



# REGIONAL DOCUMENT FOR ACCELERATING PROGRESS TOWARD THE MDGs:

*DEPARTMENT OF CUNDINAMARCA, COLOMBIA*



## **Regional document for accelerating the MDGs:**

*Department of Cundinamarca, Colombia*

September 2010

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Luis Sanmiguel

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SEPTEMBER 2010



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# PROLOGUE

In the year 2000, Colombia and 188 countries of the world undertook the ambitious challenge of eradicating world poverty before 2015. As a signatory of the Millennium Declaration, Colombia promised to achieve the Millennium Development Goals. In the eight goals, specific targets were set for poverty reduction, education, health, gender equality, environmental sustainability and development partnerships.

Cundinamarca joined this campaign and undertook the solemn commitment to fight against poverty. For this purpose, a policy was developed and promoted for a **War on poverty and exclusion**, a cross-cutting strategy which aims to eradicate extreme poverty by attacking on numerous fronts such as health, education, nutrition, and housing, among others, all aiming to promote a dignified quality of life.

For this reason, and with the aim of directing actions towards the populations most in need, 25 municipalities (municipios) with the greatest levels of poverty were identified. These were given the name "Millennium Municipalities". With the full support of municipal leaders, programme development and available resources are focused on these municipalities.

With the policy established by the Regional Government, a ceaseless war is being waged. It began with an assessment, to boost the process of focusing, promote cooperation in work, and boost actions which facilitate a reduction in the extreme poverty indices registered in various parts of Cundinamarca.

In this context, the Regional Government works in partnership with institutions such as the Presidential Agency for Social Action (Agencia Presidencial para la Acción Social) through its Red Juntos (Network Together) Programme and the United Nations Development Programme-UNDP.

This document is the fruit of working partnership of the Regional Government of Cundinamarca with academic institutions, the private sector, and the United Nations Development Programme-UNDP.

In its first section, the document presents a general overview of the progress and challenges facing the region in the fight against poverty. Next, it sets out the progress in identifying and analysing obstacles which exist in Cundinamarca to implementing actions to eradicate poverty. Finally it proposes an action plan to remove them.

We hope that the work contained in this document serves as a weapon to continue waging the bold and determined fight against poverty in our country.



**Andrés González Díaz**  
Governor of Cundinamarca



# FOREWORD

At the Millennium Summit in September 2000, the leaders of 189 countries agreed to undertake a universal commitment to reduce extreme poverty and to work to achieve a series of basic development goals before 2015: the Millennium Development Goals or MDGs.

During 2010, the world will review its progress towards the Millennium Development Goals (MDGs). While successes abound, many countries run the risk of not meeting the 2015 deadline unless they take immediate action.

In an effort to help countries to reach their MDG targets, the UNDP, in cooperation with other United Nations System agencies (UNS) has developed the MDG Acceleration Framework, known as MAF. The framework offers countries, and the UNS, a systematic focus for identifying and analysing the bottlenecks which slow down MDG achievement.

Colombia, like other countries with a medium development index, appears to be on the right road for achieving the MDGs. However, on looking closely, we find that the inequality within the country threatens MDG achievement for some regions and segments of the population which present social indicators below national averages.

This makes clear the need for rapid application of corrective measures to ensure that all Colombians overcome poverty and that the country manages to achieve the targets set for 2015, not just for the majority, but for all inhabitants together.

For this reason, UNDP Colombia appreciates the opportunity which the Bureau for Development Policy (BDP) is giving us to be one of the first countries in the world to try this new methodology. This enables our local partners to identify and analyse the bottlenecks which obstruct or slow down progress towards the implementation of actions to promote MDG achievement in the country's regions.

This document sets out the progress achieved by the Region (Departamento) of Cundinamarca in MDG achievement, in particular MDG 1, and demonstrates the commitment of the local government to achieving the MDGs.

I would like to express my thanks to the officials of the Regional Government of Cundinamarca, the Presidential Agency for Social Action (*Agencia Presidencial para la Acción Social*), the Presidential Higher Council for Competition and the Regions (*Alta Consejería Presidencial para la Competitividad y las Regiones*) and all the other partners who participate in this initiative, in addition to colleagues from the BDP and the UNDP Colombia office for this endeavour.

I sincerely hope that this endeavour brings the region to MDG achievement.



**Bruno Moro**

*Resident Representative and Coordinator of the United Nations System in Colombia*



SECTION 1:

**THE REGION**

*Photo: Juan Sanmiguel*



## REGIONAL CONTEXT: The Department of Cundinamarca

**Capital:** Bogota

**Surface area:** 24,210 km<sup>2</sup>

**Total population:** 2,437,151 inhabitants

**Population density:** 94.18 ha/km<sup>2</sup>

**Administrative structure:** 116 municipalities (municipios) – 15 provinces (provincias)

The department of Cundinamarca is situated in the centre of Colombia. It is where Bogota, the capital city of the country, is located. Bogota, the largest city in the country and the nation's most important market for goods and services, is also the capital city of the department of Cundinamarca. Bogota is not included in the analysis presented in this document.

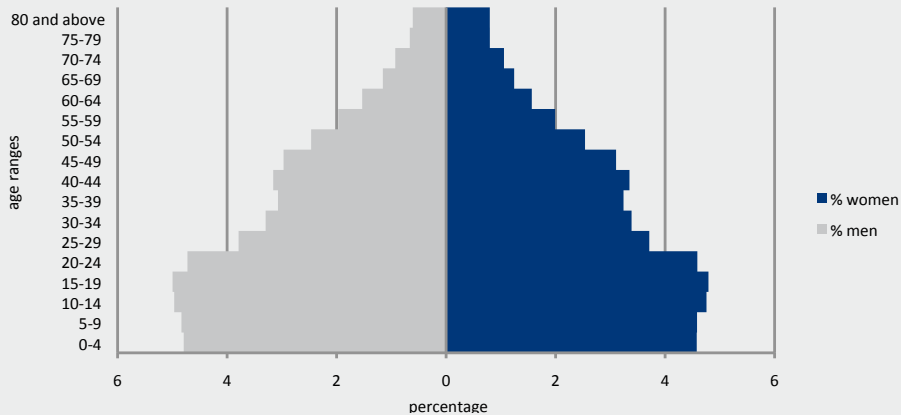
The department comprises 116 municipalities (*municipios*) that are grouped into 15 provinces (*provincias*). While these are not formal territorial entities, the department has adopted them as subdivisions for the planning and implementation of policies, programmes and projects.

The topography of Cundinamarca is diverse. Consequently, there is great climatic variety, ranging from 30°C in the River Magdalena Valley to -4°C on the Chingaza Plateau.

**Demographic dynamic:** According to the 2005 census of the National Statistics Administrative Department (DANE, *Departamento Administrativo Nacional de Estadística*), the projected population for 2010 is 2,477,036 inhabitants: 1,236,525 men and 1,240,511 women, of whom 64.7% reside in urban areas and 35.3% in rural areas. This figure does not include residents of the district capital.

Figure 1

### POPULATION PYRAMID 2010



Source: DANE

**Economic dynamic:** For the year 2007, the total gross domestic product (GDP) of the department represented 31.68% of national GDP. The average growth in GDP between 2001 and 2007 was 5.8%, slightly above the national average of 5.3%. In the same year, the GDP per capita was US\$ 5,981, also above the national average, which was approximately US\$ 4,730.

The figure for total rural GDP is 14,990,063.86 million pesos. Of this, only 21% represents the activities of rural workers (*campesinos*). Looking in greater detail, we can see that rural GDP is distributed as follows: 15.4% agricultural GDP; 4.8% mining GDP; and 0.2% forestry GDP.

According to figures of the Cundinamarca Planning Secretary's office, the provinces that made the greatest contribution to departmental GDP in 2005 were Western Savannah (*Sabana Occidente*), which accounts for 19.6% of departmental output, and Central Savannah (*Sabana Centro*), with 19.2%; both have borders with the city of Bogota. These provinces are characterised by their agro-industrial potential, especially in developing activities associated with the following sectors: construction, transport, mining, chemical products, livestock, dairy products and single-harvest crops such as potatoes and peas.

## THE MDGS IN THE POLICY CYCLE

The first National Report on the Millennium Development Goals (MDGs), called *Toward an Equitable and Inclusive Colombia (Hacia una Colombia Equitativa e Incluyente)*, shows that the major challenge to the country in achieving the 2015 targets involves overcoming the serious inequalities that exist within the country. This is why, in order to achieve the MDGs, the strategy of the Colombian government concentrates on reducing social divisions. Activities are focused on the departmental and municipal levels where these inequalities are most evident.

In this context, the United Nations Development Programme (UNDP) supports the efforts of departmental and local governments and works in line with the public policy cycle, incorporating the MDG focus as follows.

- The work begins with local election candidates (for mayor or governor), advising them and training them to include the MDGs within their government programmes.
- Successful candidates are given support to turn their campaign pledges into **development plans** that successfully include the MDG targets.
- Technical support is provided for the design of **public policies** that express the commitments made in the development plans. Support is given to the implementation of these policies, bringing them to fruition in **projects**, and focusing their implementation on the most vulnerable populations and poorest municipalities.

Serious disparities are also apparent within the department of Cundinamarca. For this reason, in its Departmental Development Plan for 2008-11, called *Cundinamarca, Heart of Colombia (Cundinamarca corazón de Colombia)*, the region identified the need for a regional public policy of 'War on Poverty and Exclusion' that would address regional inequalities and give priority to the most underdeveloped municipalities.

The UNDP supported the departmental government, giving technical support for the creation of this policy and for prioritizing those department municipalities that had the greatest poverty. Of the 116 municipalities in the department, 25 municipalities, in which the situation was most critical, were prioritized. These municipalities were included in the UNDP Colombia priority intervention list and are known as the 'Millennium Municipalities' (MMs, *Municipios del Milenio*). The 'MM Initiative' is an integral part of the UNDP Colombia strategy for

achieving the MDGs, focusing departmental services on the most vulnerable populations and poorest municipalities in each region. 'Quick Win Actions'<sup>1</sup> are promoted in the MMs, as are the implementation and prioritization of development projects. Figure 2 lists the MMs in Cundinamarca and their locations.

In order to implement the 'War on Poverty' policy, the local government of Cundinamarca, in partnership with the Presidential Agency for Social Action (*Agencia Presidencial para la Acción Social*) and with UNDP support, is focusing private investment and potential international aid resources on public administration in the Millennium Municipalities (MMs). At the same time, the MMs become the focus of attention, with preferential access, in the implementation of the departmental 'War on Poverty and Exclusion' policy, in line with national policies.

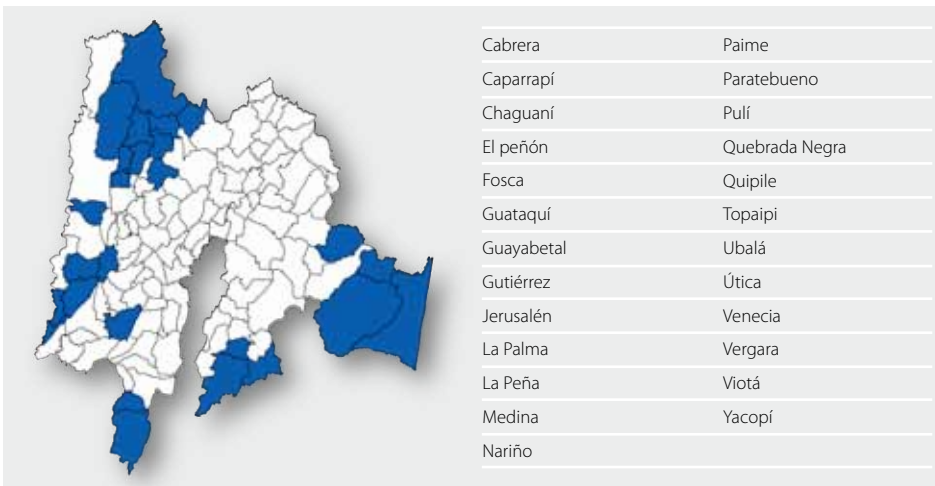
## THE MDGS IN THE REGION

In Colombia, the declaration of commitment to the MDGs was made in the economic and social policy document entitled *Targets and Strategies for Colombia for Achieving the Millennium Development Goals (Metas y estrategias de Colombia para el logro de los Objetivos de Desarrollo del Milenio, CONPES 91)*. This document establishes national strategic lines for achieving the MDGs and sets the 53 indicators for the country to follow. Of these, 43 are applicable at the departmental level and 34 at the municipal level.

Below is a summary of the key indicators for the MDGs in Cundinamarca:

FIGURE 2

### MILLENNIUM MUNICIPALITIES IN THE DEPARTMENT OF CUNDINAMARCA



1) Series of investments, administrative actions, programmes and projects, characterised by low levels of outlay and complexity, based on the MDGs, seeking immediate results in order to impact on the quality of life of the most vulnerable populations in the short term.



**TABLE 1** MDG SITUATION AND TRENDS IN CUNDINAMARCA

MDG	Indicator	Baseline	Latest data	2015 target
1: Eradicate extreme poverty and hunger	1.1 Proportion of population below poverty line.	55.6% 2002	33.3% 2009	28.5%
	1.2 Proportion of population below extreme poverty line.	23.3% 2002	10.6% 2009	8.8%
	1.3 Percentage of children under 5 years of age suffering general malnutrition and underweight for their age.	ND	3.6% 2005	3%
2. Achieve universal primary education	2.1 Gross rate of coverage in preschool education	82.94% 2002	88.91% 2009	85.3%
	2.2 Gross rate of coverage in basic primary education	113.21% 2002	107.41% 2009	111.9%
	2.3 Gross rate of coverage in basic secondary education	81.92% 2002	107.04% 2009	93.5%
	2.4 Illiteracy rate for persons between 15 and 24 years of age	1.1% 1996	1.1% 2009	1%
	2.5 Gross rate of coverage in 'medium education'	57.2% 2002	77.75% 2009	93.20%
	2.6 Repetition rate in basic and secondary education	6.5% 2002	2.4% 2008	2.30%
	2.7 School attendance, average years of education for persons between 15 and 24 years of age	7.4% 1996	9.00% 2005	10.60%
3. Promote gender equality and empower women	3.1 Percentage of women in relationships having experienced physical abuse by their partners in the last year	ND	14% 2005	No target
	3.2 Percentage of women in relationships having experienced sexual violence by their partners in the last year	ND	13% 2005	No target

MDG	Indicator	Baseline	Latest data	2015 target
4. Reduce child mortality	4.1 Triple viral (MMR) vaccine coverage	0.93% 1994	78.7% -2009	95%
	4.2 DPT vaccine coverage	90.1% 1994	76% -2009	95%
	4.3 Mortality in under fives per 1000 live births	25 1998	16.3 2005	17
	4.4 Mortality in children under one year old per 1,000 live births	20 1998	13.41 2008	14
5. Improve maternal health	5.1 Maternal mortality ratio per 100,000 live births	99.9 1998	40.14 2008	45.0
	5.2 Attendance at birthing centre	97% 2005	99% 2007	95%
	5.3 Attendance by skilled health personnel	99% 2005	ND	95%
	5.4 Rate of use of modern contraceptive methods among women currently in relationships and sexually active single women	ND	73% 2005	75%
	5.5 Rate of use of modern contraceptive methods among women currently in relationships and sexually active single women between 15 and 19 years of age	ND	17% 2005	65%
	5.6 Percentage of women between 15 and 19 years of age who are mothers or are pregnant at time of enquiry	ND	17.2% 2005	< 15%
	5.7 Mortality by cervical cancer per 100,000 women	8.9 2000	8.25 2008	5.5

MDG	Indicator	Baseline	Latest data	2015 target
6. Combat HIV/AIDS, malaria and other diseases	6.1 Deaths by malaria	1 1991	2 2000	1.06
	6.2 Number of cases of malaria per 1 million inhabitants	17 1990	8 2003	9.6
	6.3 Deaths by dengue fever	ND	2 2003	1.43
	6.4 Deaths by HIV/AIDS	52 2000	65 2008	Reduce by 20%
7: Ensure environmental sustainability	7.1 Coverage of urban water supplies	ND	94.5% 2005	99.4%
	7.2 Coverage of urban drainage system	ND	93.5% 2005	97.6%
	7.3 Coverage of rural water supplies	ND	58.7% 2005	81.6%
	7.4 Coverage of basic rural sanitation	ND	19.6% 2005	70.9%



On average, the department of Cundinamarca presents positive indicators for many of the MDG targets. However, when disaggregated at the municipal level, the figures reveal inequalities.

The MMs present indicators significantly below the departmental average. For example, in the municipality of Caparrapí, 80% of the rural population is poor in terms of Basic Unmet Needs (NBI, *Necesidades Básicas Insatisfechas*). Gross coverage of education is 63% and coverage of drainage in rural areas is only 2.6%.

In Cundinamarca, the average number of years of education is six. However, the average in the MMs is 4.5 years. Venecia is the municipality in which the population spends the least time in education, with an average of three years. The rate of illiteracy in the department is 6%, while, in the MMs, it is 12.2%. Venecia also has the highest illiteracy rate: 27% of the inhabitants of the municipality are illiterate.

Coverage of water supplies and drainage is very low in rural areas in the MMs. In municipalities such as Cabrera and Jerusalén, the figures are below 1%.

CONSTITUTIVO



SECTION 2:

**ACCELERATING  
MDG ACHIEVEMENT**

*Photo: Borja Paladini Adell*

## PROGRESS AND CHALLENGES IN ACHIEVING THE PRIORITY MDG

Cundinamarca has made progress in reducing poverty. However, there are still pockets of poverty within the department. Many of the inhabitants,

especially in the rural sector, still live in poverty or extreme poverty. The table below sets out the priority targets and indicators for accelerating MDG achievement.

TABLE 2

### PRIORITY INDICATORS AND TARGETS

#### MDG 1: Eradicate poverty and hunger

**1A Universal Target: Between 1990 and 2015, reduce by half the proportion of people whose income is less than one dollar a day**

**Colombia Target:** Reduce the proportion of people in poverty to 28.5%

**Indicator monitored:** Poverty line

**Departmental Target 1:<sup>2</sup>** Reduce the percentage of persons below the poverty line in terms of income from 49.6% to 40%

**Indicator monitored:** Poverty line

**Departmental Target 2:** Reduce the percentage of persons below the extreme poverty line from 16.6% to 8.8%

**Indicator monitored:** Extreme poverty line

**Departmental Target 3:** Reduce the Basic Unmet Needs Index in rural areas from 32.1% to 28%

**Indicator monitored:** Basic Unmet Needs (NBI)

The departmental government believes that the fight against poverty cannot be determined on the basis of national and departmental averages alone. Rather, the phenomenon needs a detailed approach incorporating a differential focus on populations and regions. As such, MDG 1 was chosen as the priority for the department, in recognition of the need to attend to the municipalities with the lowest social indicators as a matter of priority.

As Tables 3 and 4 show, aggregated departmental data on poverty and extreme poverty indicate that the department is on track to achieve the 2015 targets and the departmental targets established in the Development Plan 2008-12. Indeed, as Figure 3 shows, compared with the rest of the country, the department has one of the lowest poverty indices in terms of NBI. However, within the department, the situation is different.

2) Target established in the Departmental Development Plan 2008-2012 Cundinamarca, Heart of Colombia

TABLE 3

## NATIONAL AND DEPARTMENTAL POVERTY TRENDS

Department	2002	2003	2004	2005	2006	2007	2008	2009
Cundinamarca	55.6%	52.9%	54.6%	50.9%	ND	ND	36.1%	33.5%
Colombia	53.7%	51.2%	51.0%	50.3%	ND	ND	46.0%	45.5%

Source: Calculations by the Mission to Link Employment, Poverty and Inequality Surveys (MESEP, Misión para el Empalme de las Series de Empleo, Pobreza y Desigualdad) based on DANE Household Surveys (Ongoing Household Survey 2002-2005, compiled by MESEP, and Large Ongoing Household Survey 2008 and 2009)

TABLE 4

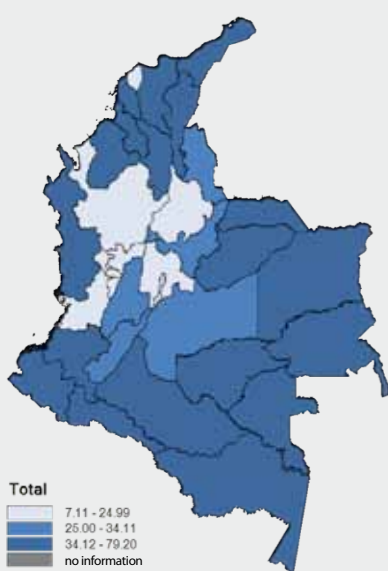
## NATIONAL AND DEPARTMENTAL EXTREME POVERTY TRENDS

Department	2002	2003	2004	2005	2006	2007	2008	2009
Cundinamarca	23.3%	22.3%	18.7%	17.1%	ND	ND	12.0%	10.6%
Colombia	19.7%	17.0%	17.0%	15.7%	ND	ND	17.8%	16.4%

Source: MESEP calculations based on DANE Household Surveys (Ongoing Household Survey 2002-2005, compiled by MESEP, and Large Ongoing Household Survey 2008 and 2009)

FIGURE 3

## COLOMBIAN POPULATION IN HOUSEHOLDS WITH BASIC UNMET NEEDS (NBI)

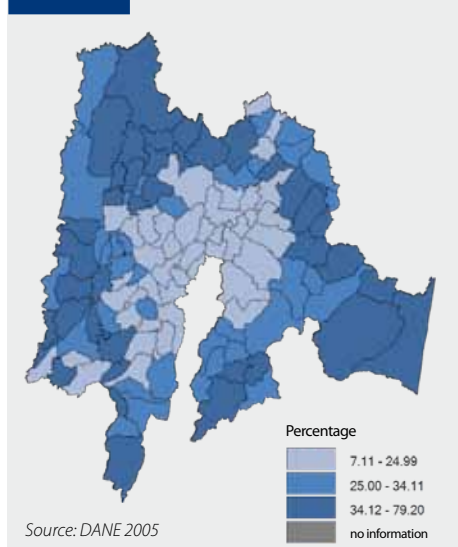


Source: National Statistics Administrative Department (DANE) 2005

The data for poverty and extreme poverty are disaggregated only at the departmental level and only for the 13 largest cities in the country. Therefore, in order to be able to make comparisons between municipalities, NBI is used as a measurement. Figure 3 shows the differences within the department.

According to DANE data, poverty in Cundinamarca in 2008, measured in terms of total NBI, was 21.3%, with 15.40% in urban areas and 32.2% in rural areas. However, in the MMs, poverty in terms of NBI is 24.86% in urban areas and 53.13% in rural areas. That is to say, over half of the inhabitants of the MMs fall short in one of the following indicators: adequate housing, overcrowding, access to services (water and drainage), economic dependence, and school attendance.

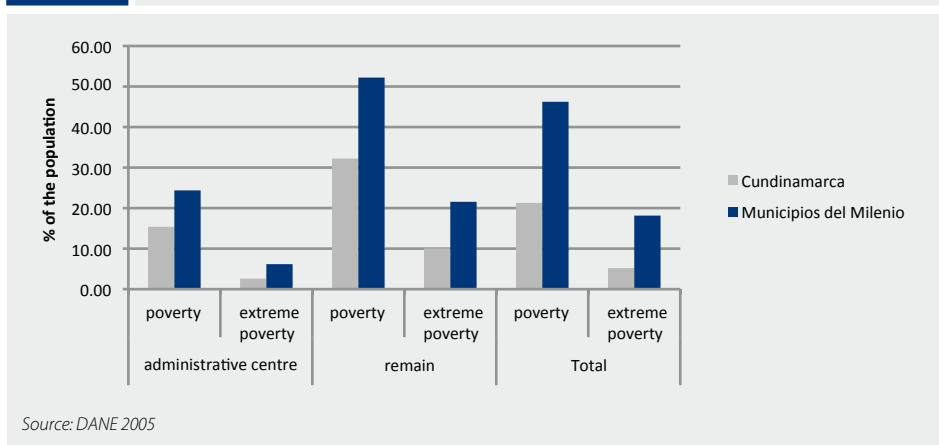
**FIGURE 4** POVERTY IN TERMS OF NBI, MUNICIPALITIES OF CUNDINAMARCA



When a household is lacking in two or more of these indicators, it is considered to be experiencing extreme poverty. In Cundinamarca, extreme poverty at the municipal level, measured by NBI indicators, stands at 2.59% in urban areas and 10.05% in rural areas. In the MMs, though, the figure rises to an average of 6.17% in urban areas and 21.55% in rural areas.

Analysis of poverty and extreme poverty by Basic Unmet Needs in Cundinamarca records a high incidence of the following elements: overcrowding (9%), economic dependence (7%), inadequate housing (5%), services (4%), and school attendance (2%).<sup>3</sup>

**FIGURE 5** COMPARISON OF POVERTY AND EXTREME POVERTY BY NBI, CUNDINAMARCA AND MMS



3) Source: DANE 2005

The incidence of poverty is largely linked to the level of economic prosperity in the region. Cundinamarca is one of the departments of greatest economic importance in the national economy. However, it is apparent that, within the department, three of the 15 departmental provinces account for more than 50% of GDP, as Figure 5 shows.

On checking these data against the list of the 25 MMs in Cundinamarca (see Annexes), it is not surprising to find that none of the MMs belongs to any of the aforementioned three provinces. The MMs are located in provinces with lower levels of economic activity. These are rural areas with fewer educational institutions and fewer health care centres than in the prosperous provinces closer to the national capital.

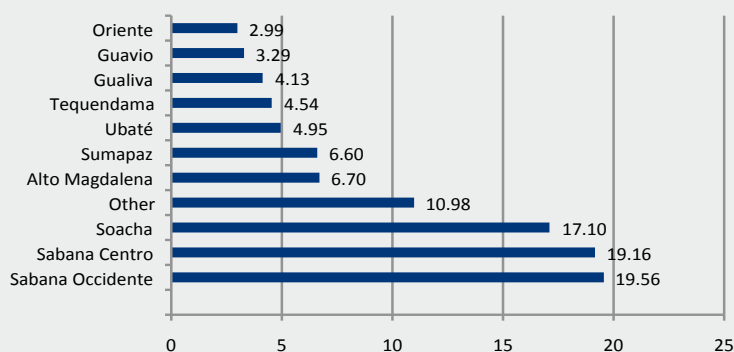
It is also apparent that there is a lower percentage of persons between the ages of 15 and 44 in the MMs than in the rest of the department. This difference can be explained by three factors: the presence of armed groups; internal displacement; and migration in search of better employment and greater economic and educational opportunities. This necessitates

the promotion of economic regeneration in these provinces and the improvement of opportunities and quality of life for their inhabitants.

According to earlier studies carried out by the Cundinamarca Social Development Secretary's office in developing the 'War on Poverty' public policy, Cundinamarca will experience a slow post-crisis recovery that will certainly slow the fight against poverty in general and extreme poverty in particular. Factors identified in this prognosis include: reduction in social expenditure per head of population; rise in unemployment; intensification of problems relating to the distribution of wealth; slow recovery in economic growth; feminization of poverty; and reduced levels of consumption.

For the reasons given, it is necessary to apply acceleration measures in Cundinamarca in order to ensure that all areas of the department reach the agreed targets for reducing poverty and extreme poverty and that pockets of poverty do not continue to exist within the region.

**FIGURE 6 GDP DISTRIBUTION IN CUNDINAMARCA BY PROVINCE, 2005**



Source: Calculations of Centre for Studies in Competitive Strategies (CEPEC, Centro de Pensamiento en Estrategias Competitivas), Universidad del Rosario, with data from the Cundinamarca Planning Secretary's office.



## 1: STRATEGIC INTERVENTIONS

In addition to the huge differences and inequalities identified between the municipalities of the department, another priority theme identified is income generation in the most vulnerable municipalities, i.e., the Millennium Municipalities. However, this is not to overlook the multi-dimensional nature of the poverty that must be tackled with strategies that go beyond income generation.

According to data from the 2005 census, over 16% of households in the Millennium Municipalities experience economic dependence as the overriding Basic Unmet Need. This means that there is a very significant percentage of dwellings in which there are more than three persons for each employed person and that the head of the household has received, at most, two years of primary education.

The acceleration initiative applies to this theme in the sense that, where there is sustainable income, there will be greater well-being. Income is a means of accessing goods and services for sale that improve nutrition, health, education, dignified housing, leisure and healthy recreation.

Employment and income create a competitive environment for economic and social development. Therefore, the aim is to use acceleration initiatives to involve the citizens of Cundinamarca in alternative productivities based on the identification and appropriation of economic opportunities in goods and services.

The acceleration initiative has been applied, on the basis of combined poverty and extreme poverty indicators, during the planning and implementation stages of initiatives to promote sustainable income generation for the most vulnerable populations in the department.

The interventions listed below, with the exception of those denoted with an asterisk, are strategies being implemented in line with the parameters set out in the development plan *Cundinamarca, Heart of Colombia* in:

Programme Line 2: Contemporary growth with human development

Programme 1:

Modern, productive Cundinamarca

Subprogramme 1.1:

Rural Cundinamarca, a competitive business partner

Subprogramme 1.2:

The agricultural sector, a modern exporter

Subprogramme 1.3:

An artisanal and service-based industrial region

Subprogramme 1.4:

Desirable destinations

Subprogramme 1.6:

Competition with a social dimension

The interventions identified, and the bottlenecks and proposed solutions specified in the remainder of the document, are evident throughout the department. However, given the commitment of the departmental government and in order to reduce the inequalities within the department, the interventions will be prioritized and further developed in the 25 Millennium Municipalities.

The interventions identified were:

- Rural income-generation projects based on tradable products with a food security element.
- Access to credit targeted at income-generation projects already underway.
- Training in commercial undertakings based on the use of natural resources for generating profit, income and employment.

- Technical assistance for production processes.
  - Promoting co-operation and economic solidarity among small-scale producers.
  - Eco-tourism and agro-tourism projects in rural communities.
  - Woman savers in action (education to promote inclusion of the most vulnerable in financial and banking systems).\*
  - Capitalization among small businesses with production activities planned or underway to be implemented by poor and vulnerable populations.\*
  - Reclamation of unproductive assets, including land, to be distributed as production factors to projects for the poorest in the department.\*
  - Incentive for higher education (subsidy to facilitate access for the poorest young people to higher education and to maintain them there).
  - Micro-insurance for life and personal assets (life insurance for family breadwinners, insurance for families and for assets acquired as part of projects to assist the vulnerable).<sup>4</sup>
  - Public-private partnerships (co-operation of private and public sectors in creating business opportunities in production projects led and implemented by organizations of small producers and poor populations).
  - Inclusive business so that poor persons living in the department can participate in regional production chains as suppliers of goods and services.
  - Institutional reforms to strengthen planning processes and policy implementation.
  - Designing a specific strategy and policy for the 'War on Poverty' from a rights-based perspective and articulating community and regional perspectives in a long-term vision.
  - Incentives for improving the quality of goods produced by small local producers: incentives result in the facilitation of access to regional markets during the production and marketing phases.
  - Advice on registering property to create appropriate working conditions in order to improve possibilities of credit and access to government and national programmes.
  - Programme for productive management of solid waste at the municipal level (recycling and re-use).
  - Non-repayable seed capital for projects to generate income for displaced populations.
- Analysis of the viability and impact of these interventions has resulted in the prioritization of interventions as presented in Table 5:
- Rural income-generation projects based on tradable products with a food security element.
  - Access to credit aimed at income-generation projects for vulnerable populations.
  - Woman savers in action (education promoting inclusion of the most vulnerable in financial and banking systems).
  - Reclamation of unproductive assets, including land, to be distributed as production factors to projects for the poorest in the department.
  - Advice on registering property to create appropriate working conditions in order to improve possibilities of credit and access to government and national programmes.

4) These interventions are not currently being implemented in the department. However, they are offered by the Office of the President of the Republic through the Agency for Cooperation and Social Action, with a good possibility of being adopted by Cundinamarca.



Because the 'women savers' intervention shares various elements with the access to credit aimed at income-generation projects for vulnerable populations, the expert panel decided to merge the two interventions and proposed the following as a single intervention: *Access to credit aimed at*

*income-generation projects for vulnerable populations, with special emphasis on projects for women heads of household.*

**TABLE 5** SUMMARY OF KEY PRIORITY INTERVENTIONS AND INDICATIVE INTERVENTIONS

MDG	Indicators	Priority interventions
<b>Goal 1:</b> Eradicate extreme poverty and hunger	<b>1.1 Proportion of population below poverty line</b>	A. Rural income-generation projects based on tradable products with a food security element
	<b>1.2. Proportion of population below extreme poverty line</b>	B. Access to credit aimed at income-generation projects for vulnerable populations with special emphasis on projects for women heads of household
		C. Reclamation of unproductive assets, including land, to be distributed as production factors to projects for the poorest in the department
		D. Advice on registering property to create appropriate working conditions in order to improve possibilities of credit and access to government and national programmes

## 2: ANALYSIS OF BOTTLENECKS

This section sets out those priority interventions, identified above, that, due to various problems, have not had the desired impact. Similarly, it identifies the challenges and obstacles pertaining to each.

In the analysis of priority interventions, the bottlenecks listed were identified according to policy type, i.e., planning, funding, service provision and service use.

After the bottlenecks were identified, an analysis of their causal inter-connectedness included a study of effects and impacts. This made it possible to classify them as follows: root cause, direct effect, indirect effect and non-impacting bottleneck. The latter were not taken into account in the subsequent analysis, as they have little impact on the others.

### **Priority intervention A: Rural income-generation projects based on tradable products with a food security element**

#### **Bottlenecks identified:**

- Inadequate supply that excludes the most vulnerable populations.
- Projects focusing on donating assets and neglecting aspects such as capacity building, marketing, infrastructure and other aspects that guarantee sustainability.
- When projects are at the planning stage, the cost burden of transport to distant and dispersed areas is unknown.
- Weak or non-existent social, technical and business support in the planning, management and implementation of projects.
- Food security is seen only as a question of producing enough on farms or small-holdings to

feed the family and not of generating a surplus that can be sold to generate income and guarantee food security at the regional level.

- Projects are planned and implemented according to the needs of the local community but with little analysis of regional potential.
- Lack of sufficient planning in the use of land and resources.
- Lack of knowledge of best practices and of the technology relating to production and consumption.

#### **Priority bottlenecks:**

A.1. Weak or non-existent social, technical and business support in the planning, management and implementation of projects.

A.2. Projects are planned and implemented according to the needs of the local community but with little analysis of regional potential.

### **Priority intervention B: Access to credit aimed at income-generation projects for vulnerable populations with special emphasis on projects for women heads of householdCuellos de botella identificados**

- Inadequate supply of financial services that excludes the most vulnerable populations.
- The target population is unaware of the departmental and national programmes facilitating access to credit.
- Excessive conditions for poor families to have access to credit.
- Cultural barrier: dislike of banks.

- Lack of any real guarantees giving the poorest access to credit in the formal financial system.
- Inadequate supply: the design of financial products is not appropriate to meet the needs of the poorest and these products are not available in all regions.
- High costs of financial mediation, which means that the poor cannot gain access to credit schemes, even credit assistance schemes.
- Preference on the part of the most vulnerable for more immediate credit options in the informal economy, which involves high interest levels and reduces profitability of production activities.
- The poorest have no credit history, which hampers their access to the formal financial system.
- Lack of awareness among the poorest of the importance of having a bank account.
- The regional administration does not understand the needs and profile of the potential beneficiaries.
- There are no financially viable projects or new initiatives appropriate to the poorest.
- Preference for assistance programmes rather than for programmes that involve self-motivation and initiative.

**Priority bottlenecks:**

B.1. Preference on the part of the most vulnerable for more immediate credit options in the informal economy that involve high interest levels and reduce profitability of production activities.

B.2. The poorest have no credit history, which hampers their access to the formal financial system.

B.3. Lack of awareness among the poorest of the importance of having a bank account.

**Priority intervention C: Reclamation of unproductive assets, including land, to be distributed as production factors to projects for the poorest in the department**

**Bottlenecks identified:**

- Organizational weaknesses in associations of vulnerable communities that apply to be project beneficiaries.
- Inadequate resources for meeting all demand.
- Insufficient commitment when there is a need for more actors at the municipal level tasked with guaranteeing implementation, follow-up and monitoring.
- Project beneficiaries are not always eligible for credit, which is important for co-financing projects and gaining access to reclaimed assets.
- Limited management capacity of local associations for dealing with the processes that they must undergo with municipal administrations in order to gain access to assets loaned for use.
- Failure of municipal administrations to update the inventories of unproductive assets.

**Priority bottlenecks:**

C.1. Organizational weaknesses in associations of vulnerable communities that apply to be project beneficiaries.

**Priority intervention D: Advice on registering premises to create appropriate working conditions to improve possibilities of credit and access to government and national programmes**

**Bottlenecks identified:**

- Excessive administration and high administrative costs for registering property.
  - Lack of interest among property owners to license their premises for fear of acquiring new tax and legal obligations from the state.
  - Lack of interest among authorities for facilitating legal processes.
- Political interests do not coincide with the needs of the population and obstruct access to licences.
  - Failure to recognize the rights of some sections of the community: women heads of households and young people are not recognized as property owners even when they own their premises.
  - Conditions of insecurity and armed conflict affect people's expectations, causing feelings of rootlessness and fear of displacement that produce disinterest in registering land.

**TABLE 6** SUMMARY OF BOTTLENECKS IN THE PRINCIPAL PRIORITY INTERVENTIONS

MDG	MDG Indicator	Priority interventions
<b>MDG 1: Eradicate poverty and hunger</b>	<b>1.1 Proportion of population below poverty line</b>	A. Rural income-generation projects based on tradable products with a food security element
	<b>1.2. Proportion of population below extreme poverty line</b>	B. Access to credit aimed at income-generation projects for vulnerable populations, with special emphasis on projects for women heads of household
		C. Reclamation of unproductive assets, including land, to be distributed as production factors to projects for the poorest in the department
		D. Advice on registering property to create appropriate working conditions to improve possibilities of credit and access to government and national programmes

- Lack of awareness of regulations among local authorities, giving rise to administrative complications in registering land for women widowed during times of conflict.
- Political and economic interests of large groups that run counter to the interests of small-scale property owners.

**Priority bottleneck:**

D.1. Excessive administration and high administrative costs for registering property.

	Priority bottlenecks	Bottleneck type
	<b>A.1 Technical and social assistance:</b> Weak or non-existent social, technical and business support in the planning, management and implementation of projects	Availability of services (supply)
	<b>A.2. Strengthening participatory processes:</b> Projects are planned and implemented according to the needs of the local community but with little analysis of regional potential	Policy and planning
	<b>B.1. Market asymmetries:</b> Preference among the most vulnerable for more immediate credit options in the informal economy, which involves high interest levels and reduces profitability of production activities	Use of services (demand)
	<b>B.2. Access to services:</b> The poorest have no credit history, which hampers their access to the formal financial system	Availability of services (supply)
	<b>B.3. Social capacity building:</b> Lack of awareness among the poorest of the importance of having a bank account	Use of services (demand)
	<b>C.1. Organizational capacity building:</b> Organizational weaknesses in associations of vulnerable communities that apply to be project beneficiaries	Policy and planning
	<b>D.1. Transaction costs:</b> Excessive administration and high administrative costs for registering premises	Availability of services (supply)

### 3: ACCELERATING PROGRESS TOWARD THE MDGS: IDENTIFYING SOLUTIONS

This section focuses on solutions of proven efficiency at the local level that can be extended or strengthened. At the same time, it considers the possibility of planning and implementing solutions that have not yet been activated in the region. It is suggested that such, as yet untried, solutions should be given consideration on the basis of their feasibility and their possible outcomes, in the short or medium term, in order to accelerate achievements and meeting the targets before 2015.

The proposed solutions presented here are the result of an analysis by local experts who participated in working groups. They took into account the criteria of viability, governability, short-term effects, equality, availability of actors able to contribute to the solution, and financial resources.

The participants in the working groups were: the Departmental Secretary's office for Planning, the Secretary's office for Social Development, the College of Public Administration (ESAP, *Escuela Superior de Administración Pública*), the Presidential Office for Social Action, and the Universidad del Rosario.

#### **Priority intervention A: Rural income-generation projects based on tradable products with a food security element**

##### **Priority bottleneck:**

A.1. Weak or non-existent social, technical and business support in the planning, management and implementation of projects

##### **Solutions identified:**

- Training for technical teams in local administrations to boost the availability of technical assistance in project planning and management.

- Creating skilled local technical teams of professionals, with wide experience in the field of projects, in the Millennium Municipalities, which implement intensive training days for community groups from vulnerable populations. A 'learning by doing' methodology is used to transfer knowledge and generate capacities while giving technical support to management and leadership of projects.

- Courses on project management for community leaders and social organizations from poor and vulnerable communities, certified by technical and higher education institutions.

##### **Priority solution:**

- Creating skilled local technical teams of professionals, with wide experience in the field of projects, in the Millennium Municipalities, which implement intensive training days for community groups from vulnerable populations.

##### **Priority bottleneck:**

A.2. Projects are planned and implemented according to the needs of the local community but with little analysis of regional potential

##### **Solutions identified:**

- Comprehensive mapping at the regional and local levels to identify: land quality, strategic ecosystems, conservation and protection zones, high-risk areas, areas of potential productivity and population settlements; additionally, implementing service corridors to connect production centres and incorporate them in the Regional Planning Schemes (EOT, Esquemas de Ordenamiento Territorial) of the 25 Millennium Municipalities, guaranteeing the availability of public services provided by the state and boosting the rural economy through public safety, technology and connectivity.
- Concerted planning and activation of potential productivity centres, facilitating: availability of public

services, providing equipment to communities, public safety, technology, connectivity and mobility in the Millennium Municipalities.

**Priority solution:**

- Comprehensive mapping at the regional and local levels to identify: land quality, strategic ecosystems, areas of conservation and protection, high-risk areas, areas of potential productivity and community settlements and implementing service corridors to connect them with production centres and incorporate them in the Regional Planning Schemes (EOT, Esquemas de Ordenamiento Territorial) of the 25 Millennium Municipalities.

**Priority intervention B: Access to credit aimed at income-generation projects for vulnerable populations, with special emphasis on projects for women heads of household**

**Priority bottleneck:**

B.1. Preference among the most vulnerable for more immediate credit options in the informal economy, which involves high interest levels and reduces profitability of production activities

**Solutions identified:**

- Adjusting the supply of programmes according to beneficiaries' ability to pay and their likelihood of participation.
- Creating a multi-level communications strategy using traditional and non-traditional media to disseminate information throughout the municipalities of the department.
- Establishing a guarantee fund to support microcredit among vulnerable populations.
- Promoting non-bank-based models of microfinance for populations without access to the formal financial system.

- Creating and promoting savings programmes alongside strategic planning to improve family incomes.

- Strengthening and supporting the implementation of revolving funds aimed at improving productivity capacities of organizations and households.

**Priority solutions:**

- Developing a multifaceted communications strategy using traditional and non-traditional media to disseminate information throughout the municipalities of the department.
- Promoting non-bank-based models of microfinance for populations that have not had access to the formal financial system.
- Strengthening and supporting the implementation of revolving funds aimed at improving productivity capacities of organizations and households.

**Priority bottleneck:**

B.2. The poorest have no credit history, which hampers their access to the formal financial system

**Solutions identified:**

- Identifying barriers to access and adapting the supply of programmes to meet demand.
- Channelling the support and subsidies that the poorest families receive through the formal financial system so that these establishments can meet them as clients.
- Implementing direct familiarization strategies between financial institutions and households.
- Designing financial products specifically for vulnerable populations that eliminate transaction costs.

- Awareness-raising, information and multi-level support for households, which includes not only the head of the household but also children, young people, women and all family members.
- Creating and promoting savings programmes alongside strategic planning to improve family incomes.

**Priority solutions:**

- Channelling the support and subsidies that the poorest families receive through the formal financial system so that these establishments can meet clients.
- Designing financial products specifically for vulnerable populations that eliminate transaction costs in the 25 Millennium Municipalities.

**Priority bottleneck:**

B.3. Lack of awareness among the poorest of the importance of having a bank account

**Solutions identified:**

- Promoting empowerment of community-based organizations through processes of training, organization, management and communications for the socio-economic management and development of households.
- Identifying barriers to access and adapting the supply of programmes to meet demand.
- Creating information centres and satellite service points of financial institutions in different strategic meeting points and in non-traditional spaces in the Millennium Municipalities.
- Transforming institutional culture regarding information provision to vulnerable groups in the community.

**Priority solution:**

- Creating information centres and satellite service points of financial institutions in different strategic meeting points and in non-traditional spaces in the Millennium Municipalities.

**Priority intervention C: Reclamation of unproductive assets, including land, to be distributed as production factors to projects for the poorest in the department**

**Priority bottleneck:**

C.1. Organizational weaknesses in associations of vulnerable communities that apply to be project beneficiaries

**Solutions identified:**

- Defining roles within local government teams in order to strengthen links on issues such as contracts and agreements for the purpose of gaining access to land loaned for use and for project proposals and integrated management of reclaimed assets.
- Identifying and surveying associations among vulnerable communities in the Millennium Municipalities in order to select and develop support strategies appropriate to their level of sustainability and advancement so that such associations can be brought into the programme.
- Strengthening agreements with municipal authorities and local governments in the Millennium Municipalities to establish commitments about time and quality to support organizations from poor and excluded populations.
- Awareness-raising and information about the benefits of the programme among local actors: Agricultural Technical Support Units (UMATAs, Unidades de Asistencia Técnica Agropecuaria), municipal authorities and potential loan organizations.



**Priority solution:**

- Defining roles within local government teams in order to strengthen links on issues such as contracts and agreements for the purpose of gaining access to land loaned for use and for project proposals and integrated management of reclaimed assets.

**Priority intervention D: Advice on registering premises to create appropriate working conditions to improve possibilities of credit and access to government and national programmes**

**Priority bottleneck:**

D.1. Excessive administration and high administrative costs for registering premises

**Solutions identified:**

- Defining the registration process and establishing agreements for reducing the time-lapse and costs faced by those involved.

- Building a legal assistance team to streamline procedures where problems arise in issues of succession of property rights regarding land.
- Running awareness-raising and information campaigns to bring together those involved in the process and motivate them to register their properties.

**Priority solution:**

- Defining the registration process and establishing agreements for reducing the time-lapse and costs faced by those involved.

**TABLE 7** SUMMARY OF THE ACCELERATION STRATEGY FOR MDG 1: ERADICATE POVERTY AND HUNGER IN THE DEPARTMENT OF CUNDINAMARCA

MDG	MDG Indicator	Priority interventions
<p><b>MDG 1: Eradicate poverty and hunger</b></p>	<p><b>1.1 Proportion of population below poverty line</b></p> <p><b>1.2. Proportion of population below extreme poverty line</b></p>	<p>A. Rural income-generation projects based on tradable products with a food security element</p>

Priority bottlenecks	Solutions indicating acceleration 2010 - 2015	Potential partners
<p><b>A.1 Technical and social assistance:</b> Weak or non-existent social, technical and business support in the planning, management and implementation of projects</p>	<p>A.1.1 Creating skilled local technical teams of professionals, with wide experience in the field of projects, in the Millennium Municipalities, which implement intensive training days for community groups from vulnerable populations.</p>	<ul style="list-style-type: none"> <li>- Cundinamarca Fund for project development FUNDECUN</li> <li>- College of Public Administration (ESAP, Escuela Superior de Administración Pública)</li> <li>- UNDP</li> </ul>
<p><b>A.2. Strengthening participatory processes:</b> Projects are planned and implemented according to the needs of the local community but with little analysis of regional potential</p>	<p>A.2.1 Comprehensive mapping at the regional and local levels to identify: land quality, strategic ecosystems, areas of conservation and protection, high-risk areas, areas of potential productivity and community settlements and implementing service corridors to connect them with production centres and incorporate them in the Regional Planning Schemes (EOT, <i>Esquemas de Ordenamiento Territorial</i>) of the 25 Millennium Municipalities</p>	<ul style="list-style-type: none"> <li>- FUNDECUN</li> <li>- ECOPETROL</li> <li>- ISA Electrical Interconnectivity Company (<i>Empresa de Interconexión Eléctrica</i>)</li> <li>- Departmental Planning Secretary's office</li> <li>- ISAGEN (electrical energy production company)</li> <li>- ESAP</li> <li>- UNDP, FAO, WFP</li> <li>- Agustín Codazzi Geographic Institute (<i>Instituto geográfico Agustín Codazzi</i>)</li> <li>- Colombian Institute for Rural Development (<i>Instituto Colombiano para el Desarrollo Rural</i>) INCODER</li> <li>- Ministry of Agriculture</li> </ul>

MDG	MDG Indicator	Priority interventions
<p><b>MDG 1: Eradicate poverty and hunger</b></p>	<p><b>1.1 Proportion of population below poverty line</b></p> <p><b>1.2. Proportion of population below extreme poverty line</b></p>	<p>B. Access to credit aimed at income-generation projects for vulnerable populations, with special emphasis on projects for women heads of household</p>

Priority bottlenecks	Solutions indicating acceleration 2010 - 2015	Potential partners
<p><b>B.1. Market asymmetries:</b> Preference among the most vulnerable for more immediate credit options in the informal economy, which involves high interest levels and reduces profitability of production activities</p>	<p>B.1.1 Developing a multifaceted communications strategy using traditional and non-traditional media to disseminate information throughout the municipalities of the department</p>	<p>Network of local and community broadcasters Mobile phone companies Local television channels Departmental Secretary's office for Competition</p>
	<p>B.1.2. Promoting non-bank-based models of microfinance for populations that have not had access to the formal financial system</p>	<p>Mario Santodomingo Foundation Social Foundation Local non-governmental organizations, NGOs Carvajal Foundation Departmental Secretary's office for Competition</p>
	<p>B.1.3. Supporting the establishment of revolving funds aimed at improving productivity capacities of organizations and households</p>	<p>National Guarantee Fund Regional Guarantee Fund Opportunities Bank of the President of the Republic (<i>Banca de oportunidades – Presidencia de la República</i>)</p>
<p><b>B.2. Access to services:</b> The poorest have no credit history, which hampers their access to the formal financial system</p>	<p>B.2.1. Channelling the support and subsidies that the poorest families receive through the formal financial system so that they can be known as clients</p>	<p>Presidential Agency for Social Action 'War on Extreme Poverty' national strategy network Commercial Bank Regional Government of Cundinamarca</p>
	<p>B.2.2. Designing financial products specifically for vulnerable populations, which eliminates transaction costs in the 25 Millennium Municipalities</p>	<p>Commercial Bank Government of Cundinamarca Social Foundation Opportunities Bank of the President of the Republic</p>
<p><b>B.3. Social capacity building:</b> Lack of awareness among the poorest of the importance of having a bank account</p>	<p>B.3.1 Creating information centres and satellite service points of financial institutions in different strategic meeting points and in non-traditional spaces in the Millennium Municipalities</p>	<p>Departmental Planning Secretary's office Municipal authorities (<i>alcaldías</i>) Commercial Bank Opportunities Bank of the President of the Republic</p>

MDG	MDG Indicator	Priority interventions
<p><b>MDG 1: Eradicate poverty and hunger</b></p>	<p><b>1.1 Proportion of population below poverty line</b></p> <p><b>1.2. Proportion of population below extreme poverty line</b></p>	<p>C. Reclamation of unproductive assets, including land, to be distributed as production factors to projects for the poorest in the department</p> <p>D. Advice on registering property to create appropriate working conditions to improve possibilities of credit and access to government and national programmes</p>

Priority bottlenecks	Solutions indicating acceleration 2010 - 2015	Potential partners
<p><b>C.1. Organizational capacity building:</b> Organizational weaknesses in associations of vulnerable communities that apply to be project beneficiaries</p>	<p>C.1.1 Defining roles within local government teams to strengthen associations concerned with issues such as contracts and agreements for the purpose of gaining access to land loaned for use and for project proposals and integrated management of reclaimed assets</p>	<p>ESAP University of Cundinamarca UNDP Municipal authorities Departmental government Judicial Office</p>
<p><b>D.1. Transaction costs:</b> Excessive administration and high administrative costs for registering premises</p>	<p>D.1.1 Defining the registration process and establishing agreements for reducing the time-lapse and costs faced by those involved</p> <p>D.1.2 Awareness-raising among communities of the importance of legal registration of property as a means of claiming rights</p> <p>D.1.3 Registration (plot titling) days</p>	<p>INCODER Public Notary Office and Registry Autonomous Regional Corporation (CAR, Corporación Autónoma Regional), environmental authority for the department Ministry of Agriculture International Organisation for Migration UNDP</p>

## 4: ACCELERATION PLAN: BUILDING AN MDG COMPACT

**TABLE 8** DEPARTMENTAL ACTION PLAN AND MONITORING AND FOLLOW-UP PLAN

MDG 1: ERADICATE POVERTY AND HUNGER INDICATORS

1.1 Proportion of population below poverty line.

1.2. Proportion of population below extreme poverty line

Priority interventions	Bottlenecks	Solutions indicating acceleration 2010 - 2015
<p>A. Rural income-generation projects based on tradable products with a food security element</p>	<p><b>A.1 Technical and social assistance:</b> Weak or non-existent social, technical and business support in the planning, management and implementation of projects</p>	<p>A.1.1 Creating skilled local technical teams of professionals, with wide experience in the field of project projects, in the Millennium Municipalities, which implement intensive training days to transfer and generate capacities among organized communities from vulnerable populations</p>
	<p><b>A.2. Strengthening participatory processes</b> Projects are planned and implemented according to the needs of the local community but with little analysis of regional potential</p>	<p>A.2.1 Comprehensive mapping at the regional and local levels to identify: land quality, strategic ecosystems, areas of conservation and protection, high-risk areas, areas of potential productivity and community settlements and implementing service corridors to connect them with production centres and incorporate them in the Regional Planning Schemes (EOT, Esquemas de Ordenamiento Territorial) of the 25 Millennium Municipalities</p>



015	Timetable													Possible partners (in negotiation)
	Oct- Dec 10	Jan- Jun 11	Jul- Dec 11	Jan- Jun 12	Jul- Dec 12	Jan- Jun 13	Jul- Dec 13	Jan- Jun 14	Jul- Dec 14	Jan- Jun 15	Jul- Dec 15	Jan- Jun 16	Jul- Dec 16	
														Cundinamarca Fund for project development FUNDECUN - Departmental Planning Secretary's office - ESAP - UNDP
														Departmental Planning Secretary's office Agustín Codazzi Geographic Institute Colombian Institute for Rural Development INCODER - Ministry of Agriculture

Priority interventions	Bottlenecks	Solutions indicating acceleration 2010 - 20
<p>B. Access to credit aimed at income-generation projects for vulnerable populations, with special emphasis on projects for women heads of household</p>	<p><b>B.1. Market asymmetries:</b> Preference among the most vulnerable for more immediate credit options in the informal economy, which involves high interest levels and reduces profitability of production activities</p>	<p>B.1.1 Developing a multifaceted communications strategy using traditional and non-traditional media to disseminate information throughout the municipalities of the department</p> <p>B.1.2. Promoting non-bank-based models of microfinance for populations that have not had access to the formal financial system</p> <p>B.1.3. Supporting the establishment of revolving funds aimed at improving productivity capacities of organizations and households</p>

015	Timetable													Possible partners (in negotiation)
	Oct- Dec 10	Jan- Jun 11	Jul- Dec 11	Jan- Jun 12	Jul- Dec 12	Jan- Jun 13	Jul- Dec 13	Jan- Jun 14	Jul- Dec 14	Jan- Jun 15	Jul- Dec 15	Jan- Jun 16	Jul- Dec 16	
														Network of local and community broadcasters Mobile phone companies Local televisions channels Departmental Secretary's office for Competition
														Mario Santodomingo Foundation
														Social Foundation Local non-governmental organizations, NGOs Carvajal Foundation Departmental Secretary's office for Competition National Guarantee Fund Regional Guarantee Fund Opportunities Bank launched by the President of the Republic

Priority interventions	Bottlenecks	Solutions indicating acceleration 2010 - 2012
<p>B. Access to credit aimed at income-generation projects for vulnerable populations, with special emphasis on projects for women heads of household</p>	<p><b>B.2. Access to services:</b> The poorest have no credit history, which hampers their access to the formal financial system</p>	<p>B.2.1. Using the banking system for the support and subsidies that the poorest families receive to generate client knowledge</p>
	<p><b>B.3. Social capacity building:</b> Lack of awareness among the poorest of the importance of having a bank account</p>	<p>B.2.2. Designing financial products specifically for vulnerable populations, which eliminates transaction costs in the 25 Millennium Municipalities</p>
		<p>B.3.1 Creating information centres and satellite service points of financial institutions in different strategic meeting points and in non-traditional spaces in the Millennium Municipalities</p>

015	Timetable													Possible partners (in negotiation)	
	Oct- Dec 10	Jan- Jun 11	Jul- Dec 11	Jan- Jun 12	Jul- Dec 12	Jan- Jun 13	Jul- Dec 13	Jan- Jun 14	Jul- Dec 14	Jan- Jun 15	Jul- Dec 15	Jan- Jun 16	Jul- Dec 16		
															Social Action of the President's Office 'War on Extreme Poverty' national strategy network Commercial Bank Government of Cundinamarca
															Commercial Bank Government of Cundinamarca Social Foundation Opportunities Bank of the President of the Republic
															Departmental Planning Secretary's office Municipal authorities Commercial Bank Opportunities Bank of the President of the Republic

Priority interventions	Bottlenecks	Solutions indicating acceleration 2010 - 2012
C. Reclamation of unproductive assets, including land, to be distributed as production factors to projects for the poorest in the department	<p><b>C.1. Organizational capacity building:</b> Organizational weaknesses in associations of vulnerable communities who apply to be project beneficiaries</p>	C.1.1 Defining roles within local government teams to strengthen associations concerned with issues such as contracts and agreements for the purpose of gaining access to land loaned for use and for project proposals and integrated management of reclaimed assets
D. Advice on registering property to create appropriate working conditions to improve possibilities of credit and access to government and national programmes	<p><b>D.1. Transaction costs:</b> Excessive administration and high administrative costs for registering premises</p>	<p>D.1.1 Defining the registration process and establishing agreements for reducing the time-lapse and costs faced by those involved</p> <p>4.1.2 Awareness-raising among communities of the importance of legal registration of property as a means of claiming rights</p> <p>4.1.3 Registration (plot titling) days</p>

015	Timetable													Possible partners (in negotiation)
	Oct- Dec 10	Jan- Jun 11	Jul- Dec 11	Jan- Jun 12	Jul- Dec 12	Jan- Jun 13	Jul- Dec 13	Jan- Jun 14	Jul- Dec 14	Jan- Jun 15	Jul- Dec 15	Jan- Jun 16	Jul- Dec 16	
														ESAP University of Cundinamarca UNDP Municipal authorities Departmental government Judicial Office
														INCODER Public Notary Office and Registry Autonomous Regional Corporation (environmental authority for the department) Ministry of Agriculture International Organisation for Migration UNPD

# ANNEXES

## METHODOLOGY

The 'War on Poverty and Exclusion' strategy is consolidated in Strategic Line 1 of the development plan *Cundinamarca, Heart of Colombia* and the departmental government is fully committed to it. The following took part in developing the strategy:

- Government technical team represented by the Secretaries' offices of Agriculture, Health, Planning, Competition, Housing and Social Development
- UNDP
- National experts.

Within this policy, generation of income and employment, with priority given to the Millennium Municipalities, especially in rural areas, is clearly one of the key tasks for the department of Cundinamarca.

Working panels held during June, July and August of 2010, initially set out to analyse and validate the data on poverty and extreme poverty in the department and the respective disparities with regard to the MDG targets for 2015.

Subsequently, a *Register of Interventions Underway in the Region* was compiled to accelerate progress toward the priority MDG. Interventions were prioritized according to the following impact and viability criteria:

## IMPACT AND VIABILITY

### Impact:

- Impact on achieving the MDG
- Target population includes vulnerable populations
- High benefit for each resource unit invested in the intervention
- Impact of the intervention will be swiftly felt
- Evidence of impact available

### Viability:

- Willingness at the political level and among stakeholders to implement the intervention
- Government and partners have the capacity to plan, implement and monitor the intervention
- Funds available to finance the intervention
- No additional factors which could obstruct implementation

Each criterion was evaluated according to the following scale:

- Very high impact: 1
- High impact: 0.75
- Medium impact: 0.5
- Low or no impact: 0.25

For the viability criterion, "Are there additional factors which could obstruct implementation," the following scale was used:

- No obstacle: 1
- Some factors that could hinder implementation: 0.75
- Numerous factors that could hinder implementation: 0.5
- Factors that could completely block implementation: 0.25



In order to establish the priority bottlenecks, an analysis of the causes was conducted using a methodology adapted from the Vester Matrix. This methodology assesses how the causes of each bottleneck relate to each other, thus making it easier to identify those which can behave as root causes, which as direct causes and which as indirect causes. At the same time, it is possible to identify those of very low impact which do not affect the analysis.

The following criteria were used in the viability analysis of solutions to those bottlenecks identified as 'direct causes':

- Short-term actions may be proposed
- It is the responsibility of the municipal or departmental authorities
- There are actors willing to contribute
- The region has the financial and human resources to implement the solution
- It reaches a significant number of persons and vulnerable populations
- It promotes equality
- It is culturally acceptable to the affected populations.

The local panel of experts analysed each of the solutions, working on the basis that each criterion could be classified according to the following scale:

- Very high contribution: 100
- High contribution: 75
- Medium contribution: 50
- Low or no contribution: 25

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- The Higher Presidential Council for Competition and the Regions (*Alta Consejería presidencial para la competitividad and the regions*)
- UNDP, MDG Colombia Team
- National experts and consultants

The exercise was conducted entirely on the basis of working groups.

## LIST OF MUNICIPALITIES IN THE DEPARTMENT

Chocontá	Villeta	La Palma	Cabrera
Machetá	Gachalá	Pacho	Fusagasugá
Manta	Gachetá	Paima	Granada
Sesquilé	Gama	San Cayetano	Pandi
Suesca	Guasca	Topaipí	Pasca
Tibirita	Guatavita	Villagómez	San Bernardo
Villapinzón	Junín	Yacopí	Silvania
Agua de Dios	La Calera	Cajicá	Tibacuy
Girardot	Ubalá	Cogua	Venecia
Guataquí	Beltrán	Chía	Anapoima
Jerusalén	Bituima	Gachancipá	Anolaima
Nariño	Chaguaní	Nemocón	Apulo
Niño	Guayabal de Síquima	Sopó	Cachipay
Ricaurte	Pulí	Tabio	El Colegio
Tocaima	San Juan de Rioseco	Tenjo	La Mesa
Caparrapí	Vianí	Tocancipá	Quipile
Guaduas	Medina	Zipaquirá	San Antonio del Tequendama
Puerto Salgar	Paratebuena	Bojacá	Tena
Albán	Cáqueza	Cota	Viotá
La Peña	Chipaque	El Rosal	Carmen de Carupa
La Vega	Choachí	Facatativá	Cucunubá
Nimaima	Fómeque	Funza	Fúquene
Nocaima	Fosca	Madrid	Guachetá
Quebradanegra	Guayabetal	Mosquera	Lenguazaque
San Francisco	Gutiérrez	Subachoque	Simijaca
Sasaima	Quetame	Zipacón	Susa
Supatá	Ubaque	Sibaté	Sutatausa
Útica	Une	Soacha	Tausa
Vergara	El Peñón	Arbelaez	Ubaté

## LIST OF MILLENNIUM MUNICIPALITIES

Province	Municipality
Alto magdalena	<i>Guataquí</i>
	<i>Jerusalén</i>
	<i>Nariño</i>
Bajo magdalena	<i>Caparrapí</i>
Gualivá	<i>La peña</i>
	<i>Quebradanegra</i>
	<i>Utica</i>
	<i>Vergara</i>
Guavio	<i>Ubalá</i>
Magdalena centro	<i>Chaguaní</i>
	<i>Pulí</i>
Medina	<i>Medina</i>
	<i>Paratebueno</i>
Oriente	<i>Fosca</i>
	<i>Guayabetal</i>
	<i>Gutiérrez</i>
Rionegro	<i>El peñón</i>
	<i>La palma</i>
	<i>Paimé</i>
	<i>Topaipí</i>
	<i>Yacopí</i>
Sumapaz	<i>Cabrera</i>
	<i>Venecia</i>
Tequendama	<i>Quipile</i>
	<i>Viotá</i>







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