Getting ready for SDG implementation in Latin America

The example of Colombia

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**Key messages**

The SDG agenda has been a key focus of Colombian foreign policy over the last two years. The government has sought alignment between its international commitments and its national development priorities, and created an inter-ministerial Commission to follow up SDG implementation in February 2015, even before the SDGs were agreed.

Early plans for SDG implementation in Colombia highlight four challenges:

1. **Prioritisation.** Colombia's National Development Plan currently covers 91 of the 169 SDG targets. How are authorities deciding which areas to prioritise? Setting priorities adapted to national contexts cannot be used as justification for abandoning some of the SDGs, particularly those that are harder to implement, leading to an ‘à la carte’ implementation menu.

2. **Working across sectors.** Implementation of the SDGs requires cross-sectoral work. The Commission established to follow up SDG implementation in Colombia has been designed with this in mind, and it will be interesting to follow its work to assess how successfully this is achieved.

3. **‘Leave no one behind’.** While the National Development Plan refers to reducing inequalities between regions and groups, no indicators have been specified to measure progress on these commitments. Introducing disaggregation for indicators will be crucial to deliver on this agenda and key pillar of the SDGs. This highlights the need to revamp efforts and put plans in place to strengthen the collection and maximise the use of data that provide granular information on marginalised populations, such as administrative records.

4. **Resources.** Access to clean technologies and to finance for green infrastructure remains a limited even in a middle-income country such as Colombia. Discussions on the financing of green infrastructure at the coming COP meeting will therefore be highly relevant for the implementation of the SDGs in middle-income countries. In addition, other sources of finance, such as environmental taxes, could be increased and used to finance priority public expenditures as a part of the domestic resource mobilisation commitments made in the Addis Ababa Action Agenda.

In January 2016, the Sustainable Development Goals (SDGs) replace the Millennium Development Goals (MDGs). Unlike the MDGs, the SDGs are universal, applying to low-, middle- and high-income countries alike. They also constitute a much more complex agenda than the MDGs, explicitly seeking to integrate poverty alleviation with economic, social and environmental issues, and were the result of an exceptionally (by UN standards) inclusive process.

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1 The final document, ‘Transforming our world: the 2030 agenda for sustainable development’, was adopted on 2 August 2015 after eight rounds of intergovernmental negotiations at the UN. It is available at: [https://sustainabledevelopment.un.org/content/documents/7891TRANSFORMING%20OUR%20WORLD.pdf](https://sustainabledevelopment.un.org/content/documents/7891TRANSFORMING%20OUR%20WORLD.pdf)

2 The process that conceived the MDGs has been criticised for its top-down, donor-led approach. The SDG proposal was a result of inter-governmental negotiations between countries represented in the Open Working Group on Sustainable Development Goals within the General Assembly. The UN also facilitated a number of country and thematic consultations with a variety of stakeholders and carried out, for the first time, a global survey (‘My World’) asking people around the world what their priorities for the post-2015 agenda would be.
The content of the SDGs is now agreed, and so attention is rightly turning to implementing the agenda. With 17 goals and 169 targets, what has been gained in comprehensiveness relative to the MDGs has been lost in brevity, which poses some challenges for the practical application of these goals and targets. How will countries prioritise implementation and resource allocation for different targets and integrate them into their existing plans and policies? How will they set targets that reflect national circumstances and take into account starting points? Where will the financial resources come from? Equally importantly, how are governments planning to monitor progress and make this information publicly available and comparable at the regional and global level?

In this briefing, we focus on how Latin American countries, and in particular Colombia, are approaching SDG implementation. Colombia was not only very engaged during the formulation of the SDG agenda – together with Guatemala, the country put forward the first proposal for SDGs, which was highly influential at the beginning of the negotiations – but was also the first country to make plans to align its own national development objectives with the goals. Reflecting on this example can provide useful lessons for other countries as they prepare to implement this ambitious agenda.

The experience of Colombia

In February 2015, Colombia’s President Juan Manuel Santos approved Decree No. 280, which established the creation of the Inter-Agency Commission for the Preparation and Effective Implementation of the Post-2015 Development Agenda and the SDGs (henceforth, ‘the Commission’). It is useful to remember that at the time this decision was made, governments were still debating the content of the SDGs at the UN, which shows a clear commitment to the implementation of this agenda from Colombia early on.

The Commission involves a range of ministries, reflecting an acknowledgment of the cross-cutting nature of the new agenda and the inter-sectoral coordination needed to deliver it. The Ministries of Foreign Affairs, Environment and Sustainable Development, and Finance, as well as the Department for Social Prosperity, the National Administrative Department of Statistics, and the National Planning Department, all form part of the Commission. These entities can only be represented on the Commission by their ministers/directors or vice ministers/deputy directors, which points to a high level of commitment to the implementation of the SDGs. In addition, the Colombian Presidential Agency of International Cooperation (APC Colombia) is a guest institution at every session of the Commission.

There are both national and international drivers underpinning the decision to create such a commission. With this step, Colombia’s government has ratified its commitment to the SDGs and put itself forward as a partner for this new global agenda. At the same time, the country has used the framework to highlight its own national priorities. In the words of President Santos at the time of presenting Decree No. 280: ‘To advance this agenda is for us to advance on the path to reach a peaceful, more equitable and better educated country, which are the three pillars that I wanted to promote together with the Colombian people.’

3 While the Addis Ababa Action Agenda, approved in July 2015, set a broad framework for financing the SDGs, it did not address the financing needs of middle-income countries, which constitute the majority of countries in Latin America.

4 For more details on Colombia’s role in the formulation of the goals, see Dodds et al. (2014) and Steven and Kubitschek Bujones (2013). The proposal put forward by Colombia and Guatemala actually pre-dated the SDG process and was originally prepared for the Rio+20 conference (see http://www.cepal.org/rio20/noticias/paginas/5/43755/2011-612-Rio+20-Nota_de_la_Secretaria-Rev.1_Prop_Col_Guat.pdf). It was pivotal in bringing the ‘sustainable development’ concept into the mainstream.

The main goal of the Commission has been defined as ‘to include and implement the SDGs through policies, plans, actions and programmes with a forward planning approach and the monitoring, follow-up and review of these goals and their targets’ (CEPEI, 2015a). Coordinating the institutions in charge of national implementation of the SDGs, formulating national policy and interventions for their implementation, recommending financing measures, and identifying key non-state actors to work jointly with the Commission are therefore all important functions of this newly created entity.\(^6\)

Of course, the Commission will not start from a clean slate. Colombia has a National Development Plan that sets out the government’s priorities every four years. The first version of the Plan, “Todos por un nuevo país”; was drafted in 2014 and runs to 2018. This constitutes the main platform for the Commission’s work on the SDGs and through which their implementation will be articulated, as was established in Decree No. 280.

The Plan should thus form the basis for achieving the political coherence needed for effective SDG implementation at the national level in Colombia. In fact, the first draft of the Plan states that the Government must create strategies to achieve the SDGs and their targets by 2030.

To what extent do Colombia’s plans coincide with the SDGs?

The high level of alignment of the Colombian National Development Plan with the SDGs and their targets is remarkable; of the 169 SDG targets, 91 are related to the almost 200 indicators of the National Development Plan (CEPEI, 2015a) that was approved by the Congress of Colombia in April 2015. Annex I presents an example of the alignment between the NDP targets and the SDGs, based on an analysis of SDG 16.

This alignment is not coincidental;\(^6\) Law No. 1753/15\(^9\) establishes in its first article:

> The National Development Plan 2014–2018 “Todos por un Nuevo país” (…) seeks to build a peaceful, equitable and educated Colombia, aligned with the National Government goals, with the best international practices and standards, and with a long-term vision based on the Sustainable Development Goals (Colombian Congress, 2015).

While the level of alignment between the NDP targets and the SDGs is noteworthy, the fact that 91 of the 169 targets (54%) are included raises questions about how governments are selecting these, potentially highlighting the risk of ‘SDGs à la carte’ whereby governments can choose those that seem easier to implement.

It also illustrates the challenges of implementing an agenda that has so many targets; even the inclusion of just 91 targets means that 200 indicators are currently being followed up in Colombia’s National Development Plan. It is worth pointing out that during negotiations, many members of the G77, including most Latin American middle-income countries, argued that the SDGs presented an indivisible and comprehensive agenda that should not be fragmented. As governments turn to implementation, it will be interesting to see whether these arguments are reflected in practice. In addition, the fact that Colombia’s National Development

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\(^6\) The participation of non-state actors in setting out development plans is guaranteed by Law No. 134 (introduced in 1994), which established their participation in planning councils at the national and regional level, as well as by Law No. 850 of 2003, which created citizen oversight committees (Beyond 2015, 2014).

\(^7\) Available at: [https://colaboracion.dnp.gov.co/CDT/Prensa/Bases%20Plan%20Nacional%20de%20Desarrollo%202014-2018.pdf](https://colaboracion.dnp.gov.co/CDT/Prensa/Bases%20Plan%20Nacional%20de%20Desarrollo%202014-2018.pdf)

\(^8\) Available (in Spanish) at: [https://colaboracion.dnp.gov.co/CDT/Prensa/LEY%201753%20DEL%2009%20DE%20JUNIO%20DE%202015.pdf](https://colaboracion.dnp.gov.co/CDT/Prensa/LEY%201753%20DEL%2009%20DE%20JUNIO%20DE%202015.pdf)
Plan does not include all of the SDG targets does not necessarily mean that the country would not have to report on all of them in the context of the main global accountability framework – the High-Level Political Forum (HLPF). However, the format for national reporting at the HLPF is still unclear at this time.

Some of the SDG targets not taken into account in the National Development Plan include very relevant topics, such as gender equality and the targets set in SDG 10 relating to inequality. Other exclusions include some of the SDG 14 targets, most of the SDG 17 targets, and some very specific targets such as those relating to easier access to financing sources at the local level, health targets on tropical and contagious diseases, and genetic biodiversity of seeds and domestic animals, among others. The exclusion of these targets could be explained by the following factors:

- **Tensions with existing policy**
  - Target 14.c on the conservation and sustainability of oceans has been excluded due to the border disagreement with Nicaragua, an example of a conflict with Colombia’s foreign policy.
  - Some laws created to obtain approval of free trade agreements (FTAs), specifically the US-Colombia FTA on open markets for transgenic seeds, forbid the use of national and non-modified seeds, which is to a certain extent at odds with Target 2.5.

- **Targets already covered by other existing government policies and strategies**
  - In the case of gender equality, for example, relevant policies such as the establishment of the High Adviser for Women (Domingo et al., 2015) have already been introduced by previous governments.

The National Development Plan has specific indicators to measure the success of its implementation. However, neither the National Department for Planning nor the National Administrative Department of Statistics – the institutions in charge the implementation of the Plan and measuring it, respectively – have set targets with deadlines for these indicators. If such targets were to be set, they could be aligned to the SDGs by including target levels for 2030 together with interim milestones to coincide with the end of the Plan in 2018.

While it is unclear whether targets will be included as part of the follow up of the NDP, it is worth remembering that there is still an ongoing global discussion of the indicators for the SDGs. The Inter-agency Expert Group on SDG Indicators (IAEG-SDGs) will present a final draft by the end of November, with the hope that the final list of indicators is voted on at the UN Statistical Commission meeting in March 2016. Perhaps the relationship between these and the indicators used to report on the progress of Colombia’s National Development Plan will become clearer, and guidelines on how to set target levels that are ambitious yet in accordance to country circumstances issued, in early 2016.

In terms of priority policy areas, the National Development Plan outlines three – peace, equity and education – that are clearly linked to the ‘five Ps’ of the SDG agenda. In addition to these three priorities, or pillars, the Plan identifies six cross-cutting objectives:

- i) strategic competitiveness and infrastructure
- ii) social mobility
- iii) rural transformation
- iv) security, justice and democracy for peace-building
- v) good governance
- vi) green growth

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10 ‘Reduce inequality within and among countries’.
11 ‘Conserve and sustainably use the oceans, seas and marine resources’; this is a sensitive issue for Colombia, since it is in a maritime dispute with Nicaragua.
12 ‘Revitalise the global partnership for sustainable development’.
13 The ‘five Ps’ are: prosperity, partnership, peace, people and planet.
The Plan also mentions the need to have corresponding sub-national strategies according to the current situation, needs and priorities of each region (Congress of Colombia, 2015). For each of these pillars and objectives – all closely related to SDG goals – the Plan identifies a set of priority interventions. Examples of these include the Programme for Transformation of Production, which seeks to implement public-private partnerships to foster productivity and competitiveness (under objective (i) above), and the strategy for preventing teenage pregnancy and the Programme for Social and Economic Reintegration (under objective (ii)), among many others.\(^{14}\)

### Is Colombia putting its money where its mouth is?

Resource allocation provides a good indication of the areas that the government intends to prioritise. A look at the budget allocation for the National Development Plan shows that issues such as social mobility and strategic infrastructure\(^{15}\) will receive more public resources than others, such as green growth (see Figure 1.b). While the first two issues broadly relate to the social and economic dimensions of sustainable development, respectively, the last falls under the environmental dimension. These areas may well require different levels of funding, given differences in relative costs and/or needs, but this could also be indicative of an imbalance in the government’s support for the various dimensions of sustainable development, with environmental issues receiving less funding.

A comparison of the budget allocations for the previous National Development Plan under the presidency of Juan Manuel Santos, *Prosperidad para todos* (2010-2014), and the current Plan can provide insights as to whether priorities have changed over time. While the former prioritised sustainable growth and competitiveness (together making up 50% of the budget), the latter has seen more funds allocated to social mobility. However, the budgetary components directly related to the environment (Environmental Management for Sustainable Development and Green Growth) received almost the same budget allocation under both plans. This could indicate the same (relatively low) level of priority given to environmental issues, although as stated above, to make conclusive statements, the level of need and the relative costs of the three areas – economic, social, and environmental – should be taken into account.\(^{16}\)

In fact, despite Colombia’s capacity to mobilise resources domestically, access to clean technology and to finance for green infrastructure projects is an area that has been identified as lacking sufficient resources. According to the OECD (2014: 77), ‘[p]ublic environmental expenditure is low compared to OECD countries at similar stage of development, and the share of the budget allocated to the national environmental protection system [in Colombia] has not kept pace with overall public spending. There is evidence that the lack of financial resources impedes the environmental authorities from carrying out their functions.’

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\(^{14}\) For further details, see Congress of Colombia (2015).

\(^{15}\) The concept of ‘strategic infrastructure’ does not refer to policies concerning basic services for poor people (which is included in the social mobility strategy), but to creating an enabling environment to foster competitiveness and productivity.

\(^{16}\) Both National Development Plans include interventions and policies that cover all aspects of development, including peace, security and governance (another element that has seen a slight increase in the latest Plan). It is worth remembering that the inclusion of issues related to peace and security in the SDGs was the subject of much debate during the negotiation process, with many arguing that these elements should not be part of a development agenda since they relate more closely to humanitarian aid. As such, many argue that in the context of the UN, particularly from a budgetary perspective, they should be separate from development activities. In addition, many countries within the G77 worried that adding these components to an international agreement would weaken national sovereignty and provide a justification for aid conditionality.
Figure 1: Colombia’s spending plans for 2010-2014 and 2015-2018 (% of budget)

1a. Planned spending, 2010-2014

- Sustainable Growth and Competitiveness (50.55%)
- Opportunities for all for social prosperity (14.70%)
- Peace Consolidation (32.35%)
- Environmental Sustainability and risk prevention (0.90%)
- Good Governance, anti-corruption policies and citizen participation (1.50%)

1b. Planned spending, 2015-2018

- Competitiveness and strategic infrastructure (26.86%)
- Social mobility (44.11%)
- Security, justice and democracy for peace-building (6.99%)
- Green growth (19.53%)
- Good Governance (1.16%)
- Rural transformation (1.35%)

Source: Compiled by authors based on Colombian Law No. 1753/15.
Given its middle-income country status, Colombia is unlikely to be able to access concessional financing. In order to deal with financing shortfalls, the Commission was entrusted to start a dialogue with the private sector to drive investment supporting the National Development Plan priorities, such as green growth. Of course, there are a number of challenges in using the private sector to address these financing gaps, as some of the environmental investments needed will only yield results in the long term and their profitability is not guaranteed.

### Leaving no one behind in Colombia

It is also worthwhile analysing how Colombia’s National Development Plan addresses the commitment to ‘leave no one behind’, one of the core principles of the SDGs. In implementing the Plan, Colombia’s government has decided to combine a sectoral approach with a regional one. The Plan acknowledges that “[s]ocial and economic progresses made by the country have not been sufficiently territorially homogeneous’ and ‘for this reason, the development plan proposes a territorial approach for implementing the three pillars and the five cross-cutting objectives at regional level’ (National Planning Department, 2015a). To do so, the Plan identifies six territorial divisions based on economic, geographic and population variables – Caribbean, Pacific, Centre-East, Centre-South, Plains (the ‘Llanos’) and the Coffee Axis – and focuses on closing the development gaps between them.

In addition to the gaps between regions, a set of the targets included in the National Development Plan also refers to ethnicity and age, citing the Afro-Colombian population, indigenous communities, the Palanquera and Raizal populations, and children and youth as some of the groups that deserve special attention. Further, it is worth highlighting that following Colombia’s participatory planning procedures, indigenous communities and the Afro-Colombian population had a direct influence in the formulation of the National Development Plan. However, there are few references to these groups in the framework of indicators laid down by the Plan, which highlights the need for future disaggregation of data.

### Conclusion

The post-2015 development agenda and its SDGs have been a key issue for Colombian foreign policy over the last two years, which may explain the government seeking alignment between its international commitments and its national development priorities. The government has used this alignment to increase its international political leverage regarding this agenda. The domestic discussion on these topics has been intense – government, civil society and UN programmes (such as the UNDP with its regional dialogues) have fostered awareness of the post-2015 processes among different actors in the country. Colombia can tap into its leadership role to raise its profile on the regional and global stage in the years to come.

Cases like that of Colombia demonstrate that there are countries that have a clear interest in, and are active in, using the SDGs and aligning them with their national development plans. However, early adoption of the goals has already highlighted a number of challenges.

1. **Prioritisation.** With 91 of the 169 targets of the SDGs in existing plans, how are authorities making decisions about which areas to prioritise? Setting priorities adapted to national contexts cannot be used as justification for abandoning some of the SDGs, particularly those that are harder to implement, leading to an ‘à la carte’ implementation menu. At the same time, it is important to acknowledge that governments need to prioritise policy areas somehow in order to be
effective. The key is to make that process as transparent as possible and for civil society organisations to closely monitor the choices made.

2. **Working across sectors.** One of the challenges posed by an agenda such as the SDGs, and by many of the objectives set out in Colombia’s National Development Plan for that matter, is that they are interlinked (for example, dealing with peace and security issues also requires addressing social mobility and inequalities). This requires strong inter-agency coordination. The institutional make-up of the Commission established to follow up SDG implementation has been designed with the coordination of different institutions and cross-sectoral work in mind. It will be interesting to follow its work once it is up and running to assess how successfully this is being achieved.

3. ‘**Leave no one behind**’. Commitments and data. While the National Development Plan refers to reducing inequalities between regions and groups, as yet no indicators have been specified to measure progress on these commitments. Over the next few months as the Commission continues to set out the terms of its work, the introduction of disaggregation for indicators will be crucial to deliver on this agenda and key pillar of the SDGs. These issues will also become clearer as the Inter-agency Expert Group on SDG Indicators finishes its work in March 2016. Further, even in a country with good resources and relatively well-developed statistical systems compared to other developing countries, data constraints remain a barrier to measurement. This is particularly the case for disaggregating performance for marginal groups and detailed geographies, which is critical to the implementation of a ‘leaving no one behind’ agenda. This highlights the importance of the data agenda and the need to revamp efforts and put plans in place to strengthen the collection of data that provide granular information on marginalised populations. The utilisation of new data sources and the maximum use of the available administrative records data will be crucial to this end.

4. **Resources.** Access to clean technologies and to finance for green infrastructure remains a barrier even in a middle-income country such as Colombia. Discussions on the financing of green infrastructure in the coming COP meeting will therefore be highly relevant for the implementation of the SDGs in middle-income countries. In addition, other sources of finance, such as environmental taxes (e.g. the transport fuel tax and the natural resource extraction tax), could be increased and used to finance priority public expenditures as a part of the domestic resource mobilisation commitments made in the Addis Ababa Action Agenda (the outcome document of the Third International Conference on Financing for Development).

Furthermore, at this early stage of implementation it is crucial to incorporate an SDG component in the national budget, aligning it with the objectives of the National Development Plan, as a way to reinforce the commitments made within the context of the selected priorities of the Plan.

As the Commission created to coordinate the implementation of the SDGs gives more specificity to its role and way of working (including defining target levels and establishing reporting mechanisms, including the frequency of the latter), it would be useful for Colombia, as an early implementer, to share with other countries some of the ongoing lessons from its current approach to implementation and institutional arrangements, and how it is tackling some of the challenges identified above.

Ultimately, the decision by Colombia’s government to embrace and champion the SDGs early on means that the national process of implementation will be watched closely across the globe, and reflects a choice to take a strong international leadership position on this agenda. Only time will tell how these efforts and commitments will unfold, and, most importantly, how they will contribute to Colombia’s path towards sustainable development.
References


Annex I: Comparison of SDG 16 and the Colombia National Development Plan 2014-2018

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<th>NDP Chapters IV and V Targets</th>
<th>NDP Chapters IV and V Indicators by Target</th>
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<td><strong>Goal 16.</strong> Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels</td>
<td>Security, Justice and Democracy for Peace Building</td>
<td><strong>(IV-8) Comprehensive Action against Antipersonnel Mines</strong></td>
<td>1. Mortality due to malnutrition in children under five years old (rate per 100,000 live births)</td>
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<td>1. Adolescents and youth helped through comprehensive care for drug consumption and mental health in the youth criminal responsibility system</td>
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<td><strong>16.2</strong> End abuse, exploitation, trafficking and all forms of violence against and torture of children</td>
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<td>16.3 Promote the rule of law at the national and international levels and ensure equal access to justice for all</td>
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<td>16.4 By 2030, significantly reduce illicit financial and arms flows, strengthen the recovery and return of stolen assets and combat all forms of organised crime</td>
<td>(IV-6) Address the Drug Problem</td>
<td>1. Criminal networks detected</td>
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<td>1. Citizens interacting online with government agencies 2. Percentage of indigenous reserves with management autonomy</td>
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<td>SDG 16.8</td>
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<td>SDG 16.9</td>
<td>By 2030, provide legal identity for all, including birth registration</td>
<td>No comparable target/indicators included in the NDP</td>
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| SDG 16.10 | Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements | (V-2) Reach an Optimal Information Management  
1. Citizens interacting with government agencies  
2. Citizens who participate by electronic means  
3. Entrepreneurs interacting online with government agencies |
| SDG 16.a | Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime | (V-3) Administrative efficiency and effectiveness  
1. Local governments with Laboratories of Social Coexistence and Citizen Culture (Laboratorios de Convivencia Social y Cultura Ciudadana), with an emphasis on domestic violence  
2. Prioritised municipalities as part of the prevention work on the methods of recruitment and use of, and sexual violence against, children and adolescents.  
(V-6) Optimal management of public resources |
| SDG 16.b | Promote and enforce non-discriminatory laws and policies for sustainable development | No comparable target/indicators included in the NDP |

No comparable target in the SDG 16

| IV-2 | Strengthen mechanisms for transition to peace |
| IV-3 | Guarantee the effective enjoyment of rights of victims |
| IV-4 | Human rights promotion, respect and protection |
| IV-5 | Security and defence in the national territory |
| IV-7 | Criminal policy using a restorative approach |
| V-5 | Promote and ensure national interests |

Source: Elaborated by the authors based on a comparison of SDG 16 and SDG 16 and the Colombia National Development Plan 2014-2018