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COLOMBIA

**PROGRAM FOR STRENGTHENING THE INSTITUTIONAL CAPACITY OF THE
OMBUDSMAN'S OFFICE**

(CO-L1236)

LOAN PROPOSAL

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CONTENTS

PROGRAM SUMMARY

I.	DESCRIPTION AND RESULTS MONITORING	1
A.	Background, problem addressed, and rationale.....	1
B.	Objectives, components, and costs	6
C.	Key results indicators	9
II.	FINANCING STRUCTURE AND MAIN RISKS	10
A.	Financing instruments	10
B.	Environmental and social safeguard risks.....	10
C.	Fiduciary risks	11
D.	Other key risks and issues.....	11
III.	IMPLEMENTATION AND MANAGEMENT PLAN	12
A.	Summary of implementation arrangements	12
B.	Summary of arrangements for monitoring results	14

ANNEXES	
Annex I	Development Effectiveness Matrix (DEM) – Summary
Annex II	Results Matrix
Annex III	Fiduciary Agreements and Requirements

LINKS
<p>REQUIRED</p> <ol style="list-style-type: none"> 1. Multiyear execution plan and annual work plan 2. Monitoring and evaluation plan 3. Procurement plan <p>OPTIONAL</p> <ol style="list-style-type: none"> 1. Program economic analysis <ol style="list-style-type: none"> 1.A. Report 1.B. Spreadsheet 2. Program vertical logic 3. Bibliography 4. Strategy note on gender, diversity, and vulnerable populations 5. International good practices in Ombudsman Office management 6. Diagnostic assessment of information and communication technologies (ICTs) 7. Scope of Pilot Ombudsman Map for the DPC 8. Scope of technological integration model for the Public Ministry 9. Explanatory note on program alignment with the Ten-year Plan of the Justice System 2017-2027 10. Explanatory note on the diagram of information flows at the DPC 11. Explanatory note on program alignment with the Institutional Strategic Plan 12. Program Operating Regulations – Draft 13. Safeguard policy filter (SPF) and safeguard screening form (SSF) for classification of projects

ABBREVIATIONS

CGN	Contaduría General de la Nación [Office of the Auditor General of the Nation]
CGR	Contraloría General de la República [Office of the Comptroller General of the Republic]
DANE	National Administrative Department of Statistics
DPC	Defensoría del Pueblo de Colombia [Ombudsman's Office of Colombia]
FGN	Fiscalía General de la Nación [National Prosecutor's Office]
ICAS	Institutional Capacity Assessment System
ICB	International competitive bidding
ICTs	Information and communication technologies
IFIS	Integrated Financial Information System
IRR	Internal rate of return
MINTIC	Ministry of Information and Communication Technologies
NCB	National competitive bidding
NPV	Net present value
OCI	Oficina de Control Interno [Internal Control Office]
ORMM	Ombudsman results-based management model
PCR	Program completion report
PEFA	Public Expenditure and Financial Accountability
PEU	Program execution unit
PGN	Procuraduría General de la Nación [Office of the Inspector General]
PMR	Program monitoring report
QMS	Quality Management System

PROGRAM SUMMARY

COLOMBIA PROGRAM FOR STRENGTHENING THE INSTITUTIONAL CAPACITY OF THE OMBUDSMAN'S OFFICE (CO-L1236)

Financial Terms and Conditions				
Borrower: Republic of Colombia			Flexible Financing Facility ^(a)	
			Amortization period:	25 years
Executing agency: Ombudsman's Office of Colombia (DPC)			Disbursement period:	4.5 years
			Grace period:	5.5 years ^(b)
Source	Amount (US\$)	%	Interest rate:	LIBOR-based
IDB (Ordinary Capital)	18 million	100%	Credit fee:	(c)
			Inspection and supervision fee:	(c)
Total	18 million	100%	Weighted average life (WAL):	15.25 years
			Currency of approval:	United States dollars
Project at a Glance				
Program objective/description: To improve the effectiveness of institutional management of the Ombudsman's Office of Colombia (DPC), which includes: (i) increasing the efficiency and effectiveness of institutional management; (ii) improving the quality and efficiency of services provided by the DPC; and (iii) strengthening accountability and citizen participation.				
Special contractual conditions precedent to the first disbursement of the loan proceeds: The executing agency will provide the Bank with evidence that: (i) the program Operating Regulations have entered into force on the terms previously agreed upon with the Bank; (ii) the Ombudsman's Office has issued a resolution creating the program execution unit (PEU) and appointing its staff at the outset of the program; and (iii) the Ombudsman has issued a resolution creating the Program Management Committee and appointing its members (see paragraph 3.6).				
Exceptions to Bank policies: None.				
Strategic Alignment				
Challenges: ^(d)	SI	<input checked="" type="checkbox"/>	PI	<input checked="" type="checkbox"/>
			EI	<input type="checkbox"/>
Crosscutting themes: ^(e)	GD	<input checked="" type="checkbox"/>	CC	<input type="checkbox"/>
			IC	<input checked="" type="checkbox"/>

^(a) Under the terms of the Flexible Financing Facility (FN-655-1), the borrower has the option of requesting changes in the amortization schedule as well as currency and interest rate conversions. The Bank will take operational and risk management considerations into account when reviewing such requests.

^(b) Under the flexible repayment options of the Flexible Financing Facility, changes to the grace period are permitted provided that they do not entail any extension of the original weighted average life of the loan or the last payment date as documented in the loan contract.

^(c) The credit fee and the inspection and supervision fee will be established periodically by the Board of Executive Directors as part of its review of the Bank's lending charges, in accordance with relevant policies.

^(d) SI (Social Inclusion and Equality); PI (Productivity and Innovation); and EI (Economic Integration).

^(e) GD (Gender Equality and Diversity); CC (Climate Change and Environmental Sustainability); and IC (Institutional Capacity and Rule of Law).

I. DESCRIPTION AND RESULTS MONITORING

A. Background, problem addressed, and rationale

- 1.1 **Context.** In the past two decades citizens in Latin America and the Caribbean have increasingly called for better public services. Their requests are channeled through public entities, civil society organizations, and independent supervision and public oversight bodies.
- 1.2 The ombudsman's office is one of the entities that receives the most requests from citizens. Although the work of ombudsman's offices varies from country to country, the main roles are to ensure adequate assistance for citizens in terms of public service delivery, and the defense, protection, and promotion of human rights.¹ [1] To perform these roles, the ombudsman's offices act as a bridge between citizens and the public administration, assisting as a last resort in the handling of complaints. Ombudsman's offices are part of accountability ecosystems that also include comptrollers-general, auditors-general, inspectors-general, anticorruption offices, and others. Their basic role is to issue warnings and recommendations to public and private operators, to encourage institutional changes and/or public policies that ensure optimal service delivery. [2] An analysis of good practices for ombudsman's offices in various countries [3] reveals that results-based management systems are increasingly being adopted as part of efforts to improve effectiveness (ombudsman's offices of New Zealand and Peru), [4] using standards-based indicators of productivity and service quality. [5]
- 1.3 International good practices also indicate that early warnings and recommendations are the tools of the ombudsman's offices that have the greatest impact and drive their effectiveness. [6] How far the recommendations of ombudsman's offices are followed depends on: (i) the quality and timeliness of warnings and recommendations; (ii) the openness of this information to the public and to oversight bodies, to impact national accountability systems; and (iii) coordination with civil society and the public and private operators that receive these recommendations.
- 1.4 Lastly, a number of ombudsman's offices have adopted innovative information and communication technology (ICT) practices for managing complaints and claims (online consultation of complaints procedure, [Defensoría del Pueblo of Spain](#)); reporting and monitoring systems ([Defensómetro](#), Defensoría del Pueblo of Peru); knowledge management (summaries of resolved cases, United Kingdom [Parliamentary and Health Services Ombudsman](#)); and georeferenced visualization ([Interactive Map of Social Conflicts](#), Defensoría del Pueblo of Peru).
- 1.5 The Defensoría del Pueblo de Colombia [Ombudsman's Office of Colombia] (DPC) is an entity with administrative and budgetary autonomy under the National Constitution. The Defensor del Pueblo [Ombudsman] is elected to a four-year term.² The DPC safeguards the promotion, exercise, and dissemination of human rights³ and facilitates access to justice via the Ombudsman's Office. It also ensures accountability and promotes citizen participation⁴ as a way of enhancing the quality

¹ See [Bibliography](#).

² National Constitution, Article 281. The current Ombudsman's term of office is 2016-2020.

³ National Constitution, Article 281, and Decree 025 of 10 January 2014, Article 1.

⁴ [Institutional Strategic Plan 2017-2020](#).

of services. The DPC's services benefit residents of Colombia and Colombians living abroad, and it pursues actions to ensure rights, especially among the most vulnerable populations.⁵

- 1.6 The DPC is part of the Ministerio Público [Public Ministry], which consists of the Procuraduría General de la Nación [Office of the Inspector General] (PGN) and the municipal ombudsmen. Within the Public Ministry, the DPC coordinates with the PGN so that the PGN can investigate and/or sanction service providers that violate human rights by act or omission. The DPC also works with municipal ombudsmen by channeling citizen requests to facilitate investigation and sanctioning activities by the ombudsmen at the local level. Reporting and action by the DPC may also prompt action by the Office of the Comptroller General (CGR), which is responsible for fiscal compliance, and the National Prosecutor's Office (FGN), which pursues judicial proceedings, as well as improve public policy coordination and management by the 16 executive branch ministries. The DPC can issue warnings and/or recommendations to approximately 1,489 public agents and 350 private agents.
- 1.7 As of February 2018, the DPC employs a staff of 1,848 (34% centrally and 66% regionally) and engages the services of some 4,100 ombudsmen to represent citizens who may require them, both in and out of court.⁶
- 1.8 In fulfillment of its mandate, the DPC's tools include assistance and processing of citizens' complaints, representation in and out of court, and mediation, dispute settlement, and conciliation procedures.⁷ It also issues recommendations to authorities and individuals if human rights are threatened or violated, as well as warnings to improve public service delivery.
- 1.9 Over the past four years the DPC's legal and institutional framework has undergone substantial reform that has affected its operational capacity. In particular: (i) its restructuring in 2014 (Decree 025/14), which created new work areas; (ii) the Institutional Strategic Plan 2017-2020, which seeks to optimize institutional operations to promote human rights effectively;⁸ (iii) the commitments to implement the Ten-year Plan of the Justice System 2017-2027;⁹ and (iv) the 2016 Peace Agreement.¹⁰
- 1.10 In this context the DPC faces challenges in institutional management that involve: (i) coping with the steady rise in citizen demands for better services; (ii) transitioning from a model of protecting rights and influencing public policies focused on security and armed conflict, to a preventive, data-oriented model [7] of protecting all types of

⁵ The DPC defines vulnerable populations as individuals or groups who are unprotected from or unable to defend against threats to their rights. These populations are: victims of conflict, displaced persons, ethnic communities (indigenous, black, Afro-Colombian, Raizal, Palenquero, and Roma), children, adolescents, the elderly, persons deprived of liberty, the disabled, women, and LGBTI communities. Source: DPC administrative data.

⁶ Source: DPC administrative data, 2018.

⁷ Four national directorates, 12 delegated ombudsmen, and 38 regional offices. See [Organization chart](#).

⁸ DPC, 2017. Internal resolution 194/17. Institutional Strategic Plan 2017-2020.

⁹ See [Explanatory note on program alignment with the Ten-year Plan of the Justice System 2017-2027](#).

¹⁰ [Final text of agreement](#).

human rights in an integrated, crosscutting manner;¹¹ and (iii) organizing strategically to fulfill new legal mandates.¹²

- 1.11 **Problem and challenges.** The main problem identified is the low level of effectiveness in the DPC's institutional management, contributing principally to the limited compliance by public and private operators with warnings and/or recommendations issued by the Ombudsman. The main factors that hinder compliance are: (i) limited timeliness when issuing warnings and/or recommendations;¹³ (ii) limited information provided when these are issued;¹⁴ and (iii) no tracking system for traceability.¹⁵ A sample assessed by the DPC in three areas (health, ethnic affairs and victims, and land restitution) revealed a low level of compliance with warnings and/or recommendations issued by the Ombudsman. In the health sector only 20% of warnings and/or recommendations issued by the DPC have been adopted by public entities. In terms of collective full reparation for ethnic groups, the compliance rate was only 10%, and 15% for the Victims and Land Restitution Law.¹⁶
- 1.12 **Low efficiency and effectiveness in institutional management,** due to: (i) weaknesses in strategic planning, including: (a) the lack of a diagnostic assessment underlying the Institutional Strategic Plan 2017-2020 with projections and quantitative data on the supply and demand of services, (b) weak indicators for the Institutional Strategic Plan 2017-2020 that are not defined in terms of effects and impacts on people's lives, (c) duplicated functions throughout the institutional management cycle, especially in such areas as assistance with processing, prevention, and investigation that create inefficiencies in the ombudsman operational cycle,¹⁷ and (d) shortcomings in guidelines for a strategic approach to a focus on gender and vulnerable populations; (ii) limited timeliness when issuing warnings and/or recommendations;¹⁸ (iii) limited traceability of warnings and/or recommendations;¹⁹ (iv) weaknesses in information and communication technology

¹¹ This is aligned with the Paris Principles on the role of human rights institutions, which were adopted by the United Nations in Resolution 54 of 1992.

¹² This involves building institutional capacity to manage information and carry out preventive action; exercise closer coordination within the Public Ministry; and assist vulnerable populations in a differentiated manner.

¹³ The DPC issues an average of 660 reports per year (65% on request and 35% by law) containing warnings and/or recommendations. For reports published on demand, which address current issues and require a response within five days, the DPC's average delay for compiling the reports is one month. Source: DPC administrative data.

¹⁴ There is under-reporting and/or no standardized databases for the 11 delegated ombudsmen, which limits the availability of reliable, standardized information to compile, manage, and track recommendations. Source: DPC administrative data.

¹⁵ Warnings and recommendations are tracked manually at both the central and subnational levels of the DPC, so the tracking is based on limited and/or incomplete information. See [ICT diagnostic assessment](#).

¹⁶ Estimated DPC data based on analysis of warnings and/or recommendations in ombudsman reports and reports to Congress versus plans for tracking warnings and/or recommendations. The compliance rate is calculated annually for the period 2015-2017.

¹⁷ Functions overlap in nine areas. For example, duplicated functions are observed between the group of Colombians abroad and the domestic reception and analysis group, as well as between the early warning systems group and the humanitarian action plans group. Source: DPC administrative data.

¹⁸ See footnote 17.

¹⁹ No single, structured registry of information is available for tracking warnings and recommendations, which makes it difficult to compare and standardize management criteria. Source: [ICT diagnostic assessment](#).

(ICT) policies;²⁰ (v) limited coordination with the PGN and municipal ombudsmen²¹ due to a lack of systems and protocols for exchanging information, which leads to the underuse of DPC data and information issued for PGN oversight actions, as well as spotty response to citizen requests;²² and (vi) insufficient and unintegrated technological tools that hinder information and knowledge management.²³

- 1.13 Limited quality and efficiency in service delivery and assistance to citizens,** due to: (i) failure to address procedures and citizen requests regarding human rights violations in a timely manner;²⁴ (ii) operational difficulties in accessing, recording, and classifying citizens' requests in a targeted manner based on profiles of needs for individuals or populations;²⁵ (iii) limited coverage of assistance and service delivery to vulnerable population groups. Although there are no studies to identify gaps in service coverage, 8.2 million people recognized as victims of the domestic armed conflict may be eligible to request the DPC's services.²⁶ Furthermore, 67% of vulnerable groups live below the poverty line in rural areas, whereas 70% of the DPC's services are provided in capital cities (urban areas);²⁷ and (iv) limited capacity to provide ombudsman services, mainly due to shortcomings in information management tools²⁸ and the absence of lines of case law²⁹ to facilitate the ombudsmen's work.
- 1.14 Insufficient capacity to promote accountability and citizen participation,** due to: (i) weaknesses in accountability and citizen participation guidelines and

²⁰ The DPC complies with only 10% of MINTIC's statutory ICT guidelines for public entities. Source: [ICT diagnostic assessment](#).

²¹ The DPC's structure within the Public Ministry complements the functions of the PGN and municipal ombudsmen. Working against this complementarity is the DPC's weak institutional capacity to generate coordinated actions, mainly due to the absence of systems for the real-time exchange of information. See [Diagram of information flows at the DPC](#).

²² Eighty percent of citizen requests are received via the municipal ombudsmen. The DPC does not have an integrated system to compile, catalogue, and analyze this information in order to design coordinated policies to assist citizens at the subnational level.

²³ There are four information systems that support only 44% of institutional processes and services, which hampers reliable, integrated information management. Source: [ICT diagnostic assessment](#).

²⁴ The DPC's National Directorate for Complaint Management and Processing states that petitions must be addressed within 15 days. A random sampling of more than 200 petitions in 2016 and 2017 revealed an average response time of 62 days, i.e. 47 days over the time limit. Source: DPC administrative data, 2018.

²⁵ The main difficulties are: (i) unintegrated channels for receiving requests, so multiple records are created for a single request; (ii) no criteria prioritization, response, and quality control to ensure that requests are fully addressed, which leads to new requests and/or reprocessing; (iii) overlapping management functions; and (iv) a reporting system for citizen requests (Visión WEB) that does not allow data analysis. Source: [ICT diagnostic assessment](#).

²⁶ Registro Único de Víctimas [Master Registry of Victims], 2018.

²⁷ DPC administrative data, 2018, based on data from the National Administrative Department of Statistics (DANE).

²⁸ Ombudsmen lack the tools to address the burden of procedures, as seen mainly in: (i) the lack of real-time access to databases and regulations to perform the ombudsman role effectively and efficiently; and (ii) the shortcomings of the Visión WEB and Virtual Campus systems for registering and processing criminal cases efficiently. For more information, see [ICT diagnostic assessment](#).

²⁹ Sixty-one percent of ombudsman actions are concentrated in four types of crimes. Ombudsman work is hindered by the lack of systematic organization of these and other crimes into lines of case law and the lack of access to high-court precedent.

mechanisms;³⁰ (ii) problems with the DPC's website, which is the gateway for access to public information;³¹ and (iii) limited knowledge of the DPC's institutional offerings.³² Although the DPC has a monitoring role, it lacks the legal authority to impose penalties. Its work is contingent on its reputation and moral sanction. Gaps in transparency and institutional confidence³³ can therefore influence the effectiveness of its institutional management. Moreover, accountability and engagement directly impact the DPC's effectiveness, since warnings and recommendations are prompted by input from citizens.

- 1.15 **The Bank's experience and lessons learned.** The Bank's experience in Colombia has been successful in supporting the institutional strengthening of autonomous entities such as the Office of the Inspector General (loan 4443/OC-CO) and the Officer of the Comptroller-General (loan 3593/OC-CO). The program supports the institutional strengthening of the Public Ministry by developing a model of technological integration that will enable the DPC, the PGN, and municipal ombudsmen to exchange and access information within the existing institutional structure. This has synergies with the program to strengthen the institutional management of the Office of the Inspector General (loan 4443/OC-CO), which also seeks to improve information management at the national and subnational levels. Lessons learned from these operations include: (i) the importance of strengthening information management through the use of ICTs; (ii) the vital importance of results-based strategic planning; and (iii) the importance of strengthening mechanisms for transparency and citizen participation. The operation also draws on the Bank's experience in the area of State reform and promotion of transparency, such as the Program to Strengthen Measures to Prevent and Combat Corruption in Brazil's Public Administration (2919/OC-BR) and the Program to Improve the Control Function of the Office of the Comptroller General of the Nation (3120/OC-EC) in Ecuador. Lessons learned from these programs include: (i) the importance of aligning core processes and the architecture of information systems; (ii) the importance of strengthening management models through intensive data use, knowledge, and risk analysis; and (iii) the need for technical and managerial leadership as part of project execution.
- 1.16 **Strategic alignment.** The program is consistent with the Update to the Institutional Strategy 2010-2020 (document AB-3008), and strategically aligned with the development challenges of: (i) social inclusion and equality, since it incorporates mechanisms to protect the rights of vulnerable populations; and (ii) productivity and innovation, since it will increase efficiency and effectiveness in the DPC's institutional management; improve the quality and efficiency of the services provided by the DPC; and strengthen accountability and citizen participation. The program is also aligned with the crosscutting areas of: (i) gender equality and diversity, through the promotion of gender and minority group strategies to

³⁰ The Transparency Index for Public Entities qualifies societal oversight mechanisms as "high risk" due to weaknesses in the policies, venues, and tools available. See [Transparency indexes](#).

³¹ The [website](#) contains 123 problems and 639 notices of noncompliance with national and international standards. Source: [ICT diagnostic assessment](#).

³² Only 59% of people aged 18 years and above are aware of the tools for protecting rights (average for multiple tools). Source: Political Culture Survey, DANE (2017).

³³ A decline was recorded in levels of institutional confidence in the DPC from 40.3% in 2015 to 32.9% in 2017. Source: Political Culture Survey, DANE (2017).

strengthen the justice perspective and ensure that underserved or excluded segments have access to the same opportunities (see paragraphs 1.20, 1.21, and 1.22), as reflected in outcome indicators R.2.2 and R.2.4 on gender issues resolved favorably and increased coverage of services for vulnerable populations, respectively; and (ii) institutional capacity and rule of law, since the expected impact is increased effectiveness of the DPC (see paragraphs 1.20 to 1.22). In addition, the program is aligned with the Corporate Results Framework 2016-2019 (document GN-2727-6), especially the indicator for “Government agencies benefited by projects that strengthen technological and managerial tools to improve public service delivery,” as well as the indicator for “Accountability institutions strengthened,” as reflected in outcome indicators R.1.2, R.1.3, and R.1.1 on a change in the efficiency of issuing warnings and recommendations, an increase in compliance with guidelines from the Ministry of Information and Communication Technologies (MINTIC), and a change in management efficiency.

- 1.17 The program is aligned with the IDB country strategy with Colombia (document GN-2832) in terms of the strategic objective to improve the efficiency and quality of justice, specifically through the proposed objective of prioritizing assistance to those in conditions of high risk and vulnerability. The program is also included in the 2018 Operational Program Report (document GN-2915). From the perspective of the Sector Strategy: Institutions for Growth and Social Welfare (document GN-2587-2), this operation is aligned with strengthening oversight institutions and promoting good practices in government transparency and openness (see paragraphs 1.20 and 1.24), as reflected in outcome indicators R.3.1 and R.3.2 on improved accountability and citizen participation and improved citizen confidence in the DPC, respectively.
- 1.18 Lastly, this program is aligned with three national strategies: (i) the Good Governance objective in the National Development Plan 2014-2018, which mentions institutional capacity building of the DPC; (ii) the Ten-year Plan of the Justice System 2017-2027,³⁴ which refers to strengthening the ombudsman role; and (iii) arrangements for honoring the commitments under Peace Agreement.

B. Objectives, components, and costs

- 1.19 **Program objective.** The program objective is to improve the effectiveness of institutional management of the Ombudsman's Office of Colombia (DPC), which includes: (i) increasing the efficiency and effectiveness of institutional management; (ii) improving the quality and efficiency of services provided by the DPC; and (iii) strengthening accountability and citizen participation. The program is an effort to build the institutional capacity of the DPC across the board by making new management models and tools available to support core functions. The program will be implemented through three components.
- 1.20 **Component 1. Strengthening of management and strategic planning (US\$8.5 million).** This component seeks to improve the efficiency and effectiveness of the DPC by strengthening planning and strategic management capacities. Activities: (i) design and implementation of an Ombudsman Results-based

³⁴ For more details, see [Explanatory note on program alignment with the Ten-year Plan of the Justice System 2017-2027](#).

Management Model (ORMM),³⁵ which includes strategic planning, budget, monitoring, and evaluation systems. The ORMM will include a line for the generation of results and a mechanism for measuring gender impact. This will sharpen the focus on gender and vulnerable populations as an integral part of planning across the entity, and inclusion of this perspective will be recommended in the strategic work plans for delegated ombudsmen; (ii) design and implementation of a methodology to manage warnings and/or recommendations including criteria for prioritization, monitoring, and tracking population thematically and spatially;³⁶ (iii) design and implementation of a monitoring, analysis, and supervision tool for warnings and/or recommendations to support the methodology designed; (iv) design and implementation of a Business Architecture, Software Architecture, and ICT and Data Governance Model in accordance with MINTIC guidelines; (v) design and implementation of a Business Intelligence and Analytics Model; (vi) design and implementation of an Ombudsman Integrated Management System, including a dashboard to support the ORMM and an internal³⁷ and external³⁸ reporting tool; (vii) design and implementation of a visualization and georeferencing platform³⁹ for DPC management (Ombudsman Map). The platform will have citizen participation mechanisms and an interface specifically designed to channel citizen requests in relation to gender and vulnerable populations; (viii) procurement of services, infrastructure, and software;⁴⁰ (ix) training and change management to assimilate the ORMM and ICTs;⁴¹ and (x) design and implementation of a pilot to strengthen institutional coordination with the PGN and municipal ombudsmen.⁴² Guidelines and

³⁵ This activity includes a review of existing planning and budget tools, including the Institutional Strategic Plan, and the review and implementation of adjustments to the institutional management model, which seeks to rationalize processes and functions to avoid duplication. The IDB's results-based management methodology will be used.

³⁶ Results will be visualized on the Ombudsman Map.

³⁷ Information flows will be identified to show improvements in public service delivery and government response as a result of ombudsman management, as well as territorialized information with a focus on gender and vulnerable populations.

³⁸ Reports will be generated for action by the PGN and municipal ombudsmen.

³⁹ Four functionalities will be included: (i) tracking of warnings and recommendations issued by the DPC; (ii) management of citizen requests; (iii) ombudsman reports; and (iv) coordinated management with the PGN and municipal ombudsmen. Security considerations for the exchange of information among entities and habeas data will also be addressed for citizen protection. See [Ombudsman Map](#).

⁴⁰ This will support the update of critical ICT infrastructure services for the DPC's operations, including basic software (operating systems, database engines), wireless networks, and the purchase of communication equipment (router, hub) and processing equipment (servers, PCs, printers). See [ICT diagnostic assessment](#).

⁴¹ Training activities will combine virtual and classroom tools, coordinated centrally and deployed locally. The scope and content will be based on the DPC's existing guidelines and policies.

⁴² A technological integration model will be designed and implemented so that the DPC, municipal ombudsmen, and the PGN can exchange and access information, based on the existing institutional and legal framework. The model will facilitate the intake and exchange of information on the management of citizen requests with municipal ombudsmen (requests submitted vs. responses issued, especially at the local level) so that entities have integrated, detailed information on the demand for citizen services (broken down by theme, population—gender and vulnerable groups—and location); facilitate decision-making on actions to be taken; and manage recommendations more effectively by relying the investigative role of the municipal ombudsmen. Regarding integration with the PGN, a methodology and information protocols will be created to impact the effectiveness of recommendations issued by the DPC via preventive, disciplinary, and punitive action by the PGN when control actions are warranted. See [Scope of technological integration model for the Public Ministry](#).

policies for the design and implementation of ICTs will consider specifications for information and knowledge management with a focus on gender and vulnerable populations.⁴³

- 1.21 **Component 2. Citizen service and assistance (US\$4.6 million).** This component seeks to improve quality and efficiency in the delivery of citizen service and assistance. Activities: (i) diagnostic assessment of the process for handling citizen requests, identifying gaps that affect performance. This assessment will include an analysis of gaps in the handling of requests in terms of gender and vulnerable populations; (ii) design and implementation of a model for addressing citizen requests based on the diagnostic assessment. The model will incorporate guidelines and tools for handling citizen requests related to gender and vulnerable populations; (iii) design, implementation, and evaluation of a strategy⁴⁴ for expanding coverage in the delivery of services and assistance to vulnerable populations at the local level;⁴⁵ (iv) design and implementation of a multichannel citizen relationship system;⁴⁶ and (v) design and implementation of a technological tool for ombudsman knowledge management.⁴⁷
- 1.22 **Component 3. Accountability and citizen participation (US\$4 million).** This component seeks to improve accountability and citizen participation. Activities: (i) strengthening the strategy for accountability, citizen participation, and influence on public policies at a national level. This includes: (a) a diagnostic assessment of the current state of mechanisms for accountability, citizen participation, and influence on existing public policies. This strategy will design a specific line of work focusing on gender and vulnerable populations; (b) establishment of a baseline for accountability, citizen participation, and influence on policies of ombudsman management; and (c) design and implementation of the strategy for accountability and citizen participation, based on a review of the existing institutional framework, the necessary operational adjustments for building it into the institutional framework, protocols and mechanisms for engaging the public sector, private sector, and civil society in ombudsman management, and indicators for monitoring and evaluation;

⁴³ This will make it possible to gather information from users, broken down by location, age, population group, and type of request, in order to provide a more detailed map of actions to safeguard human rights and avoid duplicate registries.

⁴⁴ This strategy will strike a balance between increasing citizen demand and the services offered by the DPC, based on: (i) applying the ORMM at the subnational level, to ensure planning geared toward meeting citizen needs; (ii) improving information systems to expand service coverage by location, population, and/or critical sector; (iii) using multichannel service solutions to improve the handling of citizen requests; (iv) culturally adapting services and training for civil servants to assist specific vulnerable populations where demand for the DPC's services is concentrated; and (v) using surveys to track the evolution of citizen requests, so that institutional offerings can be adjusted.

⁴⁵ This strategy will encompass delegated ombudsmen and regional offices and will be based on pilots in five territories to be prioritized by the DPC on the following criteria: (i) low coverage of DPC services in rural areas; (ii) at least two territories with a high percentage of rights violations against women and/or LGBTI communities; and (iii) at least two territories with a high percentage of ethnic communities that have experienced human rights violations.

⁴⁶ E.g. Web, telephone, social networks.

⁴⁷ The design includes a review and adjustment of the regulatory framework to create lines of case-law for action in recurring and/or similar cases.

- (ii) redesign and implementation of the Web portal⁴⁸ for accessing and promoting the multichannel offerings, setting up interactive mechanisms for content administration and consultation. This new Web portal and the rest of the DPC's multichannel offerings will enable participation with a gender focus that also accommodates the participation of other vulnerable populations; and (iii) design and implementation of a promotion, dissemination, and communication model for institutional offerings that includes: (a) a diagnostic assessment of the current state of existing processes and mechanisms for promotion, dissemination, and communication; (b) design and implementation of perception surveys of public and private operators and citizens, to gather information on the evolution of citizen requests to the DPC, so that it can make decisions to improve its operating practices and image in society, and design the promotion, dissemination, and communication model; and (c) design and implementation of the model, based on a review of the existing institutional framework, the necessary operational adjustments for building it into the institutional framework, a methodology for prioritizing and targeting audiences, and definition of protocols for strategic decision-making and establishing data-driven training and communication content.
- 1.23 **Main beneficiaries.** The program's main beneficiaries will be the citizens in general due to improved responsiveness of public and private service providers. Vulnerable populations will also benefit from expanded offerings, better services, and specialized assistance from the DPC. Public and private service providers will also benefit from useful and timely recommendations and observations from the DPC as a result of better processing and analysis of citizen requests. Lastly, DPC staff will benefit from improvement in their capacity to perform the entity's principal functions.
- C. Key results indicators**
- 1.24 **Expected outcomes.** The program's main impact is greater effectiveness in institutional management, measured as an increase in compliance by public and private operators with warnings and/or recommendations issued by the DPC. The expected outcomes will be an increase in effectiveness due to: (i) greater efficiency and effectiveness in institutional management, measured as a change in management efficiency (R.1.1), a change in the efficiency of issuing warnings and/or recommendations (R.1.2), and greater compliance with MINTIC guidelines (R.1.3); (ii) an improvement in the quality and efficiency of citizen services and assistance, measured as a change in the percentage of citizen requests resolved favorably (R.2.1), a change in the percentage of citizen requests on gender issues resolved favorably (R.2.2), a change in the average response time for citizen requests (R.2.3), and an increase in DPC service coverage for vulnerable populations (R.2.4); and (iii) an improvement in accountability and citizen participation, measured as a change in citizen participation (R.3.1) and improved citizen confidence in the DPC (R.3.2).
- 1.25 **Economic evaluation.** Based on the economic analysis, the program was found to yield a positive return in the base-case scenario, where the efficiency gain and reduction of time to complete processes was 6%. In this case the social internal rate

⁴⁸ The design for the Web portal will include guidelines defined in strategies for accountability, promotion, disclosure, and communication, and citizen participation, as well as criteria defined for viewing and georeferencing models for ombudsman management.

of return (IRR) would be around 18% with a cost/benefit ratio of 1.33 and a net present value (NPV) of US\$5,197,548, yielding a positive return. Based on the sensitivity analysis, the sensitive variables identified are the efficiency gain for the DPC and the reduction of time to complete processes, accounting for 100% of the variations in NPV. In the conservative scenario, with both variables around 6%, the program's IRR is slightly above 12%. In this unfavorable scenario, the cost/benefit ratio would be just above 1, so approximately US\$1 is expected to be recovered for every dollar invested, which shows that the program still yields a return even in this stringent scenario. The discount rate used in both cases was 12% (see [Economic analysis](#)).

II. FINANCING STRUCTURE AND MAIN RISKS

A. Financing instruments

- 2.1 This operation is structured as a specific investment loan for US\$18 million drawn from the Bank's Ordinary Capital. The operation will have no local counterpart. The executing agency plans to implement all project activities in four and a half years. Table 1 shows the consolidated budget by component, with a breakdown provided in the [itemized budget](#). The execution period of four and a half years (see Table 2) was based the following criteria: (i) average time to design and implement the proposed program activities; (ii) alignment with the DPC's Institutional Strategic Plan for 2017-2020; and (iii) implementation times for other Bank-financed programs with autonomous agencies belonging to the public oversight system.

Table 1. Program budget by source

Component	IDB/Financing (US\$)	%
Component 1: Strengthening of management and strategic planning	8,500,000	47
Component 2: Citizen service and assistance	4,600,000	26
Component 3: Accountability and citizen participation	4,000,000	22
Program administration (coordination and technical assistance, audits, and evaluations)	900,000	5
Total	18,000,000	100

Table 2. Tentative disbursement schedule (US\$)

Source	Year 0	Year 1	Year 2	Year 3	Year 4	Total
IDB	350,000	4,000,000	5,000,000	4,800,000	3,850,000	18,000,000
Percentage per year	2	22	28	27	21	100

* Year 0, the program is expected to begin in the third quarter of 2018. The Year 0 column includes resources for technical readiness of the program in that period, taking into account the approval timeline and the DPC's annual fiscal resource authorization by the Ministry of Finance (MHCP).

B. Environmental and social safeguard risks

- 2.2 No environmental or social risks are foreseen for the program. The operation was classified as Category "C" under the Bank's Environment and Safeguards

Compliance Policy (document GN-2208-20, Operational Policy OP-703). The program will not finance any physical infrastructure component.

C. Fiduciary risks

- 2.3 A risk management exercise was conducted as part of the operation design, using the Bank's methodology, with the participation of DPC staff. The following fiduciary risks were identified as moderate: (i) in financial management, if the required annual fiscal headroom for program execution is not guaranteed, there may be delays in completing activities and achieving the targets and outcomes reflected in the Results Matrix. This, in turn, would make an extension of the program execution period more likely, creating additional costs for the country. Mitigation measures include prioritizing coordination with the Ministry of Finance (MHCP) and the National Planning Department (DNP) from the preliminary budget preparation stage, to ensure that the necessary budget conditions are met for program execution; and (ii) in procurement, if the DPC does not understand and know how to use the Bank's procurement policies, there may be resistance to using them, impacting program execution times. Mitigation measures include: (i) training on procurement policies for key staff in expenditure authorization and contracting at the DPC; and (ii) development of a technical job description for procurement support with knowledge and experience in managing processes based on the policies of the Bank or other multilateral banks.

D. Other key risks and issues

- 2.4 The following risks were identified at the design stage:
- a. **Development.** Rated as high-risk: if DPC staff oppose the new Ombudsman Results-based Management Model (ORMM), the expected outcomes and impact would not be achieved. To mitigate this risk, priority will be given to designing and implementing a change management plan, emphasizing the benefits of developing and implementing the new ORMM. The technical definition of the scope of the change management plan and ORMM will be a priority in the second half of 2018, so that these activities can begin in the first quarter of 2019. The medium development risks are as follows: (i) if there is no institutional mechanism for the changeover to the new DPC authorities taking office in August 2020, there could be delays and difficulties in meeting the program targets; (ii) if the regional ombudsmen are uninterested in the program, the expected outcomes and impact would not be achieved; and (iii) if there is no institutional mechanism to identify and determine how the different DPC units are to be involved in program execution, there could be delays and the Results Matrix targets for progress in year 1 may be delayed or unmet. To mitigate these risks, the following measures will be taken: (i) three months before the change of authorities, the program execution unit (PEU) will prepare a management report and changeover plan for submission to the DPC's new authorities as part of the Program Management Committee, as well as to the Bank; (ii) the office of the Ombudsman will issue a resolution requiring the commitment and participation of the regional ombudsmen in program execution, and establishing guidelines for their participation and monitoring and compliance mechanisms, according to their areas of jurisdiction, for achieving the program outcomes and impact; and (iii) the Bank will support the DPC in preparing the program [Operating Regulations](#), based on experiences

and good practices from the execution of other programs. The level of support and responsibility will be defined for each DPC unit participating in the program.

- b. **Public management and governance.** Delays in approving the loan by the current Inter-Parliamentary Commission, whose term ends on June 20, are rated as high-risk, since approval of the operation may have to be negotiated with the new Inter-Parliamentary Commission, which would delay the start of activities and achievement of the outcomes in the planned time. Mitigation activities call for a mapping of political operators who may have some influence over the necessary authorizations for the contract to be signed and enter into force. Conversations will be held at the most senior level based on this map, to raise awareness of the program and build consensus in favor of the relevant approvals.⁴⁹

- 2.5 **Sustainability.** To ensure the sustainability of the program activities, the following measures have been planned: (i) institutional arrangements. Two measures have been designed: (a) creation of the PEU by an internal regulation of the DPC, authorized to act autonomously to approve procurements and contracts; and (b) creation of a Program Management Committee to coordinate the technical and operational units involved in program execution for program management, monitoring, and evaluation; and (ii) alignment and institutional and strategic anchoring with government policies and programs.⁵⁰ The operation design is aligned with the Institutional Strategic Plan 2017-2020, which aims to strengthen the strategic management framework, information systems, and staff training to better perform core functions, as well as tools to improve access to justice for ombudsman work. The operation also supports the DPC's commitment to keep the systems financed by this program up to date and operating, as well as to maintain the purchased assets. The designed actions are also aligned with national government guidelines and policies and MINTIC's ICT guidelines to strengthen public management in the Civil Service Administrative Department and the Ten-year Plan of the Justice System 2017-2027. The program is aligned with the DPC's policies and tools for results-based management and transparency and access to public information, especially in terms of georeferenced maps, using the MapaRegalias and MapaInversiones models.

III. IMPLEMENTATION AND MANAGEMENT PLAN

A. Summary of implementation arrangements

- 3.1 **Executing mechanism.** The borrower will be the Republic of Colombia, and the executing agency will be the Ombudsman's Office of Colombia (DPC), which will be supported by a program execution unit (PEU) and a team of at least a program manager, an information technology specialist, a procurement specialist, a planning and monitoring specialist, and a financial specialist with experience in multilateral banking and the corresponding areas of administrative and financial support. The

⁴⁹ The CONPES document was approved on 18 May 2018. The Inter-Parliamentary Commission is not expected to delay approval of signature of the loan contract before the government changeover.

⁵⁰ For more details, see [Summary table of alignment between the program and the Institutional Strategic Plan](#).

PEU will be authorized to act autonomously to approve procurements and contracts for the program.

- 3.2 An institutional capacity analysis of the DPC, as program executing agency, was conducted using the IDB's Institutional Capacity Assessment System (ICAS). The final result of this assessment suggests that the DPC possesses the capacity to execute the program. The Fiduciary Agreements and Requirements establish the framework for financial management and planning, as well the procurement supervision and execution, applicable for program execution.
- 3.3 Program coordination will be led by the PEU, which will coordinate the actions of the DPC technical and operational units involved in program execution. These include the national offices, delegated ombudsmen, regional ombudsmen, and others as relevant. The DPC will create a Program Management Committee via resolution of the Ombudsman, with the PEU serving as technical secretariat. The Ombudsman will chair the Program Management Committee, which will also include the Deputy Ombudsman, the Chief of the Planning Office, the Project Manager, and the Secretary-General.⁵¹ This committee will be responsible for institutional coordination of the technical and operational units involved in program execution, such as the Planning Office, the Systems Office, delegated ombudsman at the central level, municipal ombudsmen, and others as relevant. For more details on the execution mechanism, see the program [Operating Regulations](#).
- 3.4 **Procurement.** Procurements financed in whole or part with Bank resources will be conducted in accordance with the Policies for the Procurement of Goods and Works Financed by the Inter-American Development Bank (document GN-2349-9) and the Policies for the Selection and Contracting of Consultants Financed by the Inter-American Development Bank (document GN-2350-9). The [procurement plan](#) contains the breakdown of procurements to be conducted during execution of the program.
- 3.5 **Audits.** The program financial statements will be audited annually by an independent audit firm accepted by the Bank, within 120 days after the close of each fiscal year of the program during the original disbursement period, or as extended, if necessary. The final audited financial statement will be delivered within 120 days after the scheduled date of the last disbursement.
- 3.6 **Special contractual conditions precedent to the first disbursement of the loan proceeds.** The executing agency will provide the Bank with evidence that: **(i) the program [Operating Regulations](#) have entered into force on the terms previously agreed upon with the Bank**, to establish guidelines and procedures to be followed by the executing agency for successful implementation of the program; **(ii) the Ombudsman's Office has issued a resolution creating the program execution unit (PEU) and appointing its staff at the outset of the program; and (iii) the Ombudsman has issued a resolution creating the Program Management Committee and appointing its members**, to ensure interagency coordination for better program implementation, especially as the program will involve various DPC units at both the central and local levels.

⁵¹ Supported by the directors of the administration and finance areas.

B. Summary of arrangements for monitoring results

- 3.7 **Monitoring by the executing agency.** The executing agency will use the following documents for program monitoring: (i) Results Matrix; (ii) [multiyear execution plan](#); (iii) [monitoring and evaluation plan](#); (iv) [procurement plan](#); (v) program risk management matrix; (vi) six-monthly status reports; and (vii) audited financial statements of the program. The PEU will prepare consolidated six-monthly status reports for review by the Bank, to be delivered no later than 30 days after the end of each six-month period.
- 3.8 **Monitoring by the Bank.** The Bank will conduct administration missions or inspection visits, depending on the scope and complexity of program execution, following the schedule set in the multiyear execution plan, which identifies when the Bank's technical supervision is deemed necessary. In addition, the Bank will use the progress monitoring report (PMR) to monitor the progress of the operation, with the six-monthly status reports delivered by the executing agency as its main input.
- 3.9 In addition, a joint meeting will be held between the executing agency and the Bank every year to discuss: (i) the progress of activities identified in the annual work plan; (ii) the level of compliance with indicators established in the Results Matrix; (iii) the annual work plan for the following year; and (iv) the procurement plan for the next 12 months and possible modifications to the budget for each component. The executing agency agrees to maintain a monitoring and evaluation system for the program, to be used for preparation of reports and data sent to the Bank. The PEU will have a specialist in charge of planning and monitoring its activities.
- 3.10 **Evaluation.** Midterm, final, and program impact evaluations will be conducted to determine whether the outcome and impact targets in the Results Matrix have been met. A midterm evaluation will be conducted, once 50% of the loan amount has been disbursed, or two and a half years have passed since the loan contract enters into force (whichever occurs first).
- 3.11 The Bank will conduct a final evaluation as part of the project completion report (PCR), to be started once the project reaches 95% disbursement, and delivered within 180 days. The inputs for the PCR will be the regular status reports, Results Matrix indicators, audited financial statements, results of the impact evaluation, and other findings. The final evaluation will include an ex post economic evaluation that calculates the real cost/benefit ratio of the program, replicating the cost/benefit analysis methodology developed for the ex ante economic analysis. The [monitoring and evaluation plan](#) describes the terms of reference for the ex post economic evaluation.
- 3.12 The objective of the impact evaluation will be to measure the program's outcomes and impact based on the criteria agreed upon with the Bank. The monitoring and evaluation plan explains the methodology to be used in detail, including: (i) for a first set of output indicators, the "difference-in-differences" methodology is proposed, using variability in the time of program allocation to the different regional offices; (ii) for a second set of output indicators, the "before and after (with trend)" methodology is proposed. This methodology will be used for indicators with aggregate data (for the entire country), for which there is sufficient information on periods prior to the intervention; and (iii) for a third set of output indicators, the "before and after (without trend)" methodology is proposed. This methodology will

be used for indicators with aggregate data (for the entire country), for which there is insufficient information on periods prior to the intervention. This evaluation will be conducted prior to closure of the operation and will be financed by the program.

Development Effectiveness Matrix		
Summary		
I. Corporate and Country Priorities		
1. IDB Development Objectives	Yes	
Development Challenges & Cross-cutting Themes	-Social Inclusion and Equality -Productivity and Innovation -Gender Equality and Diversity -Institutional Capacity and the Rule of Law	
Country Development Results Indicators	-Government agencies benefited by projects that strengthen technological and managerial tools to improve public service delivery (#)* -Accountability institutions strengthened (#)*	
2. Country Development Objectives		
Country Strategy Results Matrix	GN-2832	Increase the efficiency and quality of justice.
Country Program Results Matrix	GN-2915	The intervention is included in the 2018 Operational Program.
Relevance of this project to country development challenges (If not aligned to country strategy or country program)		
II. Development Outcomes - Evaluability		Evaluable
3. Evidence-based Assessment & Solution		9.1
3.1 Program Diagnosis		2.4
3.2 Proposed Interventions or Solutions		4.0
3.3 Results Matrix Quality		2.7
4. Ex ante Economic Analysis		10.0
4.1 Program has an ERR/NPV, or key outcomes identified for CEA		3.0
4.2 Identified and Quantified Benefits and Costs		3.0
4.3 Reasonable Assumptions		1.0
4.4 Sensitivity Analysis		2.0
4.5 Consistency with results matrix		1.0
5. Monitoring and Evaluation		10.0
5.1 Monitoring Mechanisms		2.5
5.2 Evaluation Plan		7.5
III. Risks & Mitigation Monitoring Matrix		
Overall risks rate = magnitude of risks*likelihood		Low
Identified risks have been rated for magnitude and likelihood		Yes
Mitigation measures have been identified for major risks		Yes
Mitigation measures have indicators for tracking their implementation		Yes
Environmental & social risk classification		C
IV. IDB's Role - Additionality		
The project relies on the use of country systems		
Fiduciary (VPC/FMP Criteria)	Yes	Financial Management: Budget, Treasury, Accounting and Reporting. Procurement: Information System.
Non-Fiduciary		
The IDB's involvement promotes additional improvements of the intended beneficiaries and/or public sector entity in the following dimensions:		
Additional (to project preparation) technical assistance was provided to the public sector entity prior to approval to increase the likelihood of success of the project		

Note: (*) Indicates contribution to the corresponding CRF's Country Development Results Indicator.

The overall objective of this program is to contribute to the effectiveness of the ombudsman's institutional management. The specific objectives are to increase efficiency and efficacy of the ombudsman's institutional management; improve quality and efficiency of ombudsman services and strengthen social accountability and citizen participation by strengthening the strategic planning and management (component I), by improving the efficiency and quality of services to citizens (component II) and by improving social accountability channels for citizens.

The main problem relates to the limited compliance by public and private agents on the ombudsman recommendations and alert notices, resulting from: (i) the limited opportunity of the recommendations and alert notices, (ii) limited information that supports recommendations and alert notices and, (iii) limited monitoring of recommendations and alert notices.

The POD clearly identifies the potential beneficiaries of the project. The project's vertical logic is clear and well specified. The link between interventions and problems has been adequately established. The project presents adequate evidence and proposes strategies to generate more robust evidence where there are some limitations on the external and internal validity of the proposed solutions.

The Result Matrix is adequately constructed and contains the required elements for monitoring the project. The POD documentation includes an ex ante Economic Analysis where the economic benefits have been clearly quantified and the costs reflect real resource costs to the economy. The estimated Net Present Value (NPV) is US\$5,197,548 millions and the Internal Rate of Return is (IRR) 18%. The assumptions used are clearly presented and a sensitivity analysis has been performed, undertaking variations in key assumptions during a 10-year period.

The program includes an adequate monitoring and evaluation plan. The program also includes one impact evaluation with a quasi-experimental design. The impact evaluation will contribute to sector knowledge of what works by evaluating the effectiveness of how to increase the compliance by public and private agents of the ombudsman recommendations and alert notices. The POD documentation includes a risk matrix. Mitigation measures were identified with adequate monitoring indicators.

RESULTS MATRIX

Program objective: The program objective is to improve the effectiveness of institutional management of the Ombudsman's Office of Colombia (DPC), which includes: (i) increasing the efficiency and effectiveness of institutional management; (ii) improving the quality and efficiency of services provided by the DPC; and (iii) strengthening accountability and citizen participation.

EXPECTED IMPACT

Indicator	Unit of measure	Baseline	Year	Intermediate measures (year 0 second semester of 2018)					Overall target ¹	Source/Mean of verification	Comments
				Year 0	Year 1	Year 2	Year 3	Year 4			
EXPECTED IMPACT: Greater effectiveness in institutional management											
I.1. Public and private operators comply with warnings and/or recommendations issued by the DPC	Percentage	15	Annual average (2015-2017)	15	15	15	22.5	30	Double the baseline	Source: Office of Planning, DPC, with information from national and delegated authorities Ombudsman reports, warnings from the early warning system, and citizen requests Responsible for data collection and reporting: Office of Planning (collection) – executing agency (PEU), DPC (reporting)	Evaluation of the percentage of warnings and/or recommendations implemented is conducted over two years from the moment they were issued. Baseline: Calculated based on a sample of average compliance with warnings and/or recommendations for the health sector (20%), ethnic groups (10%), and victims and land restitution (15%). The compliance percentage is calculated annually for the period 2015-2017. Formula: # recommendations issued in k-2 (2015-2017) adopted up to k (2022) / # recommendations adopted in k-2.

¹ In four operations on strengthening oversight systems (3120/OC-EC, 2919/OC-BR, and 3593/OC-CO) an impact indicator was used to measure the effectiveness of public oversight relating to the adoption of recommendations from public entities. In Ecuador, effectiveness is estimated to have risen from 23% to 45% and in Brazil from 10% to 50%.

Indicator	Unit of measure	Baseline	Year	Intermediate measures (year 0 second semester of 2018)					Overall target ¹	Source/Mean of verification	Comments
				Year 0	Year 1	Year 2	Year 3	Year 4			
EXPECTED IMPACT: Greater effectiveness in institutional management											
											It is assumed that without the program average compliance with warnings and recommendations will follow the evolution of the period 2015-2017. The three components will contribute to the expected effects.

EXPECTED OUTCOMES

Indicator	Unit of measure	Base-line	Year	Intermediate measurements (year 0 second semester of 2018)					Overall target	Source/ Means of verification	Comments/ Form
				Year 0	Year 1	Year 2	Year 3	Year 4			
Outcome 1: Institutional management of the DPC is more efficient and effective											
R.1.1. Management efficiency	Dollars	1,388,441	2017	1,388,441	1,249,597 (-10% baseline)	1,110,753 (-20% baseline)	971,909 (-30% baseline)	833,065 (-40% baseline)	833,065 (40% baseline)	Statistics on managing citizen requests Source: Office of Planning, DPC, with information from national and delegated authorities Responsible for data collection and reporting: Office of Planning (collection and consolidation) – PEU, DPC (reporting)	This refers to improvements in the efficiency of managing citizen requests thanks to reduced costs in addressing requests. The baseline is the accumulated cost of managing citizen requests in 2017. A 40% reduction is sought (US\$555,376) at the end of the operation. To reach this target an annual cost reduction of 10% is expected from year 1. See monitoring and evaluation plan .

Indicator	Unit of measure	Base-line	Year	Intermediate measurements (year 0 second semester of 2018)					Overall target	Source/ Means of verification	Comments/ Form
				Year 0	Year 1	Year 2	Year 3	Year 4			
											Table 6.
R.1.2. Efficiency of issuing warnings and/or recommendations	Days	30	2015-2017	30	30	20	10	10	10	Statistics on issuance times for warnings and/or recommendations Source: Office of Planning, DPC, with information from national and delegated authorities Responsible for data collection and reporting: Office of Planning (collection and consolidation) – PEU, DPC (reporting)	A reduction is sought in the average number of days for issuing warnings and/or recommendations. The time estimated by the DPC for this is 10 days. Calculated by taking into account the number of warnings and/or situation reports issued (average) / the time estimated by the DPC for the issuance of warnings and/or recommendations. See monitoring and evaluation plan , Table 6.
R.1.3. Compliance with MINTIC guidelines	Percentage	10	2018	10	10	50	50	70	70	Measure of compliance Source: Office of Systems, DPC Responsible for data collection and reporting: Office of Planning (collection) – PEU, DPC (reporting)	The DPC complies with only 10% of MINTIC's statutory ICT guidelines (120) for public entities in critical areas for information management. Compliance of more than 50% is expected at the end of the project. See monitoring and evaluation plan , Table 6.
Outcome 2: The quality and efficiency of citizen services and assistance is improved											
R.2.1. Citizen requests resolved	Percentage	30.9	2017	30.9	30.9	40	50	50	50	Statistics on managing	Calculated by taking into account the

Indicator	Unit of measure	Base-line	Year	Intermediate measurements (year 0 second semester of 2018)					Overall target	Source/ Means of verification	Comments/ Form
				Year 0	Year 1	Year 2	Year 3	Year 4			
favorably	tage									<p>citizen requests</p> <p>Source: National Directorate for Handling and Processing Complaints, DPC, with information from national and delegated authorities</p> <p>Responsible for data collection and reporting: Office of Planning (collection) – PEU, DPC (reporting)</p>	<p>number of favorably resolved citizen requests (complaints, applications, and assessments) / the total number of citizen requests.</p> <p>The baseline is the average percentage of favorably resolved citizen requests per department for 2017.</p> <p>A 50% increase in favorably resolved citizen requests is expected at the end of the operation.</p> <p>See monitoring and evaluation plan, Table 6.</p>
R.2.2. Citizen requests on gender issues resolved favorably	Percentage	6	2017	6	6	20	30	40	40% of citizen requests on gender issues resolved favorably	<p>Statistics on managing citizen requests</p> <p>Source: Visión WEB information system (ATQ module)</p> <p>Responsible for data collection and reporting: Office of Planning (collection) – PEU, DPC (reporting)</p>	<p>Calculated by taking into account the number of satisfactorily resolved citizen requests on gender issues (complaints, applications, and assessments) / the total number of citizen requests.</p> <p>The baseline is the average percentage of favorably resolved citizen requests per department for 2017. DPC data.</p> <p>In 2016 and 2017, 6% of the 1,945 gender applications were recorded as favorably resolved.</p>

Indicator	Unit of measure	Base-line	Year	Intermediate measurements (year 0 second semester of 2018)					Overall target	Source/ Means of verification	Comments/ Form
				Year 0	Year 1	Year 2	Year 3	Year 4			
											A 40% increase in the favorable resolution of these requests is expected at the end of the operation. See monitoring and evaluation plan , Table 6.
R.2.3. Average response time for citizen requests	Days	62	2017	62	62	40	30	15	15	Statistics on managing citizen requests Source: Office of Planning, DPC, with information from national and delegated authorities Responsible for data collection and reporting: Office of Planning (collection) – PEU, DPC (reporting)	Maximum response times established in the DPC's internal standards are 15 days. The indicator is calculated by taking into account the number of citizen requests (complaints, applications, and assessments) resolved within the periods established in internal standards / the total number of citizen requests. See monitoring and evaluation plan , Table 6.
R.2.4. DPC service coverage for vulnerable populations	Percentage	7.4	2017	7.4	7.4	9	11	14	14	Source: Office of Planning, DPC, with information from national and delegated authorities Responsible for data collection and reporting: Office of Planning (collection and	A sample of five regional ombudsmen was taken (Caldas, Quindío Risaralda, Santander, and Norte de Santander). The total population in these departments is 5,947,077 (2017) and the vulnerable population, according to DANE data, is 1,303,125 persons.

Indicator	Unit of measure	Base-line	Year	Intermediate measurements (year 0 second semester of 2018)					Overall target	Source/ Means of verification	Comments/ Form
				Year 0	Year 1	Year 2	Year 3	Year 4			
										consolidation) – PEU, DPC (reporting)	<p>The number of people assisted was 288,766 in total for the period 2015-2017, or an average of 96,255 per year. This means that 7.38% of the vulnerable population was assisted in each of these years (on average).</p> <p>The program seeks to increase service coverage for vulnerable populations from 7.4% to 14% at the end of the operation.</p> <p>The formula used to calculate the indicator will be the percentage of vulnerable people assisted in 5 priority departments / the total vulnerable population in the 5 priority departments.</p> <p>See monitoring and evaluation plan, Table 6.</p>
Outcome 3: Accountability and citizen participation are improved											
R.3.1. Level of citizen participation	Number	4,675,735	2017	4,675,735	4,675,735	4,675,735	5,143,309 (+10%)	5,610,882 (+10%)	5,610,882 (20%)	<p>Source: Office of Information Systems, DPC - PEU</p> <p>Responsible for data collection and reporting: Office of Systems</p>	<p>The indicator will be calculated by taking into account the level of citizen participation through the DPC's assistance channels / access channels broken down into four types: telephone, letter, email, and website.</p>

Indicator	Unit of measure	Base-line	Year	Intermediate measurements (year 0 second semester of 2018)					Overall target	Source/ Means of verification	Comments/ Form
				Year 0	Year 1	Year 2	Year 3	Year 4			
										(collection) – PEU, DPC (reporting)	The baseline corresponds to total citizen participation via the four channels in 2017. At the end of the operation a 20% increase in the level of citizen participation over the baseline (2017) is expected. See monitoring and evaluation plan , Table 6.
R.3.2. Citizen confidence in the DPC	Percentage	32.9	2017	32.9	32.9	35	40	43	43	Source: DANE statistics. Annual Political Culture Survey. Responsible for data collection and reporting: Office of Planning (collection) – PEU, DPC (reporting)	According to the DANE Political Culture Survey, levels of institutional confidence in the DPC fell from 40.3% (2015) to 32.9% (2017). The program aims to increase citizens' confidence in the DPC from 32.7% to 43%. See monitoring and evaluation plan , Table 6.

OUTPUTS

Output	Unit of measure	Year 0	Year 1	Year 2	Year 3	Year 4	End target	Source/Mean of verification
Component 1. Strengthening of management and strategic planning (US\$8.5 million)								
P.1.1. The Ombudsman Results-based Management Model (ORMM) is designed and implemented	Model	0	0	1	0	0	1	<ul style="list-style-type: none"> • ORMM approved by DPC • Administrative document to adopt ORMM • Progress reports and results of implementing ORMM
P.1.2. The generation of results and a mechanism to measure the gender impact under the ORMM are designed and implemented	ORMM gender issues	0	0	1	0	0	1	<ul style="list-style-type: none"> • ORMM gender issues approved by DPC • Administrative document to adopt ORMM gender issues • Progress reports and results of implementing ORMM gender issues
P.1.3. The methodology for managing recommendations is designed and implemented	Methodology	0	0	1	0	0	1	<ul style="list-style-type: none"> • Methodology approved by DPC • Administrative document to adopt methodology • Progress reports and results of implementing methodology
P.1.4. The monitoring, analysis, and supervision tool for warnings and recommendations is designed and implemented	System	0	0	1	0	0	1	<ul style="list-style-type: none"> • Administrative document to adopt tool approved by DPC • Monitoring system reports approved by DPC
P.1.5. The Business Architecture, Software Architecture, and ICT and Data Governance Model in accordance with MINTIC guidelines is designed and implemented	Model	0	0	1	0	0	1	<ul style="list-style-type: none"> • Administrative document to adopt model approved by DPC
P.1.6. The Business Intelligence and Analytics Model is designed and implemented	Model	0	0	1	0	0	1	<ul style="list-style-type: none"> • Administrative document to adopt model
P.1.7. The Ombudsman Integrated Management System, including a dashboard to support the ORMM and an internal and external reporting tool, is designed and implemented	System	0	0	1	0	0	1	<ul style="list-style-type: none"> • System reports

Output	Unit of measure	Year 0	Year 1	Year 2	Year 3	Year 4	End target	Source/Mean of verification
P.1.8. The visualization and georeferencing platform for DPC management (Ombudsman Map) is designed and implemented	System	0	0	1	0	0	1	<ul style="list-style-type: none"> Platform reports
P.1.9. The infrastructure, services, and software are procured ²	Teams, licenses, and services	0	0	0	0	0	0	<ul style="list-style-type: none"> DPC inventories
P.1.10. Civil servants are trained in results-based management workshops to implement the ORMM	Civil servants	0	0	120	230	0	350	<ul style="list-style-type: none"> Workshop attendance lists Progress reports and training results
P.1.11. Civil servants are trained in change management workshops to assimilate ICTs	Civil servants	0	0	120	230	0	350	<ul style="list-style-type: none"> Workshop attendance lists Progress reports and training results
P.1.12. The interoperability pilot to strengthen service delivery and coordinated action with PGN and municipal ombudsmen is designed and implemented	System	0	1	0	0	0	1	<ul style="list-style-type: none"> Document approved by DPC (including design of pilot and methodology/information protocols for preventive, disciplinary, and/or punitive action – depending on areas of competence – Office of the Inspector General and regional ombudsmen) Monitoring system reports
Component 2. Citizen service and assistance (US\$4.6 million)								
P.2.1. The diagnostic assessment of the process for handling citizen requests is performed, identifying gaps that affect optimal performance (including an analysis by gender and vulnerable populations)	Diagnostic assessment	1	0	0	0	0	1	<ul style="list-style-type: none"> Diagnostic assessment approved by DPC
P.2.2. The model for addressing citizen requests is designed and implemented	Model	0	0	1	0	0	1	<ul style="list-style-type: none"> Model approved by DPC Administrative document to adopt model
P.2.3. The pilot in five priority territories by the DPC to improve the delivery of services and assistance to citizens is designed, implemented, and evaluated	Pilot	0	0	0	0	1	1	<ul style="list-style-type: none"> Pilot designed (applied in five territories) and approved by DPC Progress reports and results of implementing applied pilot Evaluation of pilot approved by DPC

² Since these services will be procured by a request using information from the diagnostic assessments, physical targets are not quantified in this matrix.

Output	Unit of measure	Year 0	Year 1	Year 2	Year 3	Year 4	End target	Source/Mean of verification
P.2.4. The strategy for expanding coverage in the delivery of services and assistance to vulnerable populations at the local level is designed, implemented, and evaluated (based on the pilot)	Strategy	0	0	0	0	1	1	<ul style="list-style-type: none"> Administrative document to adopt strategy
P.2.5. The citizen relationship system is designed and implemented (public sector to address citizen requests, especially from vulnerable populations)	System	0	0	1	0	0	1	<ul style="list-style-type: none"> Administrative document to adopt system
P.2.6. The technological tool for ombudsman knowledge management is designed and implemented	System	0	0	0	1	0	1	<ul style="list-style-type: none"> Knowledge management strategy including regulatory framework to create legal action guidelines approved by DPC Administrative document to adopt technological tool approved by DPC System reports
Component 3. Accountability and citizen participation (US\$4 million)								
P.3.1. The diagnostic assessment of the current state of mechanisms for accountability, citizen participation, and influence on existing public policies is performed	Diagnostic assessment	0	0	0	1	0	1	<ul style="list-style-type: none"> Diagnostic assessment approved by DPC
P.3.2. A line of work on accountability, citizen participation, and influence on existing public policies focusing on gender and vulnerable populations is designed and implemented	Methodology	0	0	0	1	0	1	<ul style="list-style-type: none"> Baseline approved by DPC
P.3.3. The baseline for accountability, citizen participation, and influence on policies of ombudsman management is established	Baseline	0	0	0	1	0	1	<ul style="list-style-type: none"> Baseline approved by DPC

Output	Unit of measure	Year 0	Year 1	Year 2	Year 3	Year 4	End target	Source/Mean of verification
P.3.4. The strategy for accountability, citizen participation, and influence on existing public policies is designed and implemented	Strategy	0	0	0	1	0	1	<ul style="list-style-type: none"> Document with institutional framework and operational amendments approved by DPC Document with protocols and mechanisms approved by DPC Reports on monitoring and evaluation indicators for strategy
P.3.5. The Web portal for the DPC is redesigned and made available online	System	0	0	0	1	0	1	<ul style="list-style-type: none"> Webpages for consultation and citizen interaction available online
P.3.6. The diagnostic assessment of the current state of existing procedures and mechanisms for promotion, dissemination, and communication is performed	Diagnostic assessment	0	0	0	0	1	1	<ul style="list-style-type: none"> Diagnostic assessment approved by DPC
P.3.7. Perception surveys of public and private operators and citizens are designed and implemented	Survey	0	1	0	0	1	2	<ul style="list-style-type: none"> Documents with results of surveys compiled in second year of program and ultimately approved by DPC

FIDUCIARY AGREEMENTS AND REQUIREMENTS

Country:	Colombia
Project number:	CO-L1236
Name:	Program for Strengthening the Institutional Capacity of the Ombudsman's Office
Executing agency:	Ombudsman's Office of Colombia (DPC)
Fiduciary team:	Miguel A. Orellana, Lead Fiduciary Specialist in Financial Management (FMP/CCO); Eugenio Hillman, Lead Fiduciary Specialist in Procurement (FMP/CCO)

I. EXECUTIVE SUMMARY

- 1.1 The executing agency will be the Ombudsman's Office of Colombia (DPC), which will execute the program via a program execution unit (PEU), responsible for program execution and technical and fiduciary supervision. To determine the implementation structure, the Bank's Fiduciary Team considered the program's technical features, the result of the institutional capacity assessment, and the Bank's experience and knowledge of managing projects with similar challenges.
- 1.2 The institutional capacity assessment of the DPC looked at the planning, procurement, finance and accounting, human resources, and control functions across five dimensions: operational strategy, processes and policies, people and organization, technology and data, and performance management. The IDB's Institutional Capacity Assessment System (ICAS) was used as a guide, to ensure that a minimum number of factors were covered in the assessment.
- 1.3 The institutional capacity assessment concluded that the functions required for program execution had a medium level of development and a medium level of fiduciary risk. To increase the likelihood of success, program management must be strengthened, so that the PEU can coordinate the team based on a strategic vision, advance program monitoring throughout the cycle, manage risks, ensure the quality of outputs, and monitor the attainment of benefits.
- 1.4 According to the PEFA assessment, Colombia's public financial management system is mature and performs well in most areas. However, it is still not fully aligned with international standards. Additionally, the public contracting system is adequate from a policy perspective and consistent with internationally accepted practices but has still not been accepted for use with Bank financing. The DPC uses the SIIF Nación 2 integrated financial information system for budgetary, accounting, and cash management control, all of which are online. The DPC also uses the Administrative and Financial Information System for the itemized recording of transactions, generation of payroll reports, and inventory

management. The program has no counterpart or financing from other multilaterals.

II. FIDUCIARY CONTEXT OF THE EXECUTING AGENCY

- 2.1 The lead units for the allocation and execution of external credit resources for core activities are the Planning Advisory Office, the Office of the Secretary-General, particularly the Finance Department, Administrative Department, and Contracting Group, and the Internal Control Advisory Office.
- 2.2 In the past five years the DPC has worked to document and standardize its operations, based on guidelines established in the NTCGP1000:2009 and the Standard Internal Control Model. It currently has a Quality Management System, which has given the organization better control over its actions and clarified responsibilities for the actions performed by each unit in the performance of its functions. The Quality Management System covers planning, procurement, finance and accounting, human resources, and control functions. It does not anticipate specific activities for the execution of resources for this operation.
- 2.3 The DPC has centralized and delegated the authorization of expenditure within its Office of the Secretary-General. It has also centralized the distribution of goods to regional ombudsmen from its own warehouse in Bogotá. The operational model encompasses document management, contract management, and financial management processes to consolidate, organize, and store information relating to each purchasing process. In addition, administrative management includes management procedures for fixed assets and inventory management, making possible a centralized register of items owned by the DPC.
- 2.4 The ability of the finance, procurement, and administrative support functions to generate value is limited, and a rigid, legalistic way of working predominates. To increase value for money in procurement and ensure availability of the resources required for project activities, the DPC will centralize institutional planning, financial planning, the entire procurement process, accounting records, and the generation of third-party reports on program-related activities within the PEU.
- 2.5 The PEU will have staff with experience in following multilateral bank policies and procedures. The project team will receive training in the application of IDB procurement policies at the start of the operation. Subsequently, this will be limited to the training provided annually by the Bank.
- 2.6 The Oficina de Control Interno [Internal Control Office] (OCI) exercises authority over all DPC operations, focusing on ensuring operational and regulatory compliance and provides feedback by issuing improvement plans.

III. FIDUCIARY RISK EVALUATION AND MITIGATION MEASURES

- 3.1 A risk management exercise was conducted as part of the operation design, using the Bank's methodology, with the participation of DPC staff. The following fiduciary risks were identified as moderate: (i) in financial management, if the required annual fiscal headroom for program execution is not guaranteed, there may be delays in completing activities and achieving the targets and outcomes reflected in

the Results Matrix; and (ii) in procurement, if the DPC does not understand and know how to use the Bank's procurement policies, there may be resistance to using them, impacting program execution times.

- 3.2 The following mitigation actions are proposed: (i) prioritizing coordination with the Ministry of Finance (MHCP) and the National Planning Department (DNP) from the preliminary budget preparation stage, to ensure that the necessary budget conditions are met for program execution; (ii) training on procurement policies for key staff in expenditure authorization and contracting at the DPC; and (iii) development of a technical job description for procurement support with knowledge and experience in managing processes based on the policies of the Bank or other multilateral banks.

IV. CONSIDERATIONS FOR THE SPECIAL PROVISIONS OF THE CONTRACT

- 4.1 Justification of expenditures must be provided using the exchange rate for payments from the U.S. dollar account to Colombian pesos (monetization rate).
- 4.2 Budget lines must be created for program resources based on the classification for each component and the distribution of resources defined in the "cost and financing" table of the loan contract, so that the program financial reports are generated automatically by the SIIF Nación 2 integrated financial information system.
- 4.3 Audited financial statements must be delivered annually until the operation concludes, audited by an independent audit firm, selected and contracted according to Bank policies, over multiple years where possible.
- 4.4 The program procurement plan, acceptable to the Bank, for the first 18 months, must be delivered, as well as the annual procurement plan described in Article 2.2.1.1.4.1 of Decree 1082 of 2015, for the first year of program execution.

V. AGREEMENTS AND REQUIREMENTS FOR PROCUREMENT EXECUTION

- 5.1 **Procurement of works, goods, and nonconsulting services.** Contracts for works, goods, and nonconsulting services generated under the project and subject to international competitive bidding (ICB) will be executed using document GN-2349-9 and the standard bidding documents issued by the Bank. Solicitations subject to national competitive bidding (NCB) will be executed using the country bidding documents agreed upon with the Bank. The project's sector specialist will be responsible for reviewing the technical specifications during the preparation of selection processes.
- 5.2 **Selection and contracting of consultants.** Contracts for consulting services will be executed using the standard request for proposals (RFP) agreed upon with the Bank or the standard RFP harmonized between the World Bank and Colombia Compra Eficiente.
- 5.3 The project's sector specialist will be responsible for reviewing the terms of reference for the contracting of consulting services.
- 5.4 **Selection of individual consultants.** Governed by document GN-2350-9.

5.5 Training. No special activities will be required for any training.

Table 1. Threshold amounts (US\$)

Works		Goods		Consulting	
ICB	NCB (complex works)*	ICB	NCB (complex goods)**	Consulting international publicity	Shortlist without nationality restrictions
10,000,000 or more	350,000 to 10,000,000	1,000,000 or more	50,000 to 1,000,000	200,000 or more	500,000 or less

* Simple works and off-the-shelf goods with a value below the ICB amount may be procured using the Shopping method.

** Complex works or complex goods with a value below the NCB range may be procured using the Shopping method.

Table 2. Threshold amounts for ex post review (US\$)***

Works	Goods	Consulting services
10,000,000	1,000,000	200,000

*** Ex post reviews are subject to document GN-2349-9.

5.6 Main procurements. Procurements for the first 18 months are reflected in the [procurement plan](#).

5.7 Procurement supervision. In the initial phase of the loan, procurements will be subject to ex ante review: the ex post review modality will be assessed by the Bank's Project Team, with the exception of direct contracting, which will always be subject to ex ante review.

- (i) Works: Ex ante, until the Bank determines otherwise.
- (ii) Goods: ICB and NCB ex ante, until the Bank determines otherwise.
- (iii) Shopping: Initially ex ante, may become ex post, if findings are satisfactory.
- (iv) Consulting firms: ex ante, until the Bank determines otherwise.
- (v) Individual consultants: ex ante, until the Bank determines otherwise.

5.8 Records and files. The DPC will maintain complete records of procurement process. Documentation of the purchasing process will be managed by the PEU, following the document management guidelines defined in the program Operating Regulations.

VI. FINANCIAL MANAGEMENT

6.1 Programming and budget. The national government, acting through the Directorate-General of the National Public Budget and the National Planning Department, will be responsible for the budget programming process, which concludes with the approval of the Annual Budget Law by the Congress of the Republic. The loan proceeds will be included in the national budget, under the heading for the DPC.

- 6.2 **Accounting and information systems.** The lead agency for public accounting in Colombia is the Contaduría General de la Nación [Office of the Auditor General of the Nation] (CGN), which issues directives on accounting practices. The official public accounting system is the SIIF Nación 2 integrated financial information system, which is the source for information transmitted to the CGN via the Treasury Consolidation and Public Information System (CHIP). The DPC will use the SIIF Nación 2 system for program budgetary, accounting, and cash management control. Transactions will be recorded using the accrual basis of accounting; however, the audited financial statements for the program will be prepared on a cash accounting basis and delivered annually to the Bank. To record transactions and prepare its financial statements, the DPC follows the policies stipulated by the CGN, and generally accepted accounting practices in Colombia in cases not covered by those policies.
- 6.3 **Disbursements and cash flow.** External credit resources will be executed through the SIIF Nación 2 system. For program cash management, the DPC will open a special bank account denominated in foreign currency at Banco de la República, used exclusively for the loan proceeds. The advance of funds modality will be used for disbursements, based on liquidity needs for a period of up to six months. Advances must be justified, once the expenditures reach 80% of the amount advanced, as established in the “Financial Management Policy for IDB-financed Projects” (document OP-273-6).
- 6.4 **Internal control and internal audit.** The DPC has an Internal Control Office (OCI). Internal control is based on applicability of the MECI 2014 Standard Internal Control Model and the principles of self-regulation, self-management, self-control, and continuous improvement. Furthermore, the DPC has risk maps for each of the processes included in the Quality Management System. The OCI performs internal audits to review processes, ensure that actions are completed as planned, and assist with improvement plans from internal audits and the Contraloría General de la República [Office of the Comptroller General of the Republic] (CGR).
- 6.5 **External control and reports.** External control of the DPC is performed by the CGR based public audits on a selective and ex post basis, to verify compliance with policies, good use of resources, observance of processes and procedures, targets and objectives met, etc. The program will use the services of an independent audit firm, which will perform financial auditing with an independent report.
- 6.6 The audited financial statements and eligibility of program expenditures will be audited each year by an independent audit firm acceptable to the Bank, which will be contracted by the DPC. Auditing services will be financed from program resources, with an estimated budget of US\$148,000. The project’s audited financial statements will be delivered to the Bank no later than four months after the close of each fiscal year, or other time limit as agreed by the parties, in accordance with procedures and terms of reference previously agreed upon with the Bank.
- 6.7 **Financial supervision plan.** The financial specialist will conduct at least two “onsite” reviews each year, and “desk” reviews of the annual and final audited financial statements. Visits for fiduciary supervision in financial management will include verification of the financial and auditing arrangements used to administer

- the project, and monitoring of implementation of the recommendations issued by the independent auditor for the project, among other activities.
- 6.8 The country has no policy on the public disclosure of audit reports. However, under the Bank's current policy on information access and disclosure, the audited reports for the program must be published in the Bank's systems.
- 6.9 **Execution mechanism.** The borrower will be the Republic of Colombia, and the DPC will be the executing agency for the program. The DPC will use the SIIF Nación 2 integrated financial information system for program budgetary, accounting, and cash management control, and will be responsible for accounting reports and preparing the program financial statements. The program Operating Regulations will describe the details of implementation, as well as the roles and responsibilities of the different entities involved in execution of the operation.
- 6.10 The DPC will execute the program through the PEU, whose staff must have experience on projects financed by multilateral banks. A general manager will be hired for the program, reporting directly to the Ombudsman, in addition to, at least, a procurement specialist, a financial specialist, and a monitoring and evaluation specialist for projects. The operation will have no co-executing agencies.
- 6.11 **Other financial management agreements and requirements.** There are no agreements other than those mentioned above. However, the fiduciary agreements and requirements included in this annex may be amended as the program progresses, based on updates to the risk analysis and the institutional capacity assessment during program execution.

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

PROPOSED RESOLUTION DE-___/18

Colombia. Loan ____/OC-CO to the Republic of Colombia
Program for Strengthening the Institutional Capacity
of the Ombudsman's Office

The Board of Executive Directors

RESOLVES:

That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, to enter into such contract or contracts as may be necessary with the Republic of Colombia, as Borrower, for the purpose of granting it a financing to cooperate in the execution of a Program for Strengthening the Institutional Capacity of the Ombudsman's Office. Such financing will be for the amount of up to US\$18,000,000 from the resources of the Bank's Ordinary Capital, and will be subject to the Financial Terms and Conditions and the Special Contractual Conditions of the Project Summary of the Loan Proposal.

(Adopted on _____ 2018)