress in implementing the P2P methodology associated with appropriating and using legal and psychosocial knowledge on GBV, case progress, and reaching

relationships among prosecutors from the national and local levels. Despite this, we found qualitative evidence in one department showing a lack of knowledge of the AGO's regional office about implementing this methodology at the local level.

- The JSP made progress in institutionalizing the P2P methodology. This result is decisive to improve the following issues:
 - Lack of incentives for mentor prosecutors (workload)
 - Systematic training of mentor prosecutors
 - Lack of consolidated criteria to interpret GBV regulations and handling cases
 - Consolidation of indicators to monitor cases and training activities
 - Clear criteria to prioritize cases according to the public servants' capacity
 - Defining guidelines and strategies to face institutional or inter-institutional coordination limitations that affect case advancement

STRENGTHENING JUSTICE HOUSES

- Results showed progress when including actions in their plans and training programs to attend to the LGBTI population.
- The JSP consolidated the institutions that make part of the Justice Houses through the activities carried out in LJC's and local justice systems.
- However, in the qualitative fieldwork, the evaluation could not identify a comprehensive strategy to strengthen the Justice Houses in GBV, such as the one designed for the Municipal Family Affairs Offices.⁸⁹

IMPROVING INTER-INSTITUTIONAL COORDINATION

- In general, we found a clear association between the presence of the JSP and the dynamization of local justice committees and local justice systems. This fact has made it possible to position issues related to GBV and LGBTI rights in these institutional forums, greater inclusion of civil society through CSOs, and an impact on their action plans.

⁸⁹ In reviewing the report, the implementing partner indicated a specific strategy for strengthening the Justice Houses that includes improving gender and family capacities. By way of illustration, the JSP said that it carried out the following actions in 2019: "142 key justice actors trained in 'Gender, family, and access to justice perspective', including household coordinators, CRI, government secretaries, municipal authorities, family police stations, police inspectorates, courts, family ombudsmen, and teachers. Fourteen training days [were] carried out, corresponding to 192 hours. Six hundred twenty adolescents were informed about gender, violence, and referral pathways. Six pedagogical days were held in six educational institutions, two rural. Six sexual violence care routes are built with trained actors. Six routes for domestic violence care designed with trained actors. Six protocols for care and referral of cases for type II and III situations regarding gender, [were] prepared for the six beneficiary schools" (See Annex 3).

- There are still challenges related to the absence or low attendance of key officials (such as prosecutors, judges, and police) to GBV-related LJs or the delegation to officials who do not have decision-making power.
- Likewise, results showed difficulties in coordinating the officials' agendas and opening suitable spaces for training, particularly on LGBTI rights in the context of local justice committees and local justice systems.
- Results highlight the implementation of the Law 1257's Decentralized Monitoring Committees, since they allow national, departmental, and local coordination, facilitating the establishment of commitments and their respective monitoring.
- In the context of local justice systems, results showed work in pathways to improve attention to violence based on prejudice and coordination tables for GBV. Likewise, we identified a comprehensive route survey work to update the "Ellas" application.
- Sub-national-level fieldwork results show progress in pathways related to other institutional actors or to the international community, a circumstance that the implementer must consider and follow up on to ensure that its intervention is relevant and successful.⁹⁰

ADDRESSING IMPUNITY

- The activities designed by the JSP have allowed a significant transfer of knowledge from national NGOs to local CSOs, advances in some GBV and violence based on prejudice cases that are in litigation with favorable decisions (on some occasions), and implementation and integration of the psychosocial attention component for the benefit of the people represented and their families.
- However, issues like lacking a methodology to identify NGOs and CSOs cases, the initial limitation to criminal cases, security issues, and the lengths of the individual donations and agreements generated inconveniences at the beginning of the intervention and, on occasions, forced the JSP to concentrate in cases in urban areas or few municipalities.

CONCLUSIONS: ALTERNATIVE DISPUTE RESOLUTION MECHANISMS

- The development of ADRs faced significant limitations:
 - National and local governments experienced changes.

⁹⁰ The implementing partner reported that they carry out the route adjustment working in coordination with the local justice committees and Justice Houses actors. Likewise, he indicated that the JSP is an 'integrating agent' that has been aware of the need to carry out a systematic analysis of the routes, which is why "it carried out a work of convocation, discussion and dialogue with the authorities and organizations of prioritized municipalities in order to establish existing routes. From this work began the work of construction, design, and dissemination of routes". Regarding Justice Houses, she indicated that she has carried out collaborative work to build referral pathways to GBV that incorporate violence based on prejudice against the LGBTI population. In this sense, he reported that between the months of January and April 2020, "The JSP has worked in the process of training and pedagogical construction of referral pathways in GBV with civil society organizations to guarantee that the incorporation of the gender approach includes the rights and guidelines for the care of the LGBTI population". Also, he indicated that with the support of local CSOs "different municipal routes were built according to the available municipal supply of five prioritized municipalities." In this way, the JSP reported the 12 routes built and "in the process of graphic design for delivery to each municipality" (See Annex 3).

- Sectoral and institutional weaknesses emerged.
 - Adaptation to the national government's new vision implied significant delays in critical initiatives, such as the local justice systems, equity conciliators, and the Toolbox.
 - Regarding equity conciliation, there were also conceptual differences and delays in approval with the Justice and Law Ministry, which delayed the support or endorsement for its implementation.
 - The change of local governments at the beginning of 2020 implied an adaptation of the new officials.
- The IP designed the Toolbox based on an approach presented by the national government through a National Planning Department initiative, taken up by the JSP, which led to an excellent instrument and introduced a tool to strengthen access to justice in different regions.
 - ADR's strategy had significant successes, such as the Toolbox design. Also, we identified achievements in each of the thematic pilots launched in the regions, including participating organizations' dynamization and feedback exercises.
 - The partners selected to implement the Toolbox design pilots are organizations with a great ability to promote activities, factual knowledge, and significant technical capacity. One of the most relevant advances cited in carrying out the evaluation was that the JSP intervention allowed the subcontractors in charge of the pilots' implementation to experience positive changes when they had initiatives.
 - The JSP's three-level strategy faced multiple challenges in coordinating authorities in charge of each region. At the national level, although the Toolbox initiative had greater notoriety for organizations such as the Justice and Law Ministry, we did not identify clear guidelines from the national level to manage the regional strategy. This situation provoked that some local governments or the implementing partner's regional offices were the ones that, in the end, made the decisions on issues related to Justice Houses, equity conciliators, and others.
 - The JSP was right in developing training activities on reconciliation techniques; the lack of guidelines from the Justice and Law Ministry regarding the equity conciliator's strengthening model pushed them to do so. In addition to favoring beneficiaries, these activities will pave the way to implement the law conciliation program that launches the Toolbox in many of these municipalities. It would have been desirable for the implementing partner to previously define in a better way and with greater clarity how to measure the effect of the intervention in "new reconciliations" (instead of each municipality's status quo) or the attributes to assess if the conciliation process improved in quality and results.
 - No evidence is found that the implementing partner has taken deliberate action centered on the Justice Houses or specifically included them in an activity related to the ADRs, as required in Section C. The implementing partner focused most of its effort on public servants from agencies taking part in the Justice Houses and benefited from the JSP's intervention in other components. Some interviewees made remarks about the Justice House situation and its impact on developing activities, such as conciliation and pilots in the municipalities.

CONCLUSIONS: ENGAGING THE PRIVATE SECTOR

- The case of the PPP promoted in Urabá Antioqueño is the only JSP tangible result in formalizing partnerships with private sector companies. Although the alliance has not yet started, the progress made in coordinating different actors constitutes a significant achievement. Some success factors include:
 - Addressing a strategic issue of interest to the region.
 - Having made an early alliance with a decisive actor with knowledge, access, and leadership in the region.
 - Having involved the local government, technical entities, associations, unions, and NGOs in a win-win scheme.
 - Travelling to learn about successful experiences during the diagnosis stage.
 - Jointly agreeing on the objectives and contributions among allies.
 - The constructive and proactive attitude of the regional JSP team.
- Focusing on restorative justice for adolescents constitutes a limitation for USAID, since other programs focus on this issue (the JSP must have known this).
- The participation of universities in the mobile justice brigades to provide legal advice and psychosocial support constitutes a significant JSP achievement because it produces two-way benefits, for the community and for the students.
- The JSP falls short of expectations for the range of public-private partnerships, as it has not been able to formalize them in five of the six intervention regions. Some of the reasons for this situation are:
 - Regional management is lacking, and the national and regional levels are experiencing problems in coordination (progress depends on individual leadership and initiatives).
 - In some regions, prominent industries have problems with citizens or conflicts of interest that affect the legitimacy and viability of an alliance with USAID.
 - In some regions, the private sector is underdeveloped.
 - The private sector does not know how justice works and, therefore, has difficulties understanding how it can contribute to its strengthening beyond donating resources. Private-sector organizations do not see themselves as jointly responsible for strengthening justice.
 - The regional teams do not fully understand the differences between “alliance,” “donation,” and “subcontract.”
- The JSP failed to link the private sector to all relevant objectives, particularly sub-objectives 1.1, 1.3, and 1.4. Although the contract opens the possibility of achieving these objectives through alliances with either the private or public sector, this evaluation identifies obstacles to formalizing partnerships

with the private sector, which have made the JSP resort to alliances with the public sector to achieve the goals. Some of the obstacles are:

- The PPP strategy does not yet have sufficient depth and technical guidance for approval (not having a timely strategy affects the execution of products and results).
- The FIP contract started with significant delays that will prevent the program from applying the model designed (the contract ends three months before the program).
- As mentioned, the JSP managed alliances with the public sector to counteract the difficulties of formalizing alliances with the private sector and addressing the objectives set out in Section C. This allowed progress in alliances to:
 - Provide connection, equipment, etc. to the Justice Houses.
 - Strengthen the sustainability of the Justice Houses.
 - Support legal/virtual clinics of the Justice and Law Ministry's 'Legal App' program.
 - Strengthen local justice systems.
 - Provide virtual justice services in rural areas.
- Including the Urabá Antioqueño PPP achievements, the JSP advanced toward implementing seven of nine products proposed in Section C.
- Linking universities to mobile justice brigades does not have a formal and homogeneous alliance scheme that establishes criteria, defines activities, demands monitoring conditions, and guarantees follow-up agreements for the orientation or representation of cases. Furthermore, the impact of the mobile justice brigades is affected by failures in the call of local entities or citizens.
- We did not find substantial progress in providing pro-bono services and in collective legal representation through legal or juridical clinics in the evaluation period. Delays in the design and adjustment of TORs delayed the pro-bono contract and the rest of the calls. Also, we did not observe alternative management to promote these work lines with requests for proposals beyond the evaluation period. Some of the variables that may affect difficulties in making this type of alliances are:
 - The cost/benefit ratio would not be attractive for the national level since the costs of assuming the JSP cases (follow-up, procedures, and security risks) would not be compensated (media coverage of these cases would be difficult).
 - The representation of ordinary justice cases would not be attractive due to their uncertain timeframe and the lack of firms' criminal law experience.
 - Conflicts of interest can hold back the pro-bono participation of some prominent firms.

- Law firms perceive the Public Ministry and university legal clinics as suitable pro-bono actors for victims' criminal representation cases.
- There would be some apprehension to address or assume cases of GBV due to ignorance of the subject.
- We do not see substantial progress in the promotion of scholarship programs during the evaluated period. Scholarship programs to boost professionals' supply in careers related to the justice sector (law, psychology, social work) can increase the prioritized territories' workforce supply. However, these efforts would need to be complemented with other measures, such as implementing management models that define incentives and inclusive selection processes to incorporate this human capital effectively in the medium term.
- The mechanism by which private parties contribute to sustainability in the JSP is not clear. The evidence allows us to assert that local governments and public technical entities should fill the main roles in the alliances, thus:
 - The involvement of national public agencies, technically leading their sectors, helps legitimize a project and makes them viable and sustainable.
 - Local authorities' political commitment, reflected in local development plans, ensures the flow of technical capacity resources in the medium term.
 - Universities require an external flow of resources to continue their participation in the program.
 - The JSP has not yet designed a pro-bono sustainability plan; this should be part of the contract between the JSP and the Pro-bono Foundation.

CROSS-CUTTING CONCLUSIONS

DESIGN

- The JSP intervention does not differentiate between municipalities with armed conflict, more or less government participation, more or less international cooperation, or cultural dynamics.
- The different stakeholders perceive that the work from the partners selected by the JSP, for the components and evaluated period, is satisfactory, and they perceive them as organizations recognized for their trajectory and experience.
- Using the local justice committees to implement the JSP's initiatives is a success because the committees are a venue for inter-institutional coordination, an opportunity for people to meet with public agencies and exercise political advocacy and prioritize activities. Under this scheme, the work must generate synergies with other forums formerly established in the municipalities (such as Local Systems and 5R).

OPERATION/IMPLEMENTATION

- The JSP's organizational change, from a structure based on programmatic lines to one of regional coordination that addresses topics cross-cuttingly, favors communication between said lines and between municipalities in the same region. In some cases, public administrators' change weakened the relationships between partners and allies, as they had to deal with new representatives or leaders. In the evaluation period, we could not observe all the consequences of the change in structure. However, we noticed the importance of direct management by regional teams to promote local appropriation processes better.
- At the regional level, we observe differences in the minimum conditions to summon stakeholders and citizens for mobile justice brigades and ADR pilots, ways to support regional teams or approach the private sector, invite citizens to activities such as cinema-forums and guidelines for adoption processes, while recognizing the need for discretion so that activities respond to local conditions. These differences could be due to the lack of more explicit guidelines from the national level or evidence of regional teams straying from the protocol.
- The delay in regional activities has led to the accumulation of tasks for the last year of program development. This high intensity could hamper the participation of relevant stakeholders in multiple activities, the maturation of interventions, and their appropriation by local communities that need time to embrace changes.
- Institutional and civil society stakeholders positively value the development of the JSP actor map as a tool to invigorate their relationship between various players in local justice systems. But this map of actors was not actively used to illustrate the arrangement of national agencies (AGO, the Superior Council of the Judiciary) or the local needs to promote suitable actions. Likewise, the map missed a more in-depth description of relevant actors identified (such as CSOs, institutional teams, or private-sector organizations). We think the map could have gathered more detailed information about CSOs, their operation and activities, and other mechanisms such as platforms, groups, and committees. In this way, the JSP could enhance this tool's usefulness when developing projects, for example, assembling local knowledge, experiences, or progress on specific topics.
- Allies, subcontractors, and grantees perceive the need for greater integration and communication among them and expect that the JSP will create opportunities to exchange information and generate synergies. Likewise, the JSP should improve coordination initiatives with other USAID programs to avoid overexposure of the beneficiaries.
- It is a success that the JSP identified the need to strengthen its communication strategy to improve the impact of its interventions and consolidate support for communication groups. The partners, allies, and some benefited officials did not get to know the entire program.
- The program did not promote the scope of its activities when coordinating the national, regional, and local levels. We noticed through our fieldwork that regional institutions and actors were not aware of the actions carried out by the program. The strategies and initiatives of GBV, ADR, and local justice systems are not known or are only partially understood.

- Some victims and social leaders expressed concerns due to the vicinity of illegal armed groups that, coupled with a higher profile from participating in a USAID program and receiving resources, increases the risk; this implies making strategic adjustments to meet a program's goals like the JSP.
- The JSP's progress in its commitment to strengthening the Special Indigenous Jurisdiction and Afro-American justice was notable. Even though this issue was not an explicit topic of our research, we obtained clear feedback. Local stakeholders also insisted on the importance of working with and for these communities.

MONITORING

- There is no differentiation between indicators of intervention, product, and results in the indicators' structure.
- Some indicators may be more precisely defined and represent more specific objectives for clarity or set corresponding targets. For example, in the matter of conciliation, discriminate by types, at least in the case of equity conciliation; clearly establish the difference between the number of cases and the number of beneficiaries when there are situations such as the victim's family or collective cases; for mobile justice brigades, define some associated result indicator, for example, monitoring cases that arise and recording the participation of relevant stakeholders.
- The implementing partner monitoring area could benefit from additional resources, including a specialized professional in the regional teams.

EVALUATION RECOMMENDATIONS

INCREASE CITIZEN SUPPORT FOR THE RULE OF LAW

1. EXPAND THE WORK TO STRENGTHEN CSOs AND TO BUILD CSO NETWORKS.

- Orderly connect the largest number of organizations possible, based on their characterization (areas of intervention, leaders, strengths, objectives, and primary needs).
- Apply previous successful network-building experiences between national NGOs and local CSOs, relying on technological platforms.
- Strengthen and support CSOs in formulating plans and projects and applying for funding sources.

2. STRENGTHEN PROJECTS AIMED AT CITIZEN TRAINING AND COMMUNICATIONS.

- Incorporate the JSP's lessons (summoning strategies, complementary support to the activity, tools according to beneficiary profiles, support for local ownership).
- Increase the resources allocated to ensure longer exposure time, broader coverage within the same municipality.

- Have a specialized team within the implementing partner's structure to monitor and promote local appropriation.

3. PRIORITIZE THE INTERVENTION'S GEOGRAPHICAL CHARACTERISTICS AND DEFINE DIFFERENT "PACKAGES" BY MUNICIPALITIES WITH CONDITIONS AND INCENTIVES FOR THE PARTICIPATING NATIONAL AND REGIONAL AGENCIES.

- Engage municipalities and national and regional institutions to strengthen the local justice system.
- Include an infrastructure component aimed at Police Inspections (rural municipal authority), Municipal Family Affairs Offices, and Justice Houses to promote joint investment by the national, departmental, and local governments, and the P2P strategy.
- Establish minimum security conditions or institutional commitments for the intervention.
- Consider previous interventions and resource availability for a more frequent intervention in the municipalities and greater intensity of some of the projects.

GENDER STRATEGY

1. DESIGN A SCHEME THAT ALLOWS VICTIMS OF GBV TO ACCESS THE AGO AND OTHER INSTITUTIONS SAFELY.

- Consider the specific local context and the type of crime to offer accessibility, confidentiality, and security.
- Consider relevant international experiences and each country's usual obstacles at the national, regional, and local levels.
- Promote the safety of women victims of GBV, efficiently protect the information's confidentiality, and guarantee access to authorities.

2. SUPPORT AND CONTINUE WITH THE ADOPTION PROCESS OF THE P2P METHODOLOGY CURRENTLY UNDERWAY WITH THE AGO.

- Establish incentives for the participation of mentor prosecutors that consider their workload.
- Evaluate the P2P implementation experience to identify the training needs of mentor prosecutors.
- Contribute to unifying the criteria to interpret GBV regulations and handling cases.
- Consolidate indicators to monitor cases and P2P training activities.
- Evaluate the implementation of P2P to draw recommendations for identifying parameters to determine the adequate moment to prioritize more cases, considering the prosecutors' workload.

3. PROMOTE THE ADOPTION OF GOOD STRENGTHENING PRACTICES IN THE MUNICIPAL FAMILY AFFAIRS OFFICES.

- Identify and consolidate an inventory of good practices (assessments, strengthening plans, and opportunities for improvement).
- Prepare a framework proposal for strengthening the Municipal Family Affairs Offices based on the collected information.
- Determine if the adoption work is feasible in the context of the Technical Committee of Municipal Family Affairs Offices, which is led by the Ministry of Justice and Law.

4. DESIGN A LITIGATION STRATEGY FOR NATIONAL NGOS AND CSOs.

- Establish a methodology for selecting the relevant actors to identify cases.
- Establish appropriate timelines according to the context to evaluate the cases' viability and promote trusting relationships with the people represented.
- Identify actions that allow the sustainability of the litigation once the specific program ends.
- Design the strategy based on the JSP's lessons, good practices, and innovations, considering the NGOs' and CSOs' expertise.

5. DESIGN AND IMPLEMENT A TRAINING STRATEGY FOR OFFICIALS ON NEW MASCULINITIES, PROMOTING CHANGES IN ATTITUDES, AND APPROPRIATION OF NON-HEGEMONIC AND NON-HETERONORMATIVE MODELS OF MASCULINITY.

- Identify the best national and international practices for civil servants' training about new masculinities.
- Design a training program in new masculinities aimed at officials at the departmental and municipal levels.
- Establish institutionalization mechanisms for the training program on new masculinities so that public entities can iterate it in the future.
- Document the program's achievements, good practices, and lessons learned in this matter.

6. DESIGN STRENGTHENING AND INTER-INSTITUTIONAL COORDINATION STRATEGIES AIMED DIRECTLY AND SPECIFICALLY AT OTHER AGENCIES THAT ARE DECISIVE IN GBV AND VIOLENCE BASED ON PREJUDICE, SUCH AS THE ICBF, POLICE INSPECTORS, AND THE HEALTH SECTOR.

- Identify which public agencies and institutions, different from Municipal Family Affairs Offices and prosecutors, have a decisive role in dealing with GBV at the municipal level.
- Determine the requirements to strengthen these public agencies and enable inter-institutional coordination to improve GBV attention.

- Define methods for these agencies to adopt strengthening procedures and inter-institutional coordination strategies.

7. ESTABLISH A STRATEGY THAT ALLOWS THE ACTIVE PARTICIPATION OF KEY GBV OFFICIALS, SUCH AS JUDGES AND PROSECUTORS, IN LOCAL COORDINATION AND DECISION-MAKING VENUES SUPPORTED BY THE JSP ACTIVITY (I.E., LOCAL JUSTICE COMMITTEES).

- Define specific commitments with national and departmental governing authorities targeting these officials to guarantee their effective and continuous participation in the program's activities.

ALTERNATIVE DISPUTE RESOLUTION MECHANISMS

1. INCLUDE ELEMENTS IN THE IMPLEMENTATION OF THE ADR TOOLBOX TO GIVE CONTINUITY TO THE PILOT PROCESSES CARRIED OUT.

- Include the pilot processes and their stakeholders in the Toolbox implementation
- Reinforce the results obtained and strengthen the weaknesses identified in the implementation.
- Establish participation mechanisms in the local justice systems.
- Generate technical capacity in the local Anchor organizations to support the pilot processes.

2. STRENGTHEN THE FOLLOW-UP, MONITORING, AND EVALUATION METHODS OF THE ADR USED IN IMPLEMENTING THE TOOLBOX.

- Define support mechanisms for communities, local CSOs, local authorities, local justice systems, municipal and departmental governments, and the Justice and Law Ministry.
- Design tools to monitor and evaluate the ADRs to measure how much citizens know about them, if stakeholders use them, if the agreements are useful, and the quality and compliance of decisions.
- Provide local and departmental institutions and the Justice and Law Ministry with inputs to manage the ADRs.

3. PROMOTE AN INSTITUTIONAL STRENGTHENING STRATEGY AIMED AT THE JUSTICE AND LAW MINISTRY TO MANAGE THE ADRs.

- Carry out the design based on an institutional evaluation. We recommend using the USAID Human and Institutional Capacity Development methodology or a similar one.
- Incorporate innovative and technological tools to follow up, monitor, and evaluate.
- Empower human talent.
- Devise and include tools so that the Justice and Law Ministry can support and provide technical assistance to regional agencies.

4. DESIGN AN INCENTIVE PLAN FOR THE ADRS INCLUDED IN THE TOOLBOX.

- Develop concurrently with the Ministry of Justice and the program's partners that implemented the pilots (who must adopt it).
- Begin with the characterization of each type of ADR and stakeholder (public servants, community leaders, and academics).
- Use finished studies and consider the contexts that will host the mediation and conciliation processes.
- Include citizen and community recognition, supported by CSOs, involving local justice and government actors.

ENGAGING THE PRIVATE SECTOR

1. CONTINUE SUPPORTING THE CONSOLIDATION PROCESS OF THE PPP IN URABÁ ANTIOQUEÑO AND STRENGTHEN ITS IMPLEMENTATION THROUGH MANAGEMENT.

- Inform allies about the JSP's scope, including the objectives, goals, activities, and structure. This should help communication and generate synergies.
- Provide clarity to allies and regional teams on the scope of USAID's involvement (for example, regarding funding, technical staff, and management).
- Designate a communication liaison between partners and the JSP.
- Continue to support meetings and compliance of agreements to favor the partnership's implementation.

2. DEFINE AND DEVELOP A REGIONAL STRATEGY TO PROMOTE ALLIANCES WITH THE PRIVATE SECTOR.

- Define activities and management goals for regional teams. Some examples are the following: a selection of strategic topics for alliances, mapping actors, identifying relevant programs—such as CSR—designing an action plan. The national team should accompany and promote the private sector's interest from the central level. In the context of COVID-19, we propose identifying capacity needs (regarding infrastructure and equipment) that the local justice systems urgently require to give continuity to their services.
- Define the justice educational strategy at the local level and the benefits of co-responsibility between the government and the private sector.
- Manage equipment donations and contributions to improve the infrastructure and promote training in ICT aimed at local justice officials. Steer these efforts to strengthen Municipal Family Affairs Offices, Justice Houses, and police inspections. During the COVID-19 restrictions, we suggest using virtual mechanisms to obtain donations that can respond to the identified needs, improving the infrastructure and ICT equipment.

3. DEFINE A FOLLOW-UP SCHEME FOR IMPLEMENTING THE PRO-BONO FOUNDATION CONTRACT.

- Compile the lessons learned about the provision of pro-bono services under the current contract.
- Clearly define a useful indicator for pro-bono services (establish goals, remuneration schemes, or equivalences between services).
- Design a conflict of interest policy.

4. FOR FUTURE USAID PROGRAMS, EXPAND THE JSP'S PRO-BONO SERVICES STRATEGY, LEVERAGING IDENTIFIED OPPORTUNITIES.

- Consider as pro-bono services: (i) workshops or training sessions; (ii) tax, administrative, labor, or commercial advice; (iii) provision of equity conciliators and ADR services; (iv) constitutional and civil cases; (v) P2P processes.
 - Make contributions to co-finance additional legal representation costs (i.e., travel expenses) and manage a personal risk reduction scheme.
 - Define a pedagogical strategy on how justice works at the local level and the benefits of joint responsibility between the government and the private sector.

5. FOR FUTURE USAID PROGRAMS, CONSIDER THE AMASSED KNOWLEDGE THAT LAT ALREADY HAS ABOUT THE PRO-BONO ECOSYSTEM.

- Carry out a diagnosis on the state of the pro-bono ecosystem in Colombia, considering the regional and local dimensions and the corresponding coverage possibilities.
- Propose a scheme to transfer knowledge and collaborate.

6. STRENGTHEN THE SCOPE OF THE MOBILE JUSTICE BRIGADES AND LEVERAGE THEM AS AN INTEGRATING MECHANISM FOR THE JSP.

- Link students from other majors and allow greater participation (i.e., Social Communication major to support documentation).
- Start mobile justice brigades with awareness workshops for local officials to attend and provide quality services. Improve the dissemination campaigns to summon citizens.
- Ensure that the mobile justice brigades address multiple JSP programmatic topics; include ADRs in the mobile justice brigades; and strengthen educational activities (rights, routes, ADR).
- Increase the frequency of mobile justice brigades in rural areas and define mechanisms that guarantee following up on cases attended and universities' participation.

7. EXPAND THE ALLIANCE STRATEGY WITH UNIVERSITY LEGAL CLINICS AND LEGAL CLINICS, LEVERAGE THE OPPORTUNITIES IDENTIFIED.

- Promote working alliances between national and local universities to take the JSP cases and encourage knowledge exchange (regarding methodologies and justice needs).
- Leverage opportunities to contribute to training sessions on rights and referral pathways, coach CSOs, and bring together conciliation centers.
- Consider personnel support to increase the administrative burden of university legal clinics.
- Support the development of protocols to guarantee security and cover travel expenses.

8. FOR FUTURE USAID PROGRAMS, INCREASE AWARENESS AND INTEGRATION WITH ONGOING PROGRAMS OF UNIVERSITY LEGAL CLINICS AND LEGAL CLINICS DEVELOPED BY THE EDUCATIONAL COMMUNITY AT THE NATIONAL AND REGIONAL LEVELS.

- Map all academic organizations in the region; identify successful alliances between universities and the justice sector; learn about existing programs that address GBV, ADRs, and armed conflict victims; and study previous research experiences that link academia with local initiatives.
- Support current academic initiatives, expanding their reach to the JSP regions. Leverage existing networks to transfer cases, make inquiries, and ensure follow-up.
- Manage alliances so that students from similar careers carry out their internships.

9. FOR FUTURE USAID PROGRAMS, INCREASE AWARENESS OF AND RELATIONSHIP WITH ONGOING SCHOLARSHIP PROGRAMS DEVELOPED BY THE EDUCATIONAL COMMUNITY AT THE NATIONAL AND REGIONAL LEVELS.

- Manage alliances among private foundations, NGOs associated with education, and public entities to devise a scheme to develop or strengthen scholarship programs and legal clinics in the regions.
- Use alternative means to summon candidates to formalize alliances.
- Link an incentive policy with scholarships and awards.
- If designing a scholarship program, try to minimize desertion.

10. FOR FUTURE USAID PROGRAMS, IMPROVE THE PRODUCTION AND USE OF LESSONS LEARNED TO STRENGTHEN PARTNERSHIPS WITH THE PRIVATE AND ACADEMIC SECTORS.

- Compile the lessons learned from PPPs involving USAID and other actors (including the recent experience in Urabá Antioqueño with FIP, the European Union, and United Nations Development Program (UNDP) and law firms and universities around the justice sector at the local, national, and international levels to enrich future USAID strategies.

CROSS-CUTTING

1. STRENGTHEN THE MONITORING SCHEME TO REFLECT THE SCOPE AND COMPLEXITY OF THE JSP.

- Perform the baseline survey.
- Define the indicators' system differentiating products and results.
- Integrate management indicators associated with products and results.
- Determine if the monitoring and evaluation (M&E) resource allocation is sufficient to account for the complexity of the program and to enhance the learning process.
- Analyze the relevance of strengthening regional teams in M&E issues.

2. STRENGTHEN THE INTERVENTION ON JUSTICE HOUSES.

- Consider the JSP as a comprehensive intervening actor.
- Compile good practices and opportunities for improvement in Justice Houses for GBV attention.
- Define the JSP's role in the sustainability of the ADR Toolbox.
- Carry out jointly with the Justice and Law Ministry and local governments.
- Begin with the information available in the Justice and Law Ministry and the JSP (supported by the National Planning Department's and the Ministry's evaluation on Justice Houses).
- Design a GBV comprehensive intervention pivoting on the lessons learned and good practices from the strengthening intervention carried out in the JSP's Municipal Family Affairs Offices.

3. INCREASE THE JSP ACTIVITY'S DIRECT PARTICIPATION IN BENEFITED MUNICIPALITIES.

- Consider alternatives to increase the team's size or the frequency of the visits to the municipalities.
- Increase the intervention in capital cities to improve the effects at the regional level.
- Define the size of the regional teams, considering the level of dispersion of the targeted municipalities.

4. STRENGTHEN THE PLANNING PHASE OF ALL THE ACTIVITIES CARRIED OUT.

- Explain the program's objectives, strategic ideas, structure, and work plan to all partners and allies.
- Divulge the program's objectives, activities, the beneficiaries' profile, action plan, and M&E scheme. Reach agreements and identify the responsible parties.

- Ensure that the team masters all the topics.
- Define an educational strategy that explains how justice works at the local level and the benefits of co-responsibility.

ANNEX I: RECOMMENDATIONS MATRIX

The Recommendations Matrix lists future actions to undertake, based on the JSP evaluation team's recommendations. The JSP activity evaluation team, the implementing partner, and the USAID/Colombia COR collectively drafted this matrix through a discussion process lead by the Monitoring, Evaluation, and Learning (MEL) activity.

First, the evaluation team presented the recommendations derived from the JSP activity's evaluation and discussed alternatives for their implementation, the stakeholders involved, and a possible timeframe (columns A, B, C, and D of the matrix). The IP then reviewed the proposed recommendations and gave an initial response to each one (accept, partially accept, or reject) and explained their reasons (column E of the matrix). The MEL activity then held a workshop where we presented responses to the implementing partner's first impressions of each recommendation. In this meeting, we dialogued, looking to reach a consensus on the IP's and the JSP activity's COR future actions. Notes from that conversation are in columns F, G, and H. Finally, the IP and the USAID COR completed the matrix stating the concrete actions and the time frame to implement the accepted recommendations (columns I, J, K, L, and M).

The matrix is provided in Table I6, beginning on the next page.

TABLE 16: RECOMMENDATIONS MATRIX

A	B	C	D	E	F
NO.	EVALUATION TEAM Recommendation	EVALUATION TEAM How would you implement the recommendation?	EVALUATION TEAM Timeframe	IMPLEMENTING PARTNER First Reaction (Before the Workshop)	EVALUATION TEAM Response to the IP's First Reaction
1	Expand the work strengthening CSOs and building CSO networks.	Orderly connect the largest number of organizations possible, based on their characterization (areas of intervention, leaders, strengths, objectives, and primary needs). Apply previous successful network-building experiences between national NGOs and local CSOs, relying on technological platforms. Strengthen and support CSOs in formulating plans and projects and applying for funding sources.	MEDIUM-TERM (new activity)	It does not apply to the JSP. The JSP implemented activities that created networks between civil society grantees and justice agencies promoting sustainable practices (the local justice systems strategy).	We present evidence of the actors' positive assessment concerning results derived from the dynamics noted by the Our recommendation looks to enhance network construction with other CSOs. Only 22 percent of the CSOs surveyed reported this benefit from JSP, and in at least one interview, the need to "connect" came up. Among other purposes, it is a means to transmit messages, tools, or capacities generated by JSP and achieve broad coalitions for advocacy.
2	Strengthen projects aimed at citizen training and communications.	Incorporate the JSP's lessons (summoning strategies, complementary support to the activity, tools according to beneficiary profiles, support for local ownership). Increase the resources allocated to ensure longer exposure time, broader coverage within the same municipality. Have a specialized team within the IP's structure to monitor and promote local ownership.	MEDIUM-TERM (new activity)	It does not apply to the JSP. Corpovisionarios worked with the JSP promoting citizen training, and the JSP has professionals in the regions to implement this strategy.	Some recorded statements from the research: "low or no local appropriation; there is no clarity in the JSP team about results and their accountability (lesson for USAID? Were there modifications in the scaling to the other municipalities?). The result is not evident: it can be associated with intensity (duration, exposure, and presence, need for 'more procedural interventions' and 'activities that generate group cohesion') and could even be related to the effectiveness/relevance of some of the tools or activities. The IP team's support was not enough: local ownership, participation, or officials' commitment (justice). Coordination with other JSP components.

TABLE 16: RECOMMENDATIONS MATRIX

A	B	C	D	E	F
NO.	EVALUATION TEAM Recommendation	EVALUATION TEAM How would you implement the recommendation?	EVALUATION TEAM Timeframe	IMPLEMENTING PARTNER First Reaction (Before the Workshop)	EVALUATION TEAM Response to the IP's First Reaction
3	Prioritize the intervention's geographical characteristics and define different "packages" by municipalities with conditions and incentives for the participating national and regional agencies.	Engage municipalities and national and regional institutions to strengthen the local justice system. Include an infrastructure component aimed at Police Inspections, Municipal Family Affairs Offices, and Justice Houses to promote joint investment by the national, departmental, and local governments, and the P2P strategy. Establish minimum security conditions or institutional commitments for the intervention. Consider previous interventions and resource availability for a more frequent intervention in the municipalities and greater intensity of some of the projects.	MEDIUM-TERM (new activity)	It does not apply to the JSP. The JSP developed a municipal strategy to adopt good practices for the generation of sustainable processes. For this reason, there is no professional in every municipality since this generates dependency and does not promote the appropriation of the tools provided for this end. We recommended the evaluation team reviews the European Union's experience, deploying personnel to each municipality to strengthen the local justice systems.	The IP's observation deserves a discussion to define a message for USAID. We could specify criteria to select a level of field intervention and some milestones. This recommendation references the increased intensity of the projects in some municipalities. The recommendation also refers to the justice sector agencies' commitment (national, regional, and local) and includes an infrastructure component.
4	Design a scheme that allows victims of GBV to access the AGO and other institutions safely.	Consider the conditions of the places and the type of crime to offer accessibility, confidentiality, and security. Consider relevant international experiences and the distinct characteristics of the country's obstacles at the national, regional, and local levels. Promote the safety of women victims of GBV, efficiently protect the confidentiality of information, and guarantee the authorities' accessibility.	MEDIUM-TERM (new activity)	It does not apply to the JSP. The program focuses on promoting safety for women victims of GBV and confidentiality in a P2P framework. However, advancing this recommendation in the short-term in this context is not feasible.	We directed this recommendation to the Mission. We considered that the JSP could contribute to the systematization of lessons learned and good practices to promote women's safety and confidentiality.
5	Support and continue with the adoption process of the P2P methodology	Establish incentives for the participation of mentor prosecutors that consider their workload.	SHORT-TERM (Second	It is being implemented and is partially accepted. We coincidence in: Unify criteria to interpret GBV regulations and handling cases.	JSP can specify different approaches for observations where there is no parallelism.

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NO.	EVALUATION TEAM Recommendation	EVALUATION TEAM How would you implement the recommendation?	EVALUATION TEAM Timeframe	IMPLEMENTING PARTNER First Reaction (Before the Workshop)	EVALUATION TEAM Response to the IP's First Reaction
	currently underway with the AGO.	Identify the training needs of mentor prosecutors. Unify criteria to interpret GBV regulations and handling cases. Consolidate indicators to monitor cases and peer training activities. Determine when it is appropriate to prioritize and address more cases, considering the prosecutors' workload.	Semester 2020)	- Consolidate indicators to monitor cases and peer training activities. - The JSP will review the experience to generate incentive recommendations for the AGO. - There are "how-to" differences in the other observations. Although it is not deemed viable in the short-term to encourage incentives for mentor prosecutors who consider their workload, this activity will continue.	About the incentives, if there is no viability we accept the JSP proposal to review expertise generating recommendations.
6	Promote the adoption of good strengthening practices in the Municipal Family Affairs Offices.	Identify and consolidate an inventory of good practices (diagnoses, strengthening plans, and opportunities for improvement). Prepare a framework proposal for strengthening the Municipal Family Affairs Offices. Determine if the adoption work is feasible in the context of the Technical Committee of Municipal Family Affairs Offices, which is led by the Ministry of Justice and Law.	SHORT-TERM (Second Semester 2020)	The recommendation is partially accepted with a different approach. We will collect good practices to strengthen the police stations. We could not promote the adoption, as this was an initiative we carried out with civil society, and the proposed mechanism is not the right one. On this issue, the priority is the bill. The JSP designed the NGOs' support process that strengthens the family police station capacities and then shared it with the Justice and Law Ministry. The JSP will continue to promote this mechanism, but we cannot guarantee they will adopt it. On the other hand, we must consider that any progress for police stations will come out of the bill currently underway in Congress.	We accept the observation and will modify the wording to clarify that JSP will collect good practices and lessons learned from the JSP to strengthen Municipal Family Affairs Offices so that the Justice and Law Ministry has feedback to include in the stations' institutional strengthening strategy. We suggest that the compilation of good practices becomes a framework proposal to strengthen stations at this level.
7	Design a litigation strategy for national NGOs and CSOs.	Establish a methodology to select the relevant actors to recognize cases.	MEDIUM-TERM (new activity)	It does not apply to the JSP.	Establish a methodology to select the relevant actors to identify cases.

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NO.	EVALUATION TEAM Recommendation	EVALUATION TEAM How would you implement the recommendation?	EVALUATION TEAM Timeframe	IMPLEMENTING PARTNER First Reaction (Before the Workshop)	EVALUATION TEAM Response to the IP's First Reaction
		Identify and establish periods according to the context to evaluate the cases' viability and establish trust ties with the people represented. Identify actions that allow the sustainability of the litigation once the specific activity ends. Design the strategy based on the JSP's lessons, good practices, and innovations, considering the NGOs' and CSOs' expertise.			To evaluate the cases' viability, and establish trust ties with the people represented, define a timeframe according to the context. Identify actions that allow the sustainability of the litigation once the program ends. Design the strategy based on the JSP's lessons, good practices, and innovations, considering the NGOs' and CSOs' expertise.
8	Design and implement a training strategy for officials on new masculinities, promoting changes in attitudes and appropriation of non-hegemonic and heteronormative models of masculinity.	Identify the best national and international practices for civil servants' training about new masculinities. Design a training program in new masculinities aimed at officials at the departmental and municipal levels. Establish adoption mechanisms for the training program for new masculinities so that public entities can repeat it in the future.	MEDIUM-TERM (new activity)	It does not apply to the JSP. The JSP has conducted workshops on new masculinities in activities with local organizations and the LJsCs. Although it does not apply to the program, the JSP will develop some pilots on this subject in the time remaining in the program.	We recommend compiling experiences from the pilots. MEL observations for USAID: - Identify the best national and international practices for civil servants' training about new masculinities. - Design a training program in new masculinities aimed at officials at the departmental and municipal levels. - Establish adoption mechanisms for the training program for new masculinities so that public agencies can repeat it in the future.
9	Design strengthening and inter-institutional coordination strategies aimed directly and specifically at other agencies that are decisive in GBV and	Identify which public agencies and institutions, different from police stations and prosecutors, have a decisive role in dealing with GBV at the municipal level. Determine the requirements for strengthening and inter-institutional	MEDIUM-TERM (new activity)	It does not apply to the JSP. We carry out these activities, specifically in the local justice systems, and this may be a practice that USAID will resume in future programs.	MEL observations for USAID: Identify which public entities and institutions, apart from police stations and prosecutors, have a decisive role in dealing with GBV at the municipal level.

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A	B	C	D	E	F
NO.	EVALUATION TEAM Recommendation	EVALUATION TEAM How would you implement the recommendation?	EVALUATION TEAM Timeframe	IMPLEMENTING PARTNER First Reaction (Before the Workshop)	EVALUATION TEAM Response to the IP's First Reaction
	violence based on prejudice, such as the ICBF, police inspectors, and the health sector.	coordination of these public entities in terms of attention to GBV. Establish ways for these agencies to adopt strengthening procedures and inter-institutional coordination strategies.			Determine the strengthening and inter-institutional coordination needs of these public organizations in terms of GBV attention. Establish mechanisms for the adoption of strengthening and inter-institutional coordination strategies for these organizations.
10	Establish a strategy that allows the active participation of key GBV officials, such as judges and prosecutors, in local coordination and decision-making venues supported by the JSP (i.e., local justice committees).	Define specific commitments with the national and departmental governing authorities employing these officials to guarantee their effective and continuous participation in the program's activities.	MEDIUM-TERM (new activity)	It does not apply to JSP. JSP promotes it, but it is a recommendation for future programs.	MEL observation for USAID: Establish specific commitments with the national and departmental governing authorities to which these officials belong to guarantee their effective and continuous participation in the program's activities.
11	Include elements in the implementation of the ADR Toolbox to give continuity to the pilot processes carried out.	Reinforce the results obtained and strengthen the weaknesses identified in the implementation. Establish participation mechanisms in the local justice systems. Generate technical capacity in the local Anchor organizations to support the pilot processes.	SHORT-TERM (Second Semester 2020)	The recommendation is partially accepted with a different approach. With contributions from civil society, the JSP defined the mechanisms for participating in local justice systems before having the box strategy. Since February 2020 (when we carried out the activities), the JSP strengthened the technical capacities of the Regional Anchor Actors (RAAs), and currently, they have the capabilities to resume the pilots and generate sustainable processes in the regions.	The recommendation seeks that the JSP includes the processes that served as the basis for its design in the Toolbox's implementation plan.
12	Strengthen the follow-up, monitoring, and evaluation methods of the ADR	Define support mechanisms for communities, local CSOs, local authorities, local justice systems, municipal and departmental	SHORT-TERM (Second	The recommendation is partially accepted.	For the discussion, the JSP should specify how they plan to do it, if they have tools, the role of the RAAs, the role of their local

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	used in implementing the Toolbox.	governments, and the Justice and Law Ministry. Design tools to monitor and evaluate the ADRs to measure how much they know about citizens, if stakeholders use them, if the agreements are useful, and the quality and compliance of decisions. Provide local and departmental institutions and the Justice and Law Ministry with inputs to manage the ADRs.	Semester 2020)	The JSP has prioritized some components that do not fully coincide with the detailed approach. Due to the JSP's lifespan, some recommendations are not practicable, even if they are relevant. The JSP offers support through the RAAs who will remain in the regions and can implement and strengthen the ADRs in the targeted municipalities and their departments. Likewise, the Justice and Law Ministry appointed regional officials within the Ministry to learn the Toolbox. Regarding a monitoring and evaluation instrument, the Justice and Law Ministry contemplates strengthening and expanding the tool to the Justice Houses to integrate it into M&E that will include the local justice systems.	teams, the exit strategy, and lessons learned, among others.
13	Promote an institutional strengthening strategy aimed at the Justice and Law Ministry to manage the ADRs.	Carry out the design based on an institutional evaluation. We recommend the use of the USAID HICD methodology or a similar one. Incorporate innovative and technological tools to follow-up, monitor, and evaluate. Empower human talent. Devise tools so that the Justice and Law Ministry can support and provide technical assistance to regional agencies.	SHORT-TERM (Second Semester 2020)	The recommendation is rejected. It is relevant, but it goes beyond the scope of the JSP. It is a task that the Justice and Law Ministry is already carrying out on its own. The JSP supports institutional strengthening through other strategies (public policy, Toolbox, and local justice systems, among others). The Justice and Law Ministry already hired a consultant in charge of restructuring the Ministry, looking to strengthen the ADRs and the local justice systems; however, given the JSP's schedule and the tasks already finished, this activity is outside the program's scope.	This is a recommendation for the JSP and USAID for the short and medium-term. It is an opportunity coming from work done for the Justice and Law Ministry. It assesses and evaluates the inclusion of a new program. It offers the program's lessons learned, exit route, and systematized information for USAID.

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A	B	C	D	E	F
NO.	EVALUATION TEAM Recommendation	EVALUATION TEAM How would you implement the recommendation?	EVALUATION TEAM Timeframe	IMPLEMENTING PARTNER First Reaction (Before the Workshop)	EVALUATION TEAM Response to the IP's First Reaction
14	Design an incentive plan for the ADRs included in the Toolbox.	Develop concurrently with the Ministry of Justice (who must adopt it). Begin with the characterization of each type of ADR and stakeholder (public servants, community leaders, and academics). Use finished studies and consider the contexts that will host the mediation and conciliation processes. Include citizen and community recognition, supported by CSOs, involving local justice and government actors.	MEDIUM-TERM (new activity)	The recommendation is rejected. The JSP considers that the recommendation is for the medium-term. The incentive review strategy promulgated directly by the Justice and Law Ministry has already been carried out previously, particularly in the face of equity conciliators, and did not generate sustainable results. The program is reviewing the possibility of integrating the ADRs from work done with Chambers to seek incentives.	It is a medium-term recommendation to consider dialoguing with the Justice and Law Ministry to agree on its process. Take advantage of the experience of the JSP's partners and existing previous studies for the EC. Opportunity to focus efforts on the contingency of COVID-19. Includes the program's lessons learned, exit route, and systematized information for USAID.
15	Continue supporting the consolidation process of the PPP in Urabá Antioqueño and strengthen its implementation through management.	Inform allies about the JSP's scope, including the objectives, goals, activities, and structure. This initiative should help communication and generate synergies. Provide clarity to allies and regional teams on the scope of USAID's involvement (for example, regarding funding, technical staff, and management). Designate a communication liaison between partners and the JSP. Continue to support meetings and compliance of agreements to favor the partnership's implementation.	SHORT-TERM (Second Semester 2020)	The recommendation is accepted.	No comments
16	Define and develop a regional strategy to promote alliances with the private sector.	Define activities and management goals for regional teams. Define the justice educational strategy at the local level and the benefits of co-	SHORT-TERM (Second Semester 2020)	The recommendation is partially accepted. With the products from FIP's subcontract, the JSP is making progress with the educational strategy regarding local justice and the benefits of co-	Considering COVID-19, the justice sector will have to approach new technologies to guarantee the continuity of its services. We suggest: (i) encourage regional teams to review

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		responsibility between the government and the private sector. Manage equipment donations and contributions to improve the infrastructure and promote training on TIC aimed at local justice officials. Steer these efforts to strengthen Municipal Family Affairs Offices, Justice Houses, and police inspections.		responsibility between the government and the private sector. The JSP cannot carry out the other proposals due to weather conditions and the current pandemic (COVID-19). Based on the work carried out by the FIP, the JSP will design virtual forums on specific issues (prioritized by the Department) that will contribute to PPPs hand in hand with the private sector's integration route with the Justice and Law Ministry.	the most pressing capacity needs in the local justice system; (ii) contemplate virtual actions to obtain donations that can respond to the identified needs, improving the infrastructure, equipment, and use of TIC.
17	Define a follow-up scheme for the implementation of the Pro-Bono Foundation contract.	Compile the lessons learned about the provision of pro-bono services under the current contract. Clearly define a useful indicator for pro-bono services (establish goals, remuneration schemes, or equivalences between services). Design a conflict of interest policy.	SHORT-TERM (Second Semester 2020)	The recommendation is partially accepted. A supporting scheme is in place. The JSP will compile lessons learned. The JSP is not responsible for the conflict of interest policy's design; this task pertains to the organizations, and the JSP can request it.	We accept the first and second observations. We modify the wording to "strengthen the support scheme ..." (...) "Request the organizations to design and implement a conflict of interest policy." We insist on the importance of defining indicators for pro-bono services (with clear goals, remuneration schemes, and equivalences between services).
18	Expand the JSP's pro-bono services strategy, taking advantage of identified opportunities.	Consider as pro-bono services: (1) workshops or training sessions; (2) tax, administrative, labor, or commercial advice; (3) provision of Equity Conciliators and ADR services; (4) constitutional and civil cases; (5) P2P processes. Make contributions to co-finance additional legal representation costs (i.e., travel expenses) and manage a personal risk reduction scheme.	MEDIUM-TERM (new activity) and SHORT-TERM (Second Semester 2020)	The recommendation is partially accepted. The suggested approach is outside the JSP's scope due to time constraints; however, the activity will seek to manage an educational strategy with law firms and virtual forums (with the Pro-bono Foundation). The program is already working on a regional approach with universities to provide university legal clinics through an alliance with local schools. For the JSP, it has not been easy to get law firms to participate. For this reason,	We accept the observation. For future programs, we insist on the importance of the following: (1) consider workshops, tax, commercial, labor, and administrative consultancy, Equity Conciliators and ADR assistance, constitutional and civil cases, and P2P processes as pro-bono services; (2) make contributions to help pay costs and fund personal risks reduction funds; and (3) design an educational strategy.

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		Define a pedagogical strategy on how justice works at the local level and the benefits of joint responsibility between the government and the private sector.		the JSP will hold a virtual forum in the short term.	
19	For future USAID programs, consider the amassed knowledge that LAT already has about the pro-bono ecosystem.	Carry out a diagnosis on the state of the pro-bono ecosystem in Colombia, considering the regional and local dimensions and the corresponding coverage possibilities. Propose a scheme to transfer knowledge and collaborate.	MEDIUM-TERM (new activity)	It does not apply to the JSP.	No comments
20	Strengthen the scope of the mobile justice brigades and take advantage of them as an integrating mechanism for the JSP activity.	Link students from other majors and allow greater participation (i.e., Social Communication major to support documentation). Start mobile justice brigades with awareness workshops for local officials to attend and provide quality services. Improve the campaigns to summon citizens. Ensure that the mobile justice brigades address multiple JSP programmatic topics; include ADRs in the mobile justice brigades; and strengthen educational activities (rights, routes, ADR). Increase the frequency of mobile justice brigades in rural areas and define mechanisms that guarantee following-up cases attended and universities' participation.	MEDIUM-TERM (new activity) and SHORT-TERM (Second Semester 2020)	The recommendation is partially accepted. Some approaches are not feasible due to the current pandemic (COVID-19). The JSP integrates services described in the mobile justice brigades, and as soon as the lockdown eases in the targeted municipalities, we will try to bring together students from different faculties to participate in the brigades. Also, the JSP will incorporate a simple follow-up tool for those cases resulting from the mobile justice brigades that support LJsCs in their quest for citizens' results. The JSP will summon other majors from current universities.	We suggest having virtual awareness workshops before the mobile justice brigades. We insist on the importance of improving summoning mechanisms. For future programs, we suggest: (i) ensure that mobile justice brigades address multiple JSP's programmatic ideas and strengthen educational activities; (ii) increase the frequency in rural areas and define follow-up mechanisms for solved cases and university participation.
21	Expand the alliance strategy with university legal clinics and legal clinics,	Promote working alliances between national and local universities to take the JSP cases and encourage knowledge	MEDIUM-TERM (new activity and SHORT-	The recommendation is partially accepted. The JSP will admit some of the proposed approaches. The program already has a strategy to	We insist on the need to contribute to training sessions and link conciliation centers.

TABLE 16: RECOMMENDATIONS MATRIX

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NO.	EVALUATION TEAM Recommendation	EVALUATION TEAM How would you implement the recommendation?	EVALUATION TEAM Timeframe	IMPLEMENTING PARTNER First Reaction (Before the Workshop)	EVALUATION TEAM Response to the IP's First Reaction
	taking advantage of the opportunities identified.	exchange (regarding methodologies and justice needs). Take advantage of opportunities to contribute to training sessions on rights and referral pathways, coaching CSOs, and bring together conciliation centers. Consider personnel support to increase the administrative burden of university legal clinics. Support the development of protocols to guarantee security and cover travel expenses.	TERM (Second Semester 2020))	approach universities for the sustainable integration of virtual legal offices in the JSP municipalities. We already did with EAFIT and the Popayán University Foundation. We will analyze whether we can extend coverage to other regions.	For future programs: we suggest (1) developing working alliances between national and local universities to take cases and encourage knowledge exchange; (2) providing support to tend to the administrative burden; (3) supporting the construction of protocols to guarantee security and cover travel expenses.
22	For future USAID programs, increase awareness and integration with ongoing programs of university legal clinics and legal clinics developed by the educational community at the national and regional levels.	Map all academic organizations in the region, identify successful alliances between universities and the justice sector, learn about existing programs that address GBV, ADRs, and victims of conflict, and study previous research experiences that link academia with local initiatives. Support current academic initiatives, expanding their reach to JSP regions. Take advantage of existing networks to transfer cases, make inquiries, and ensure follow-up. Manage alliances so that students from similar careers carry out their internships.	MEDIUM-TERM (new activity)	It does not apply to JSP. However, JSP will provide USAID with a mapping of academic organizations that have university legal clinics. Also, we will survey the Justice and Law Ministry for the possibility of collaborating with the "Sowing Justice" Network.	No comments
23	For future USAID programs, increase awareness of and relationship with ongoing scholarship programs developed by the educational	Manage alliances between private foundations, NGOs associated with education, and public entities to devise a scheme to develop or strengthen scholarship programs and legal clinics in the regions.	MEDIUM-TERM (new activity)	It does not apply to the JSP. However, the JSP will deliver lessons learned from the Cauca experience to USAID.	No comments

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	community at the national and regional levels.	Use alternative means to summon candidates to formalize alliances. Link an incentive policy with scholarships and awards. In the event of designing a scholarship program, try to minimize desertion.			
24	For future USAID programs, improve the production and use of lessons learned to strengthen partnerships with the private and academic sectors.	Compile the lessons learned from PPPs involving USAID (including the recent experience in Urabá Antioqueño with FIP, the European Union, and UNDP) and law firms and universities around the justice sector at the local, national and international levels to enrich future USAID strategies.	MEDIUM-TERM (new activity)	It does not apply to the JSP. However, the JSP will deliver lessons learned from the pro-bono experience to USAID.	No comments
25	Strengthen the monitoring scheme to reflect the scope and complexity of the JSP activity.	Perform the baseline survey. Define the indicators' system differentiating products and results. Integrate management indicators associated with products and results. Determine if the M&E resource allocation is sufficient to account for the complexity of the program and to enhance the learning process. Analyze the relevance of strengthening regional teams in M&E issues.	MEDIUM-TERM (new activity)	The recommendation is rejected. The MEL Plan responds to the provisions of the contract. The 15 indicators (of product and outcome) of the MEL Plan were agreed upon and approved by USAID, registered in MONITOR, and updated quarterly. The MEL Plan incorporates learning activities by the MEL team and is supported by a consultancy for specific topics. Also, the JSP has other means to publicize the results not measured through indicators, for example, fact sheets, success stories, videos, and quarterly and annual reports. At the beginning of the program, USAID's policy was to define a few indicators that reflected the most	In measurement, add reconciliations (e.g., add the goal CD-CE); mobile justice brigade cases follow-up. Product registration: e.g., participation from universities and other actors. Consider submitting to USAID a proposal to improve existing indicators and designing new indicators for future programs based on the JSP's experience (administrative records and guidelines to create a baseline). The future message for USAID is that the JSP can improve the Activity Monitoring, Evaluation, and Learning Platform, oe AMELP. Design indicators (e.g., CE GBV cases) and differentiate products and results. To build a baseline, allocate IP monitoring resources.

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				significant impacts of the program. The contract states the following regarding the MEL Plan: "The Contractor, in collaboration with the TOCOR, USAID/Colombia Program Office, and/or M&E Specialist, will verify that the proposed indicators are consistent with and meet the data collection needs of USAID's Project MEL Plan and the mission's Performance Management Plan (PMP). USAID/Colombia may provide some higher-level indicators at the Project (DO) level, that the Contractor will be required to track to support USAID/Colombia overall evaluation of the JSP activity's impact. Once the TOCOR approves the activity MEL Plan, the Contractor must register in USAID/Colombia MONITOR System. The Contractor must report indicator progress into the MONITOR system to allow aggregation of results at the activity level and elaboration of progress reports by USAID/Colombia."	
26	Strengthen the intervention on Justice Houses.	Consider the JSP as a comprehensive intervening actor. Compile good practices and opportunities for improvement in Justice Houses for GBV attention. Define the JSP's role in the sustainability of the ADR Toolbox. Carry out jointly with the Justice and Law Ministry and local governments.	MEDIUM-TERM (new activity) and SHORT-TERM (Second Semester 2020)	The recommendation is accepted. Consider the JSP as a comprehensive intervening actor. Compile good practices and opportunities for improvement in Justice Houses for GBV attention. Define the role in the sustainability of the ADR Toolbox.	No comments

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		Begin with the information available in the Justice and Law Ministry and the JSP (supported by the National Planning Department's and Justice and Law Ministry's evaluation on Justice Houses). Design a GBV comprehensive intervention pivoting on the lessons learned and good practices from the strengthening intervention carried out in the JSP's Municipal Family Affairs Offices.			
27	Increase the JSP activity's direct participation in benefited municipalities.	Consider alternatives to increase the team's size or the frequency of the visits to the municipalities. Increase the intervention in capital cities to improve the effects at the regional level. Define the size of the regional teams, considering the level of dispersion of the targeted municipalities.	SHORT-TERM (Second Semester 2020)	The recommendation is partially accepted. There are differences in the approach proposed by the evaluation team. The JSP has done this through RAAs, with the purpose of sustainability. Furthermore, the JSP located groups in capital cities in five of the six regions. We will review the possibilities of increasing the number of representatives in some municipalities, depending on COVID-19 progress.	The recommendation seeks to promote more effective management at the departmental level and control mechanisms to increase representation in the municipalities, understanding the restrictions derived from COVID-19 and security issues (links with other NGOs present in the municipalities).
28	Strengthen the planning phase of all the activities carried out.	Explain the program's objectives, strategic ideas, structure, and work plan to all partners and allies. Divulge the program's objectives, activities, the beneficiaries' profile, action plan, and M&E scheme. Reach agreements and identify the responsible parties. Ensure that the team masters all the topics. Define an educational strategy that explains how justice	SHORT-TERM (Second Semester 2020)	The recommendation is accepted. The JSP began strengthening the planning stage of all activities. From the second year, the JSP began intensifying activities to reinforce strategies to present the program and review the objectives. In the remainder of the program, these activities will continue, even virtually.	We accept the observation. In the planning phase, we insist on including a comprehensive vision of the program, the expectations, and the timeline.

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		works at the local level and the benefits of co-responsibility.			

TABLE 17: RECOMMENDATIONS MATRIX

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1	Expand the work, strengthening CSOs, and building CSO networks.	Partially Accepted	The Culture of Legality partner will prepare good practices and lessons learned through grassroots CSO networks on issues associated with the Culture of Legality; we will share these with USAID for future programs and projects.		
2	Strengthen projects aimed at citizen training and communications.	Partially Accepted	This is a recommendation for USAID for the medium term. In the exercise carried out by the IP with Corpovisionarios, they are implementing it. The lessons learned and good practices document is in preparation by the IP, who will deliver it to the Mission, with comments on promoting and strengthening the rule of law through citizenship.		
3	Prioritize the intervention's geographical characteristics and define different "packages" by municipalities with conditions and	Partially Accepted	There is a difference in approach when moving from local leadership to local actors' capacities (specifically local administrations).		

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	incentives for the participating national and regional agencies.		The IP is a facilitator and not the main actor (contemplating resilience in the “Self-Reliance” Mission’s strategy). The current implementation centers on managing different actors.		
4	Design a scheme that allows victims of GBV to access the AGO and other institutions safely.	Accepted			
5	Support and continue with the adoption process of the P2P methodology currently underway with the AGO.	Partially Accepted	The JSP is working on adopting P2P within the AGO, although it has not yet appropriated the methodology yet. The JSP shared with the AGO the parameters to prioritize cases, although its application depends on the Citizen Security delegate. It is a permanent negotiation process between the AGO and the JSP, and the JSP provides support and guidelines. The JSP, working with sectional directors, has taken steps to consider the workload of prosecutors. With this administration, it is not easy to think of a short-term process.	We can make a note to revise the topic of incentives in the future. We cannot include it in the good practice because we did not implement it.	Feb 21
6	Promote the adoption of good strengthening practices in the Municipal Family Affairs Offices.	Accepted	The JSP will systematize the compilation of good practices, which can be especially useful for advocacy, especially regarding the bill and its subsequent regulation. We will collect and systematize good practices for strengthening the Municipal Family Affairs Offices and serve as input for the bill’s approval and implementation.		Feb 21

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7	Design a litigation strategy for national NGOs and CSOs.	For USAID	N/A	N/A	
8	Design and implement a training strategy for officials on new masculinities, promoting changes in attitudes and appropriation of non-hegemonic and heteronormative models of masculinity.	For USAID	N/A	N/A	Oct 20/Jan 21
9	Design strengthening and inter-institutional coordination strategies aimed directly and specifically at other agencies that are decisive in GBV and violence based on prejudice, such as the ICBF, police inspectors, and the health sector.	For USAID	N/A	N/A	
10	Establish a strategy that allows the active participation of key GBV officials, such as judges and prosecutors, in local coordination and decision-making venues supported by the JSP activity (i.e., local justice committees.	For USAID	N/A	N/A	
11	Include elements in the implementation of the ADR Toolbox to give continuity to the pilot processes carried out.	Accepted	The Toolbox implementation contemplates including what happened in the pilots, what worked, and what did not. We have integrated and begun implementing the recommendation.		Sep 20/Feb 21
12	Strengthen the follow-up, monitoring, and evaluation	Accepted	We insist that the local JSP teams support the regional Anchor Actors and, also, we are systematizing		Sep 20/Feb 21

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	methods of the ADR used in implementing the Toolbox.		good practices and lessons learned to promote sustainability.		
13	Promote an institutional strengthening strategy aimed at the Justice and Law Ministry to manage the ADRs.	Partially Accepted	The Ministry already has a liaison to carry out this strengthening process (follow-up and coordination). The JSP follows up on the Toolbox's implementation and develops means for its sustainability but does not promote the strategy within the Justice and Law Ministry. The JSP contemplates the lessons learned and the systematization of the program for the end of the JSP activity. The COR proposed to assess the Justice and Law Ministry's restructuring process so that a future activity can work in the MCRs. The implementing partner will prepare an assessment of the revamping process.		Feb 21
14	Design an incentive plan for the ADRs included in the Toolbox.	Accepted	The JSP is committed to incorporating the recommendation into its implementation lessons learned and good practices. In a joint effort with the partners who developed the Toolbox, the JSP will include possible incentives for MCRs. This information will serve USAID in implementing future programs.		Feb 21
15	Continue supporting the consolidation process of the PPP in Urabá Antioqueño and strengthen its implementation through management.	Accepted			Sep 20/Feb 21

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16	Define and develop a regional strategy to promote alliances with the private sector.	Accepted	The IP is exploring how to enhance the Justice Houses at the regional level and improve infrastructure. We suggest strengthening the infrastructure and promoting equipment donation to facilitate Internet connection through technology companies. The IP should detail implementation of this recommendation.		Sep 20/Feb 21
17	Define a follow-up scheme for the implementation of the Pro-bono Foundation contract.	Partially Accepted	Due to the short time remaining in the JSP activity, the implementing partner can only carry out good practices systematization. There are no new activities with organizations that require using the conflict of interest policy.		Feb 21
18	Expand the JSP's pro-bono services strategy, leveraging identified opportunities.	For USAID	N/A	N/A	Oct 20/Jan 21
19	For future USAID programs, consider the amassed knowledge that LAT already has about the pro-bono ecosystem.	For USAID	N/A	N/A	
20	Strengthen the scope of the mobile justice brigades and leverage them as an integrating mechanism for the JSP activity.	Partially Accepted	Due to the situation generated by COVID, the implementing partner should assess the feasibility of mobile justice brigades attended in person. However, the JSP is conducting virtual thematic conferences that include awareness-raising activities.		Oct 20/Jan 21

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			The JSP will make progress in the follow-up mechanism for cases identified through mobile justice brigades.		
21	Expand the alliance strategy with university legal clinics and legal clinics, leveraging the opportunities identified.	Partially Accepted	Due to the short time remaining in the JSP activity, actions will continue with partners identified after the JSP evaluation (EAFIT and Universidad del Cauca). There are no new activities.		Oct 20/Jan 21
22	For future USAID programs, increase awareness and integration with ongoing programs of university legal clinics and legal clinics developed by the educational community at the national and regional levels.	For USAID	N/A	N/A	
23	For future USAID programs, increase awareness of and relationships with ongoing scholarship programs developed by the educational community at the national and regional levels.	For USAID	N/A	N/A	
24	For future USAID programs, improve the production and use of lessons learned to strengthen partnerships with the private and academic sectors.	For USAID	N/A	N/A	
25	Strengthen the monitoring scheme to reflect the scope and complexity of the JSP.	Partially Accepted	When the JSP activity presents the AMELP, it seeks to manage a limited number of indicators (efficiency). For example, the JSP built the GBV indicator hand in hand with USAID, complemented		

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			with general indicators such as attention and satisfaction. Therefore, the JSP has three indicators related to GBV. Considering that USAID's instruction is to have a few indicators, we will present these recommendations (opportunities for improvement) in a future report. Regarding the mobile justice brigades, we propose to include a follow-up mechanism for the cases that emerge.		
26	Strengthen the intervention on Justice Houses.	Partially Accepted	The JSP will document good practices in Justice Houses for GBV attention and present recommendations on their role in the sustainability of the ADR's Toolbox.		Oct 20/Jan 21
27	Increase the JSP activity's direct participation in benefited municipalities.	Partially Accepted	We already submitted the recommendation. The JSP understands the importance of following up with local institutions, and they are doing it (consider changes in administration at the local level). Today the JSP activity gives more support to each municipality (the strategy is underway).	The JSP cannot have a team for each municipality, and that explains the work with RAAs.	Oct 20/Jan 21
28	Strengthen the planning phase of all the activities carried out.	Accepted			Oct 20/Nov 20

TABLE 18: RECOMMENDATIONS MATRIX

A	B	K	L	M
NO.	EVALUATION TEAM Recommendation	USAID/COLOMBIA Mission's actions for Partially Accepted or Rejected Recommendations	IMPLEMENTING PARTNER Final Action Plan	USAID/COLOMBIA Recommendations Follow-up
1	Expand the work, strengthening CSOs, and building CSO networks.	N/A		
2	Strengthen projects aimed at citizen training and communications.	N/A		
3	Prioritize the intervention's geographical characteristics and define different "packages" by municipalities with conditions and incentives for the participating national and regional agencies.	N/A		
4	Design a scheme that allows victims of GBV to access the AGO and other institutions safely.	N/A		
5	Support and continue with the adoption process of the P2P methodology currently underway with the AGO.	N/A	JSP has a consultant to systematize good practices; this contract may recommend future similar initiatives to consider incentives.	
6	Promote the adoption of good strengthening practices in the Municipal Family Affairs Offices.	N/A	JSP has a consultant to systematize good practices.	
7	Design a litigation strategy for national NGOs and CSOs.			
8	Design and implement a training strategy for officials on new masculinities, promoting changes in attitudes and appropriation of non-hegemonic and heteronormative models of masculinity.		JSP will carry out a new masculinities pilot aimed at public officials at the local level.	

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NO.	EVALUATION TEAM Recommendation	USAID/COLOMBIA Mission's actions for Partially Accepted or Rejected Recommendations	IMPLEMENTING PARTNER Final Action Plan	USAID/COLOMBIA Recommendations Follow-up
9	Design strengthening and inter-institutional coordination strategies aimed directly and specifically at other agencies that are decisive in GBV and violence based on prejudice, such as the ICBF, police inspectors, and the health sector.			
10	Establish a strategy that allows the active participation of key GBV officials, such as judges and prosecutors, in local coordination and decision-making venues supported by the JSP activity (i.e., local justice committees).			
11	Include elements in implementation of the ADR Toolbox to give continuity to the pilot processes carried out.	N/A	Implementation beginning with RAAs.	
12	Strengthen the follow-up, monitoring, and evaluation methods of the ADR used in implementing the Toolbox.	N/A	Implementation beginning with RAAs..	
13	Promote an institutional strengthening strategy aimed at the Justice and Law Ministry to manage the ADRs.	N/A	Consultant to systematize good practices and meetings with the Justice and Law Ministry.	
14	Design an incentive plan for the ADRs included in the Toolbox.	N/A	Consultant to systematize good practices and meetings with the Justice and Law Ministry.	
15	Continue supporting the consolidation process of the PPP in Urabá Antioqueño and strengthen its implementation through management.	N/A	JSP will continue to implement the PPP and incorporate the recommendations into the process.	
16	Define and develop a regional strategy to promote alliances with the private sector.	N/A	Regional coordinators will incorporate into their activities some advocacy actions with	

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NO.	EVALUATION TEAM Recommendation	USAID/COLOMBIA Mission's actions for Partially Accepted or Rejected Recommendations	IMPLEMENTING PARTNER Final Action Plan	USAID/COLOMBIA Recommendations Follow-up
			local companies to strengthen houses' infrastructure and promote equipment donation, based on JSP recommendations.	
17	Define a follow-up scheme for the implementation of the Pro-bono Foundation contract.	N/A	Consultant to systematize good practices	
18	Expand JSP's pro-bono services strategy, taking advantage of identified opportunities.		International forum on pro-bono experiences (organized by the JSP).	
19	For future USAID programs, consider the amassed knowledge that LAT already has about the pro-bono ecosystem.			
20	Strengthen the scope of the mobile justice brigades and leverage them as an integrating mechanism for the JSP activity.	N/A	The JSP is designing a tool to follow up on cases identified in the mobile justice brigades.	
21	Expand the alliance strategy with university legal clinics and legal clinics, leveraging the opportunities identified.	N/A	We carry out this activity through agreements with the universities mentioned above.	
22	For future USAID programs, increase awareness and integration with ongoing programs of university legal clinics and legal clinics developed by the educational community at the national and regional levels.			
23	For future USAID programs, increase awareness of and relationship with ongoing scholarship programs developed by the educational community at the national and regional levels.			
24	For future USAID programs, improve the production and use of lessons learned to			

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NO.	EVALUATION TEAM Recommendation	USAID/COLOMBIA Mission's actions for Partially Accepted or Rejected Recommendations	IMPLEMENTING PARTNER Final Action Plan	USAID/COLOMBIA Recommendations Follow-up
	strengthen partnerships with the private and academic sectors.			
25	Strengthen the monitoring scheme to reflect the scope and complexity of the JSP activity.	N/A		
26	Strengthen the intervention on Justice Houses.	N/A	A consultant will systematize good practices, integrate the ADRs into the Temporary Union of Chambers of Commerce, or TUCC, and prepare guidelines to access justice in rural areas. The Temporary Union of Chambers of Commerce will support the generation of guidelines to include ADRs in the Justice Houses.	
27	Increase the JSP activity's direct participation in benefited municipalities.	N/A	Continue with the work done with RAA.	
28	Strengthen the planning phase of all the activities carried out.	N/A	We do inductions to new partners and team members.	