

EXTERNAL ASSESSMENT OF THE UNHCR – UNDP JOINT PROGRAM “TRANSITIONAL SOLUTIONS INITIATIVE - TSI”.

The development of the external assessment of the Transitional Solutions Initiative Program, TSI, a joint Program between United Nations High Commissioner for Refugees UNHCR and United Nations Development Programme UNDP¹ – from mid-August to October 31st, 2016, was executed by Econometría². The assessment had the objective of rating the impact, relevancy, efficacy, efficiency, sustainability and to identify lessons learned from the Program.

The consulting team at Econometría wants to thank especially each one of the 17 communities visited, for opening their doors and sharing their life experiences, opinions and feelings regarding TSI, also to the UNHCR and UNDP teams at the national and regional level.

The methodology implemented for this assessment combined a quantitative and qualitative approach that shaped the triangulation of information to address the assessment objectives. The program was assessed as a whole, its execution and the information gathered at the national/local order was analyzed taking into account what was planned at a general level and in each of the 17 Action Plans. - A final report per case and a consolidated final report in Spanish and English were produced.

17 communities were visited by 30 interviewers and 6 anthropologists who developed 871 home interviews, focus groups (34), observation and informal conversations (17); to the community leaders; to the municipal and departmental authorities (some cases); and 144 semi-structured interviews to community leaders, implementing partners and officers of the territorial offices of UNHCR and / or UNDP (depending on the case).

Finally, with the purpose of having a global view of the Program some semi structured interviews at the national level were held with officers of UARIV, UNHCR, UNDP, the Ministry of Foreign Affairs and Opción Legal who participated in the Program.

TSI

The Transitional Solutions Initiative (TSI) was constituted as a pilot experiment executed by UNHCR and UNDP between 2012 and 2015. It was focused on activating processes of articulation and adding efforts seeking to address the bottle necks identified by the communities that generated barriers to move towards a sustainable solution,

TSI attended directly 38.701, persons, 9.776 families with a budget of US\$14.77 million.³

¹ TSI received resources from cooperation from Canada, Sweden Korea (Koica), USA-BPRM, Spain, the national government and some local governments.

² Econometría team work was directed by María Gloria Cano with Manuela Mejía as qualitative work coordinator, Claudia Peñaranda as qualitative analysis expert, Nathalie Cadena, Nicolás Santos and Nury Bejarano as analysts, 30 interviewers y 6 anthropologists, and all the technical, financial, logistics and administrative support needed.

³ Factsheet, TSI, Abril 2016.

understanding this “*is obtained when the displaced population stops needing assistance or specific protection linked to their displacement situation and may enjoy their human rights without being discriminated because of this condition*”⁴. The 17 cases were:

1. Three returns, all of them included in Phase II, starting on October 2012:
 - a. Alta Montaña (Loma Central) in Carmen de Bolívar (Bolívar),
 - b. Casacará Township in Agustín Codazzi (Cesar) and
 - c. Tanguí in Mid Atrato (Chocó).
2. Five relocations:
 - a. Starting in June of 2012 (Phase I): El Arrayan and La Argentina in the Town of Nariño (Antioquia) and Las Delicias and El Rodeo in Puerto Lopez (Meta).
 - b. The Embera Community Chamí San Jose de Canelos in Florencia (Caqueta) started in October of 2012 (Phase II) and
 - c. The Nasa Community in Florencia (Caquetá) and the Awa Community in Ricaurte (Nariño) started in May of 2013 (Phase III).
3. Nine of Urban Local Integration:
 - a. The neighborhoods of Florida in Soacha (Cundinamarca), 13 de Mayo in Villavicencio (Meta) and the Granizal County in Bello (Antioquia) started in June of 2012 (Phase I).
 - b. The neighborhood Nueva Esperanza in Mocoa (Putumayo) started in October of 2012 (Phase II),
 - c. The neighborhoods Manuela Beltrán and Las Delicias in Cucuta (Norte de Santander), La Gloria (former Hacienda el Puerto) in Florencia (Caquetá) and Villa España in Quibdó (Choco) started in May of 2013 (Phase III).
 - d. In Phase III the neighborhood Familias en Acción Tumaco (Nariño) was linked, it is a special case of urban local integration, referred to as special of protection of permanence for being a community that is victim of forced displacement settled in low sea.

The process had two main objectives: 1. To strengthen the prioritized communities, local and national authorities in the transition towards solutions of the displaced population in scenarios of return, relocation and urban local integration to improve coexistence and relationships between the welcoming communities and the displaced population and to increase the sense of belonging, autonomy, dignity and integration; and 2. To support the development of a comprehensive public policy of solutions with a community and protection approach.

Three axis of work: Axis 1. Enhancement of living conditions through access to land, housing, access to basic services (waterworks, electricity, sewer, education and health) and local economic development. Axis 2. Strengthening of community organizations and local public entities to take over leadership in the search of sustainable solutions. Axis 3. Protection of security, integrity, freedom and dignity and rights of the victims to the truth, justice and repair.

Participation was a working premise, understanding that “*in planning and managing a sustainable solution full participation of displaced people must be guaranteed*”. In such a way that considerable efforts were made

4 UNHCR, Memoires Conference of Sustainable Solutions for the displaced population: International and national experiences, May 2013.

to guarantee the participation of all parties, identifying the needs, prioritizing them and generating a working plan.

DESIGNED IN A MOMENT OF CHANGE

It was designed to be implemented in diverse cases that constituted successful or pilot examples in such a way that their follow up, monitoring and lessons learned would contribute to the construction of public policy addressed to the population that is victim of forced displacement, under an organizational structure in which the National Government was an integral part of the most important instance of the Program, the Board of Directors.

It concurred with implementation of Law 1448 of 2011 known as the Law of Victims and Land Restitution and its regulatory decrees, in which the measures and competences for the attention, assistance and comprehensive repair to victims of the armed conflict were developed, in virtue of the principles of gradualness and sustainability; it stressed on the rights to the truth, justice and repair and it created the necessary institutions for its implementation.

The National Government in head of the Unity of Attention and Comprehensive Repair to the Victims (UARIV) focused mainly on the development of the attention and repair of each one of the victims under an individualistic approach. On its side, the TSI Program set forth the construction of solutions from the community in processes of return, relocation and urban local integrations; involving the municipal authorities and other actors that were necessary to activate the processes in favor of the aimed solutions, supplementing objectives of enhancement of quality of life, organizational strengthening and of governability, protection and rights.

The methodological starting point of the Colombian Government and TSI was so different that ended up being a distancing factor and a difficulty of dialog between the Program and the government at a central level; while at the regional level, there was a strong articulation and coordination.

At the national level, these two approaches were maintained apart during 2012 and 2014. By 2015 the views were getting closer and since 2016 long lasting solutions approach is in the center of the design of a new public policy document (Conpes) of Social and Productive Inclusion. .

In the territory, in most cases, a strong articulation and coordination with the municipal authorities and territorial entities of the national order, such as UARIV itself, DPS, the Colombian Institute of Family Welfare (ICBF) and the National Learning Service (SENA) was possible.

AN INTER-AGENCY DISPARITY RELATION

Complementarity between mandates of the UNHCR and UNDP Agencies was seen as a success factor in the design, as well as the joint consecution of resources to supplement a foreseen total of USD\$26.26 million dollars. Nevertheless, upon execution of the Program it collected USD\$14.6

million, which UNHCR received from the donors, budget that implied being able to contribute with 82.32% of this value. This situation generated great disparity on the execution of the resources and UNHCR took over many of the responsibilities initially addressed to UNDP, considering that each one of the Agencies has its own mandate, from which its expertise is derived as well. However, the continuous interaction between the agencies was a strength of the Program.

TSI ACCOMPLISHED ITS OBJECTIVES

TSI as a pilot, was successful in the construction of models of intervention for durable solutions providing a variety of concrete examples in different environments, leaving lessons learned for their replicability and scalability.

Implemented from 2015 to 2016, TSI applied in a flexible manner the general methodology of development of participative diagnoses with a differential approach, prioritization of needs and collective construction of Action Plans, with the conformation of the Promotion Committees in which the community, municipal authorities and other entities linked to the Program combine. In compliance of each Action Plan, tangible and intangible goals were achieved, in which, overall, in the extent that the interests of the participating entities come together under the articulation of the Program and comply with their commitments, the achievements were greater.

TSI accomplished its objectives "activating processes of articulation and adding efforts seeking to address the bottle necks identified by the communities that generated barriers to move towards a sustainable solution".

TSI changed paradigms, returning hope, out of listening, understanding, respecting, allowing the population to acknowledge themselves and to reconnect with their environment, under a worthy approach.

The most important results that transformed these communities can be summarized in five big groups

- **Visibility of the communities** regarding themselves and the municipal authorities, other agencies and public and private institutions is a very important achievement of the Program, which led to mobilization of efforts, generation of commitments and concrete actions.
- **Community strengthening, protection and rights** the Program installed capacities in the communities to be self-managers and promoters of their solutions, as subjects of rights. Voice and empowering was given to women and to the young as centers of drive within their communities and protective agents. This strengthening is reflected in community organizations that such as Boards of Community Action, women and young groups, productive associations, victims' organizations, etc.
- **Land legalization** that led to urban integration. In rural areas led to individual land legalization. In some cases, the process was completely achieved, and enhancement of quality of life was significant, represented in public services, transportation, security and

social infrastructure access; and in rural areas, in productive terms. In others, the processes were activated and are still on course.

- **The transformation of the living conditions of three indigenous communities** that were relocated in new territories in which the uses and customs were recovered, rootedness and belonging was generated, there was progress in improvement of housing, in social infrastructure and overall, in the reconstruction of their identity as people and the recovery of their dignity, territoriality, own governance and autonomy.
- **Specific solutions were given to specific problematics in social infrastructure** represented in educational establishments, community, recreation and sports centers, opening roads, Access to water, improvement of materials in the houses, public lighting, waste collection, and local economic development from support to the employability and entrepreneurship processes.

As a balance, it may be stated that the Program was highly effective in the cases of relocations both peasant as indigenous, in the returns of Tanguí and Alta Montaña (Loma Central and other counties) and in the cases of urban local integration in which there was substantial progress in the processes of land legalization as in Las Delicias and Manuela Beltrán in Cúcuta and in 13 de Mayo in Villavicencio. In other cases of urban local integration, as in Granizal (Bello) and Altos de la Florida (Soacha), this Program, although it had achievements in community strengthening, protection and rights, as well as in local economic development, was insufficient, given that the existing problematic is highly complex and overwhelming.

Many challenges are still left, which are represented by the high indexes of poverty, structural poverty, mainly in the cases of urban local integration (64% of the homes) for deprivation of public utilities, derived from the difficulties in legalization of land which does not allow access to basic services. On the other side, the need to generate worthy income is clearly one of the greatest challenges to be faced, with monetary levels of poverty of 72% in returns, 66% in relocations and 65% in urban local integration.

The security conditions are another external factor that represents a great challenge and that needs to be considered and made visible, especially in Granizal, Familias en Acción neighborhood in Tumaco, in Villa España in Quibdó and Altos de La Florida in Soacha.

TSI MOBILIZED RESOURCES

USD\$14.7 million were invested which are equivalent to USD\$216 thousand annually per case, on average, which is clearly a small budget for all the established purposes and the achievements reached. Nevertheless, what actually happened was that this was the seed capital to mobilize monetary and nonmonetary resources from several public (local and national) and private entities and NGO's,

TSI constituted a shaft articulator of actions that mobilized monetary and non-monetary, public and private resources on the construction of sustainable solutions.

national and international, which were combined in the execution of each one of the Action Plans. In addition to these resources, there are the ones provided directly by the communities that contributed with time, and in some cases, financial resources collected through community activities.

TSI'S LEARNED LESSONS ARE BEING HEARD

In the current situation, and within the framework of reflection opened by Writ 373 of the Constitutional Court, the Program has the opportunity to generate effects in public policy of attention to victims of forced displacement through its great learning that may be set as follows:

1. The returns, relocations, and cases of urban local integration has their own problems and challenges.
2. The community in the center of intervention is the one that identifies its needs and builds solutions, appropriating them. Its strengthening is the base of enhancement of quality of life.
3. The community Promotion Committee⁵ is the center of articulation, follow up and management before the community and the institutions.
4. Combination of inter-institution efforts must have a strong articulation management in which there must be clarity in each one's roles, avoiding duplicity of efforts and maximizing their capacities.
5. Urban local integration constitutes a sustainable solution if structural interventions are developed. These are the cases with higher complexity and challenges and require long lasting State's efforts.
6. The processes must have psychosocial support as part of the empowering and readiness to be beneficiaries of supports that they may take over and sustain.
7. The accompaniment processes must be midterm, especially where there are complexities that need time to be solved.
8. The differential approach in indigenous communities based on deep respect for their identity and governance, recognition of their authority and customs.
9. Women comply a central role in their community, as mothers being protective factors, empowered leaders and generators of income.
10. The participation of boys, girls, adolescents and young is a mechanism for constructing future and protection.
11. Flexibility is a working principle, in which there must be capacity to adapt the methodologies to be applicable according to the community and the reality in which it stands

⁵ The Promotion Committee, facilitated by the UNHCR-UNDP (according to the case) gathered community, municipal authority and other actors for the articulation and coordination of the different activities in order to accomplish the Action Plan.

