

External Assessment of the UNHCR – UNDP Joint Program “Transitional Solutions Initiative - TSI”.

Final Report

Bogotá D.C., October 31st of 2016



GLOSSARY

UNHCR	United Nations High Commissioner for Refugees
APC	Colombian Presidential Agency of International Cooperation
COCOMACIA	Atrato Major Community Council of the Integral Peasants Association
DNP	National Planning Department
ICBF	Colombian Institute of Family Welfare
SOCIAL PROSPERITY (former DPS)	Administrative Department for Social Prosperity
UNDP	United Nations Development Programme
RED	National Social Solidarity Net
SENA	National Learning Service
SGSSS	General Social Security System
SNARIV	National System of Attention and Comprehensive Reparation for Victims
TSI	Transitional Solutions Initiative
UNDAF	United Nations Development Assistance Framework
UARIV	Unit of Attention and Comprehensive Reparation for Victims

ACKNOWLEDGEMENTS

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We thank the UNHCR teams of the territorial offices who generously shared their opinions and came with us to the field, dedicating time to socialize with the leaders and other actors the reason for our presence and being attentive to facilitate our job. We also thank the team of the Cordoba territorial office of UNDP for the dealings in the cases of Alta Montaña (Loma Central and other counties) and Casacara.

We extend our gratitude to the municipal authorities, implementing partners and officers at central level of UNHCR, UNDP and the Government, who participated in responding to our interviews. To Nicolas Gutierrez, from UNDP for accompanying us in training sessions and for the support providing information and dealings within the Agency.

Finally, to Jaime Castañeda from UNHCR, who supervised the performance of this contract; we want to offer him our most sincere gratitude for the dedication and accompaniment in the entire process, being the one who facilitated contact between all parties, who actively participated in training of our field professionals, he accompanied us in the collection of information and was always attentive to assist us with any issue that was needed.

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CHAPTER 1 INTRODUCTION

Econometría was contracted by UNHCR¹ for the development of the external assessment of the Transitional Solutions Initiative Program, TSI, a joint Program between UNHCR and UNDP – from mid-August to October 31st, 2016². The assessment had the objective of rating the impact, relevancy, efficacy, efficiency, sustainability and to identify lessons learned of the Program. Additionally, according to the Terms of Reference, the evaluation should focalize: *“Particularly, in strengthening the communities and authorities in the transition towards solutions for displaced populations and in the development of a comprehensive public policy of solutions with a community and protection approach”*.

This assessment exercise constitutes one of the three elements with which the Program is closed. The other two are:

1. The systematization of experiences carried out at the end of 2015 and the beginning of 2016 in which the main milestones, context, methodology, main problems, its prioritization, lessons learned and policy recommendations for each community that participated in the Program were documented³.
2. The consulting for recommendations for public policy executed at the same time as this assessment, entrusted to Luis Jorge Garay, Fernando Barbieri and Clara Ramírez, who are part of the Civil Commission for Follow Up to Ruling T-025. In this work, the elements of the experience of the Program that may be scalable and replicable for each one of its components: enhancement of quality of life, institutional and community strengthening, and protection and rights of the victims were analyzed in depth.

The fundamental challenge of this external assessment done by Econometría, was to obtain a reading of the Program acknowledging the work developed and the achievements, but also under a critical learning view.

We hope that the results may be input for public policy, in a time in which the Colombian government is developing a social CONPES (National Council on Economic and Social Policy) of social and productive inclusion of the population that is vulnerable and victim of forced displacement.

¹ As part of the closing activities of the Program, UNHCR funded the external assessment, while UNDP was responsible for other closing activities. It must be clarified that the terms of reference were made jointly between the Agencies.

² The Transitional Solutions Initiative TSI Program in Colombia, was one of three similar initiatives; with the other two in Nepal and South Sudan.

³ www.tsicolombia.org

1.1 GENERALITIES OF THE PROGRAM

The Transitional Solutions Initiative (TSI) was constituted as a pilot experiment executed by UNHCR and UNDP between 2012 and 2015, at the need to search for answers to the Colombian State deficiency to overcome vulnerability and to reach sustainable solutions of the population that is victim of forced displacement. In such a way that, aside from impacting the focus communities for its implementation, it would constitute an experience with incidence in the design of public policy addressed to this population.

More than a one off occurrence in different communities, the Program 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, 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 actions were performed in 17 communities, 3 of which constituted cases of returns, 5 of relocation and 9 of urban local integration (See Figure 1.1):

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).

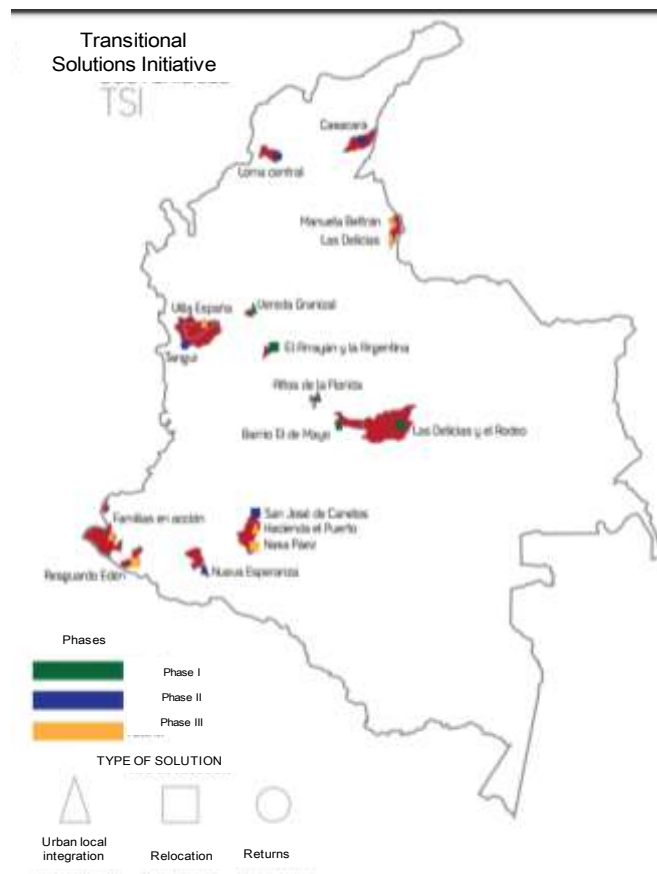
2. Five relocations:
 - a. Starting in June of 2012 (Phase I): El Arrayan and La Argentina in the Town of Nariño (Antioquia) and Las Delicias and El Rodeo in Puerto Lopez (Meta).
 - b. The Embera Community Chamí San Jose de Canelos in Florencia (Caqueta) started in October of 2012 (Phase II) and
 - c. 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),

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

- 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.

Figure 0.1 Geographical distribution of cases of the Program



Source: Prepared by Econometría based on documentation of the Program
 Note: Towns in red are the ones in which each case is located.

In general terms, there were two main objectives:

- 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 support the development of a comprehensive public policy of solutions with a community and protection approach.

What they intended was:

- To improve coexistence and relationships between the welcoming communities and the displaced population.
- To increase the sense of belonging, autonomy, dignity and integration.

With three axes of work:

1. 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.
2. Axis 2. Strengthening of community organizations and local public entities to take over leadership in the search of sustainable solutions.
3. 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 it was tried to be implemented from the participation of all parties, identifying the needs, prioritizing them and generating a working plan.

This approach leads to, although there were common guidelines that respond to the spirit of the objectives and the axes of work, each one of the communities having their own diagnosis that turned into specific working plans with different prioritizations and dynamics.

According to the balance made by the Program (2015)⁵ once the activities on the territory were finished, the consolidated of results is the following⁶:

- In terms of coverage, 38.701, persons, 9.776 families were directly attended.
- The executed Budget was US\$14.77 million, in which UNHCR participated with 82.3% of the total.
- The main goals by axis of work were summarized by TSI as follows:
 - Axis 1: 57% of the budget:
 - Legal security of the ownership of land in 8 communities. Progress in routes and mechanisms to carry out the processes in 6 communities.
 - Enhancement and / or construction of houses in 353 homes.
 - Access to health and psychosocial attention and prevention programs to 8.270 individuals.

⁵ In this assessment, the activities of the Program executed jointly between the Agencies until 2015 were considered, clarifying that some UNHCR activities continued this year financed by Koica.

⁶ Factsheet, TSI, April 2016.

- Enhancement and / or construction of infrastructure for safe water and basic sanitation in 14 communities.
- 1,075 individuals benefited from flexible education and 12 communities with school infrastructure built or improved.
- 1,951 homes supported with productive initiatives; 2.136 with training in economic development and economic development strategies and / or alliances were established in 11 communities.
- Axis 2: 32% of budget:
 - 77 strengthened community organizations.
 - Construction and / or enhancement of community infrastructure in 13 municipalities which allowed building trust with the State, community cohesion and its management activities.
 - Functioning of formal dialog and decision making spaces with active participation of the community in 7 communities. Progress in other communities.
 - 40 public entities strengthened.
- Axis 3: 11% of budget:
 - 3,338 persons benefited from information and training activities in their rights as victims and mechanisms to demand rights.
 - Protection strategies for the security, integrity, freedom and dignity, with gender perspective were developed.

1.2 RESEARCH QUESTIONS FOR ASSESSMENT

The research questions that guided this assessment were the following:

Table 0.1 Research questions by item of assessment

ITEM OF ASSESSMENT	RESEARCH QUESTIONS
IMPACT: Measurement of the changes occurred in the communities due to the intervention of TSI regarding the problematics they intended to solve.	1. Has the TSI Program brought a sustainable contribution in the transition towards solutions for the displaced population in prioritized communities?
	1.1 Which have been the impact and the results of the Program in terms of: Enhancement of the quality of life of the communities through access to land, housing, basic utilities and local economic development?
	1.2 Which have been the impact and the results of the Program in terms of: Strengthening of community organizations and local public entities so that they may take over the leadership in the search of sustainable solutions?
	1.3 Which have been the impact and the results of the Program in terms of: Protection of the security, integrity, freedom and dignity and rights of the victims to the truth, justice and repair?
	2. Which have been the impact and the results of the Program on the influence and development of a comprehensive public policy of solutions for the displaced population with a community and protection approach?
	3. To what extent are the observed changes in the community attributable to TSI?
RELEVANCE: In the extent that the Program planned and executed responding to the needs identified, it	1. Have amendments been done to the logic framework? Who has participated in the amendments? Why were the amendments produced? Which were the effects of such amendments?
	2. How accurate were the strategies and methodologies implemented by the program?

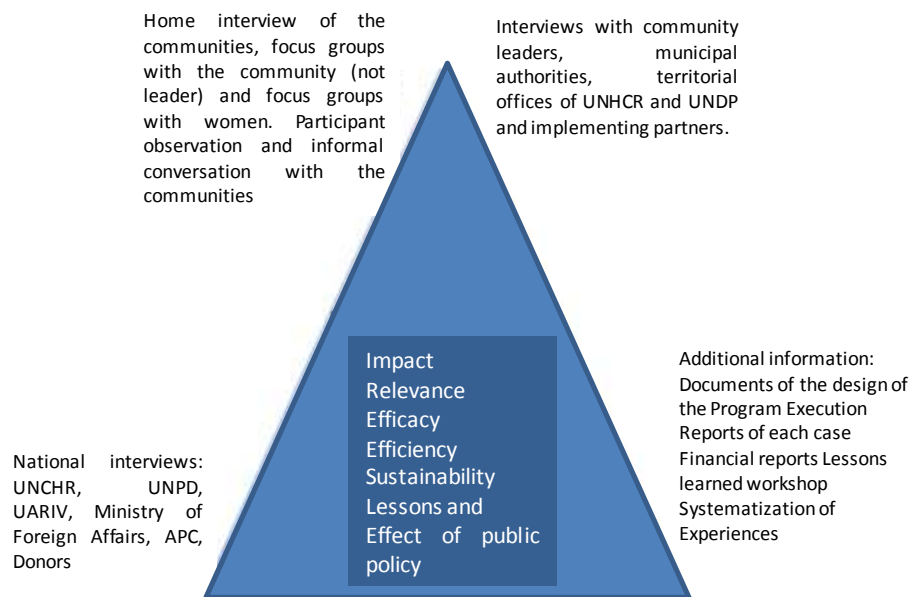
ITEM OF ASSESSMENT	RESEARCH QUESTIONS
may be stated that it was relevant.	3. Has the Program incorporated a differential approach in age, gender and diversity in its planning, management and results? 4. Has the Program considered topics of environment in its planning and execution? 5. Has the Program been supplementary to the regulatory structures and political bets at a local and national level? 6. Is the role of each one of the Agencies in the Program been relevant regarding its mandate and expertise? 7. To what degree have the potentialities of the Agencies have been supplemented and exploited in the intervention as a joint Program?
EFFICACY: In the extent that its purposes and objective are reached	1. To what degree have the goals, results and activities regarding what was planned by the Program, both at a general level as in each one of the prioritized communities been accomplished? 2. To what degree has the Gender Strategy been incorporated in the TSI Program and has it contributed to the results? 3. Have the inter-agency coordination, planning, management and monitoring mechanisms of the Program been efficient? 4. Have the mechanisms of coordination with local and national institutions been efficient?
EFFICIENCY: Having been assertive in the strategy of intervention selected before other options and exploitation of the available resources, both financial as non-financial	1. Were all the possible strategies to obtain the results analyzed? Were there other alternatives? 2. Have the resources of the Program been used in the best possible manner regarding the planned and the obtained results? Has the program been cost-efficient? 3. Has the program exploited the institutional and regulatory existing structures for attention to the displaced population avoiding duplicity of efforts?
SUSTAINABILITY: To the extent that they have left installed capacities in the communities and the results have been appropriated, both by the communities as by the local authorities.	1. Are the activities and actions of UNHR and UNDP developed in the framework of the Joint TSI Program sustainable? 2. Have strategies of release of the Program been designed to facilitate sustainability of the intervention? 3. To what extent has installed capacity been left in the authorities, communities and other actors of development to take over the leadership of their solution processes? 4. To what extent have the methodologies and processes fostered in the TSI framework been appropriated by the authorities and communities?
LESSONS LEARNED	1. Which have been the main factors that have facilitated obtaining the results of the Program? 2. Which have been the main factors that have limited the results of the Program? 3. Which have been the main lessons learned regarding implementing TSI as an inter-agency program?

Source: Terms of Reference.

CHAPTER 2 METHODOLOGICAL DEVELOPMENT OF THE ASSESSMENT

The methodology implemented for this assessment combined a quantitative and qualitative approach which forms the triangulation of information to address the impact, relevance, efficacy, efficiency, sustainability and lessons learned of the Program. The consistency matrix appears in Appendix #1, in which an instrument of correlation is related to each research question and the question of such instrument.

Figure 0.1 Methodological scheme of the assessment

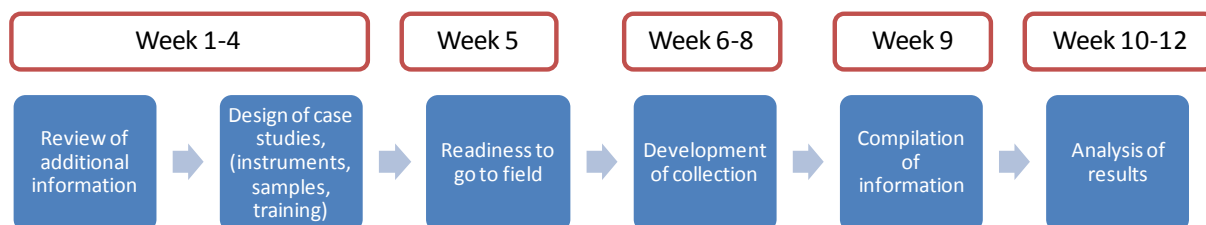


Therefore, the Program was assessed as a whole, from each one of its 17 cases, starting from what was planned at a general level and in each case stated in their Action Plans, contrasted with what happened on the execution of the Program from the analysis of the information coming from the national and local order.

This methodology implied assessing each case independently in the framework of their own Action Plan and thus, as a whole, the results have to be read in perspective to what each case was expecting to achieve.

Assessment was done during 12 weeks distributed as follows:

Figure 0.2 Schedule of the execution of the assessment



Below is an in-depth analysis of the methods applied and the way in which they are combined to comply with the objectives of the assessment.

2.1. ADDITIONAL INFORMATION

A review of the available additional information of the Program, as planning documents, execution reports, follow up Works, monitoring and assessment, documentation of lessons learned, budget execution, etc. was done during the first weeks.

Clarity of the characterization of each one of the cases, relevant actors, action plan, annual progress and the analysis done in the systematization of experiences was obtained from that information, which constituted the framework of analysis and adaptation of the instruments for collection.

2.2. DEVELOPMENT OF CASE STUDIES

The studies started from the review of the additional information to enter the territory and to deepen in the different topics of assessment consulting with the community through home surveys, focus groups, observation and informal conversations; to the community leaders; to the municipal and departmental authorities (some cases); to the implementing partners and to the officers of the territorial offices of UNHCR and / or UNDP (depending on the case), through semi-structured interviews.

The instruments for collection are presented in Appendix #2.

2.2.1. Home survey

The home survey was focused on the impacts of the Program identifying the current life conditions of the homes of each one of the 17 communities to enquire about the perception of changes occurred comparing their current situation with the one at the end of 2011, and to what extent could these changes be attributed to the TSI Program, in the understanding that, even if they did not identify the Program, many of the changes were the result of processes promoted by it.

871 homes were interviewed⁷ which allows accounting for the results at a national level and for each one of the groups: Returns, relocations, and urban local integration. The number of interviews programmed and done per case is shown in the following table. In some cases, a census was done to the population which had the listings or cartography, the principle of random selection was respected. There were 30 interviewers on field and, in Bogota, a quality reviewer was making verification calls. The final data base and the dictionary of variables is presented in Appendix #3.

Table 0.1 Number of home interviews per case

Community	Town	Department	Universe	Sample	Interviews made	Result of coverage
Resguardo Edén Cartagena	Ricaurte	Nariño	132	47	49	104%
Comunidad Chami Puru	Florencia	Caquetá	51	30	29	98%
Comunidad Nasa Páez	Florencia	Caquetá	14	12	11	95%
Predios Las Delicias y El Rodeo	Puerto López	Meta	128	46	46	100%
Barrio 13 de Mayo	Villavicencio	Meta	1,022	68	68	100%
Loma Central Alta Montaña	Carmen de Bolívar	Bolívar	590	65	65	100%
Predio El Arrayán y Argentina	Nariño	Antioquia	21	16	14	93%
Vereda Granizal	Bello	Antioquia	3,600	71	72	102%
Hacienda El Puerto	Florencia	Caquetá	234	55	55	100%
Barrio Las Delicias	Cúcuta	N. de Santander	613	65	65	100%
Barrio Manuela Beltrán	Cúcuta	N. de Santander	642	65	65	100%
Comunidad Casacará	Agustín Codazzi	Cesar	2,000	70	70	100%
Barrio Familias en Acción	Tumaco	Nariño	196	53	54	101%
Comunidad Tanguí	Medio Atrato	Chocó	272	57	53	93%
Barrio Villa España	Quibdó	Chocó	94	41	41	100%
Comunidad Nueva Esperanza	Mocoa	Putumayo	228	55	49	90%
Barrio Altos de la Florida	Soacha	Cundinamarca	625	65	65	100%
Total			10,462	881	871	

2.2.2. Focus groups with communities (not leaders)

⁷ The initially planned sample was of 881, nevertheless in some communities, despite visiting 100% of the houses, not all the population was found.

Focus groups with the communities (one per community) had the main objective of identifying the sustainability factors of the obtained results, for this purpose it began by identifying how the initial situation was, what had changed, if the existing needs were addressed, what was accomplished, what accomplishments are attributed to the Program and finally, it was deepened in the sustainability of the results.

2.2.3. Focus groups with women

In response to the gender approach that the Program had, a focus group with women was held in each community. Emphasis was placed on identifying the elements of participation of women in organizations, in their community, in decision making in the boards and in community life; access to utilities and programs by women in conditions of equality; and, in prevention and response of gender based violence.

2.2.4. Interviews with local actors

Deepening in the process implemented in the execution of the Program, identification of needs, its prioritization, achievements, difficulties, the way to solve such difficulties and what was learned from each case, was worked through semi structured interviews with the members of the Promotion Committee (*Comité de Impulso*) conformed by the leaders of the community and territorial authorities, as well as with the officers of the territorial offices of UNHCR and / or UNDP and the implementing partners.

On the other side, also with the purpose of identifying sustainability factors in the processes, leaders and current municipal authorities were interviewed, given that in December of 2015 there was a change of administration and also changes in some community leadership.

Totally, 144 interviews were done, 8 per case in average. Appendix #4 presents that tables in which coverage of the interviews done at local and national level is presented.

2.2.5. Participant observation and informal conversations

The development of the case studies was complemented with participant observation and informal conversations, which were done by the anthropologists on their visits to the communities.

Participant observation is a technique that consists of observing all of the researcher’s environment in a systematic and controlled fashion, and to participate in one or several activities of the population which results are recorded in a field journal.

2.3. NATIONAL ORDER INTERVIEWS

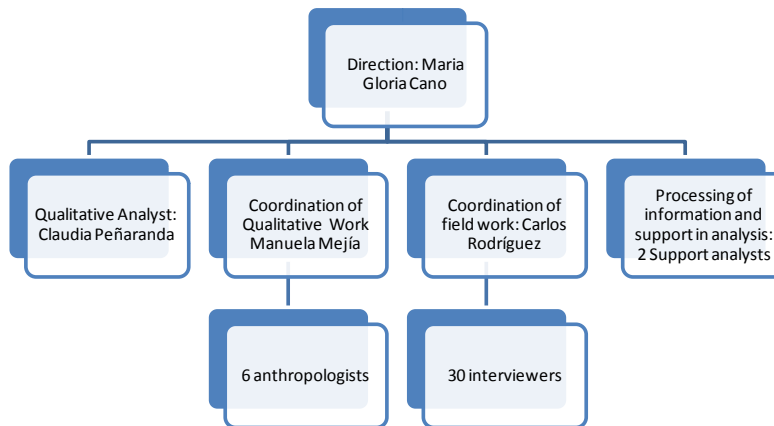
Finally, with the purpose of having a global view of the Program some semi structured interviews at the national level were held with officers of UARIV, UNHCR, UNDP, the Ministry of Foreign Affairs and Opción Legal who participated in the Program. Depending on the interviewed, questions on the topics of design of the Program, dealings and interinstitutional and inter-agency articulation, general planning, changes that occurred through time, budget execution and lessons learned were asked. It was not possible to carry out the meetings originally foreseen in the methodology with APC and with donating organizations.

2.4. ORGANIZATIONAL STRUCTURE OF THE WORKING TEAM

The Econometría team was made up by one director, María Gloria Cano, who counted on:

- One qualitative coordinator
- One interview field work coordinator
- The team of qualitative collection (6 anthropologists)
- The team of interview collection (30 interviewers and one quality reviewer).
- A quantitative analyst
- A qualitative analyst
- Two support professionals for the analysis
- Technical, financial, logistics and administrative support

Organizational Chart of the Program



2.5. CHALLENGES AND LESSONS LEARNED FROM THE FIELD WORK

There were great challenges in this collection. The first was the amount of time available for readiness and for collection; the second, weariness of the communities and the intermediaries in the territory due to the processes of information collection previously done; the third, the security conditions existing in some communities; and fourth, the scarce information to conform the sample frames and consequently, the selection of the sample.

To face these challenges, Econometría worked in detailed planning of the field work, generating control points, follow up meetings and a process of communication with the offices of UNHCR and UNDP in the territory planning the logistics on field. A week long theoretical-practical training was done deepening in the method of the survey, the purpose of each question of the form, responsibility toward the job to be done with an action without harm approach and the handling of the application of capturing of the interviews on the tablets (collection tool).

During the training, an important emphasis on the selection of the sample methodology was done, which definitely had to be applied, in some cases. Thus, knowledge on the method of selection on cartography and in listings, the algorithms to be used and the supports that needed to be generated of the whole process were strengthened.

Work with the anthropologists began with a one day setting workshop in which they deepened in all the documentation of their cases to further develop a week of training.

It is very important to stress that the territorial offices of the Agencies in which they have incidence provided their collaboration in the information requested before going to the field, as well as in presenting the teams to the local leaders and implementing partners and attending the programmed interviews.

Local leaders were a fundamental access channel before the communities to carry out the focus groups and the home interviews and they carried out accompaniment where the subject of security thus required it. In all cases people from the community were generous in providing information and taking care of the field team.

Daily follow up on the progress of collection was done, providing support to the teams on the field, solving any event that may be generated. Within which it is worth mentioning that the conditions of security were a factor that impacted the expected performance of the surveys in Soacha and thus, the team had to be reinforced; and it obliged the development of alternative mechanisms for conforming the universes especially in Granizal, Tumaco and Quibdo.

Methodologically, the flexible design of the qualitative instruments is acknowledged as learning, both of the interviews as of the focus groups. To have a methodological design that is open to the different contexts in which it is worked, is of great importance to obtain the most and best information available, acknowledging the characteristics that are inherent to each population and entity. The greatest methodological challenge was to be able to find, in such short time, enough spaces to generate the complete view of all the interventions.

Finally, it is important to stress the importance of the exercises of participant observation to be able to have a comprehensive understanding of the whole intervention adding to the focus groups and the interviews.

CHAPTER 3 ANTECEDENTS AND DESIGN OF THE PROGRAM

This Chapter presents the design process of the Program emphasizing on the relevance of it in terms of approach, organizational structure, budget and methodology.

3.1. RELEVANCE ON THE APPROACH

For the year 2011, Colombian was facing the problem of internal forced displacement of several million people under an extensive regulatory and jurisprudential development and a public policy framework of prevention and attention around an Effective Enjoyment of the Rights approach (GED for its Spanish acronym). For that moment, the competence on attention to the population fell on ACCION SOCIAL (Social Action) as coordinator of the National Comprehensive Attention to Displaced Population System (SNAIPD for its Spanish acronym). There were approximately 3.7 million people expelled from their place of residence due to “circumstances described in article one of Law 387/97”⁸ recognized in the Single Registry of Displaced Population (RUPD for its Spanish acronym).

In practical terms, although the state policy set forth prevention and protection components, comprehensive attention and truth, justice and repair, actions and the budget execution were mainly focused on humanitarian attention and there was progress in identification (excluding the military ID), health (entailment to the General Social Security System) and education; but there were important lags in housing and income generation, which was shown in the measurements of GED indicators (2008 and 2010) and it was evidenced in the Writs of follow up of Ruling T-025 /04 of the Constitutional Court. Thus, Writs such as 008 of 2009 were categorical in setting forth the need to reformulate the policy of income generation, which response was CONPES 3616 of 2009, which also did not provide any results and it is again topic of Writ 219 of 2011 in which it reformulation of said policy was insisted upon.

Therefore, the general diagnosis for the year 2011 was the outpouring of the forced displacement problem and, despite the existing complex attention system, the inability of the State to offer a final solution to the living conditions of this victim population.

In this reality framework, the Program named Transitional Solutions Initiative TSI is designed, in virtue of the process of alignment of the United Nations Development Group (UNDG) with the new Colombian government under the presidency of Juan Manuel Santos (2010-2014) in which the “importance of promoting comprehensive, measurable and long term actions that foster long

⁸ <http://www.UNHCR.org/t3/uploads/pics/2821.pdf?view=1>

lasting solutions in a context that helps overcome the challenges that the country faces” (APC-UNDG, 2010) was emphasized. Thus, the Program is framed under the priority area 4 corresponding to Peace, security and reconciliation, “based on the guidelines that the Government gave, it was agreed that the results and effects related to the humanitarian topics should have a transitional approach from humanitarian assistance to a sustainable development. Given that, UNDG reflects the importance of bonding strategies of long term solutions in the humanitarian emergency response... (which implies) strengthening not only of planning and inter-agency coordination, but the articulation of the cooperation actions, considering the prioritization with the state response” (APC – UNDG, 2010).

UNHCR and UNDP which already had a Memorandum of Understanding since 2008, found points of agreement regarding the development of this Program in which pilot experiments would be implemented in the search of the promotion of sustainable solutions for the displaced communities overcoming the transition from humanitarian assistance to development processes⁹. It is fundamental to stress that TSI was designed to offer specific examples of solutions for displaced populations and to contribute to the consolidation of the comprehensive policies for these solutions, based on the lessons learned for returns, relocations and urban local integration.

UNHCR on one hand, in virtue of its protection mandate “which includes physical security and the reestablishment of human dignity, involves supporting the communities in reconstructing their social structures, enjoy their rights and find long lasting solutions” page 8 (UNHCR, 2008), had been working in different communities, such as San Isidro in Mocoa¹⁰, since 2008 in “micropolicy” processes applying a community approach and of context in which it is “mandatory to understand and consider the political context, the welcoming community, the gender roles, the community dynamics and the protection risks, the worries and priorities” page 10 (UNHCR, 2008), an approach based on the rights and meaningful participation; thus, the diagnosis of the situation that is lived, of the needs and action plans arise from full participation of the community.

UNDP on the other hand, with its mandate of promotion to social inclusion and development in the areas of peace, development and reconciliation; relief of poverty and sustainable development; democratic governance; and coordination of efforts for the achievement of the Millennium Development Goals (MDG); was working on initiatives of peace construction since 2004 under the REDES Program and Ventana de Paz (Window of Peace).

⁹ UNDP, Prodoc, 2012.

¹⁰ <http://www.UNHCR.org/noticias/blog/item/san-isidro-una-nueva-vida-para-las-familias-desplazadas/>

Both agencies, just as it is mentioned in Prodoc (2012) took the experiences and learnings derived from processes such as “ICARA¹¹, CIREFCA¹², the Brookings process, 4Rs¹³, and experiences on course of long lasting solutions for internal displaced and the work of the CWGER”(UNHCR-UNDP, 2012) as starting point, in which, according to the learnings: 1) Focusing on the individual needs of the displaced population is not enough, a community and context approach must be considered and 2) The promotion of a humanitarian and assistance approach is not enough, this is possible on the initial phase of emergency; but in the mid and long term, the development of sustainable solutions must be promoted, from the effective participation of the population in its construction.

Complementarity between both agencies was an important strength in the design, with the following intervention areas:

Char 3.1 Areas of Intervention: In the Design

Results	Areas of Work	Responsible
Enhancement in quality of life	Land	UNDP and UNHCR
	Housing	UNDP
	Access to basic utilities	UNDP y UNHCR
	Local economic development (DEL)	UNDP
Organizational and institutional strengthening	Strengthened communities	UNHCR
	Local governability	UNDP
Protection and rights of the victims	Protection	UNHCR
	Rights of the victims	UNDP and UNHCR

Source: ProDoc, 2012

Considering that the objective of the Program was set forth as the development of the successful examples, a fundamental factor was monitoring, assessment and systematization in such a way that learnings addressed to the development of public policy were obtained.

Other key elements in the design were: 1. The gender approach in terms of each one of the results considering the access to land and housing by women, the identification of differential needs between men and women facing basic services such as health, education, drinkable water, etc.; access to income sources by women, technical and financial support and participation and empowerment of women. Finally, the protection of the security, integrity, freedom and dignity of

¹¹ International Conference on Assistance to Refugees in Africa.

¹² International Conference on Assistance to Refugees in Central America.

¹³ “In 1999, the "Brookings Process" was started reflecting an emergent consensus on the need to address "transition topics", including the bonds between short term humanitarian assistance and more long term sustainable development interventions. In 2003, based on the lessons of the Brookings Project, the Frame for long lasting solutions for refugees and people of interest was started with two components: 4Rs (repatriation, reintegration, rehabilitation and reconstruction) for post-conflict situations and DAR/DEL for assistance to the development of refugees and welcoming communities in the displacement as long as it was possible, for their local integration” (Nota conceptual, 2012).

girls and women. 2. The ethnic approach, in which, for the indigenous and Afro Colombian communities special care and attention were taken in the authorities as centers of the solutions, as well as respect for the territory and their identity.

One very important point, which in the design is tangentially presented as a demonstration of political will from the Colombian government of placing victims as a priority, is the transformation that was being constructed from Law 1448 of 2011 known as the Law of Victims and Land Restitution.

2011 was a fundamental year for the victims in Colombia because they were completely recognized, not only the victims of forced displacement, but all victims in the frame of the armed conflict. A proposal on attention, assistance and comprehensive repair was developed, under the principles of progressiveness, gradualness and sustainability, in which the rights to the truth, justice and repair were stressed. The institutionalization necessary for its implementation was created, accompanied by a system for the systematization of information “on the circumstances and determinants of the violations and (that) would facilitate the recognition of the rights of the victims”¹⁴.

Nevertheless, the assistance, attention and comprehensive repair to the victims’ approach started from the individual and their home to obtain effective enjoyment of the rights, except for the collective repair that has a different approach. Thus, the new institutionalism created by the Law of Victims turned towards an individualized response with a supply and top-down approach; and usually efforts of victim’s participation had a consultative approach rather than a constructive one.

In its design, TSI presented a starting point that was radically different to the one that was implemented by the National Government. The construction of solutions set from the identification and prioritization of the needs with full participation of the community, both displaced as welcoming; in returning, relocation and urban local integration processes; involving the municipal authorities and other actors that were necessary to activate the activities in favor of the solutions searched for, supplementing objectives of enhancement of quality of life, organizational strengthening and of governability, protection and right.

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.

Adding to the above, the changes in the roles and the competences by the State entities that required the adaptation of all the actors were also determinant. For example: 1. APC had the purpose of “ordering” the international cooperation actions and to align them with the state objectives; 2. UARIV was appropriating its competences in attention, assistance and

¹⁴ <http://www.centrodehistoriahistorica.gov.co/ley-de-victimas/prologo-ley-de-victimas>

comprehensive repair of victims, as well as articulating axe of SNARIV; 3. The National Planning Department (DNP) was taking over its functions as coordinator of the policy of social and productive inclusion of the population that is victim of forced displacement and 4. The Department of Social Prosperity was transforming also as head of the sector of social inclusion.

This transformation of competences, functions and roles had to start articulating with international cooperation which had been assuming a central role in attention and protection of the rights of the population that is victim of forced displacement, which many times led to be confronted with the former governments in power.

Additionally, it was also difficult for the government to recognize that in most of the territory trust and the capacity to act before the communities was placed in the international cooperation agencies that had been working there for years and TSI was a continuity to many of the processes already on course.

On the other side, from the Government’s standpoint, dialog turned difficult each time that they were facing the Writs of the Constitutional Court, which had the support of international cooperation, that generated obligations of immediate compliance leaving aside any reflection of the most appropriate method to attend the population victim of forced displacement.

TSI is the result of a design that starts from the lessons learned by the participating Agencies and their experience and strength in the territory. On the other side, the complementarity between UNDP and UNHCR seemed a determining factor to work in the dimensions of the Program and to think about addressing the population as part of its environment in which construction comes from full participation of the community (victims and not victims) articulated with local actors, recognizing their capacities, seemed a recipe that was made to be successful. Additionally, to think about executing “pilot” examples that would teach lessons, also seemed the best way to contribute in the construction of public policy.

It is worth mentioning that the methodological experience of TSI was not new for Colombia. In the past, there were, in public policy, examples of collective construction of solutions from the territory such as the National Social Solidarity Net (RED) created in August 1994 which strategy was to promote a “participating process that recognizes the value of the different populations, not only as limited and affected groups due to deficiencies and discriminations, but for its capacity to cooperate and contribute to the solution of the development and social coexistence problems” (DNP, 1996). The working tool were the solidarity tables in which the community participated, regional authorities, public corporations, the church and executing entities with regional presence. Nevertheless, the approach was abandoned when RED merged in 2005 with the Colombian Agency of International Cooperation, ACCI creating the Presidential Agency for Social Action, ACCION SOCIAL, in which the Sub directorate of Attention to Displaced Population was

established, which, facing the dimension of forced displacement, turned towards humanitarian attention.

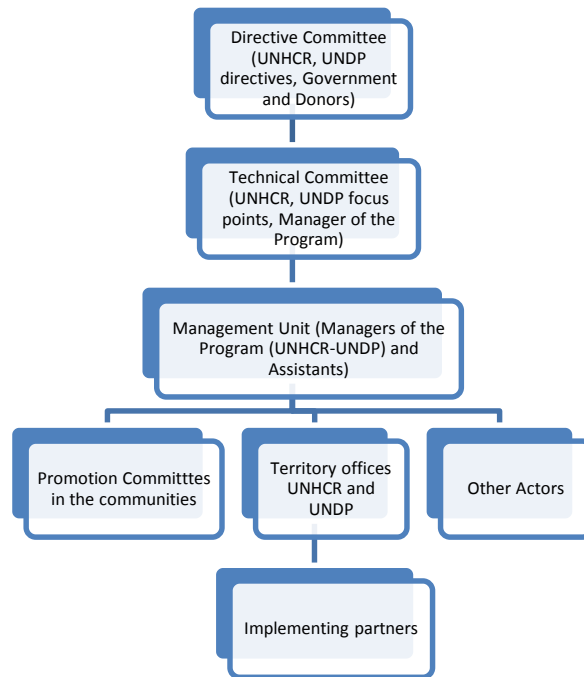
3.2. DESIGN OF ITS ORGANIZATIONAL STRUCTURE

In the design of the Program, it was established that the implementation of the solutions should have coordination with the National Government and local authorities, involving ACCION SOCIAL, relevant Ministries, particularly the Ministry of Foreign Affairs and DNP as national government.

The management structure was designed with a unity conformed by UNDP and UNHCR; a technical Committee with participation of the directives of each Agency and a directive Committee with the same agencies, the National Government and donors. Meetings of the Directive Committee were stipulated every four months and monthly for the Technical Committee. The Management Unit would have two managers (one per agency) and two program assistances dedicated to monitoring and assessment. The managers would be responsible for the daily activities of the Program through the offices of terrain of each one of the agencies.

Initially, it was established that the offices of terrain, would be responsible for implementing the Program, would receive the human resources to support the activities. These offices would be responsible of conforming territorial committees which would involve the communities, local authorities and implementing partners, as well as of working with other actors as agencies of United Nations, NGO's and to guide the activities of the implementing partners.

Figure 3.1 Organizational Structure



Source: Prodoc, 2012.

This organizational structure seemed the most appropriate for the foreseen objectives that required an articulation source both vertical as horizontal between all foreseen actors. Nevertheless, during 2012 important changes were generated in the Colombian Government that impacted the articulation channels of the Program. The first was the transformation of ACCION SOCIAL to the Administrative Department for Social Prosperity (DPS currently SOCIAL PROSPERITY) which was formalized through Decree 4155 of November of 2011 but its materialization happened during 2012. DPS became head of the sector of Social Inclusion. The second is the creation of the Unity for Attention and Repair of Victims (UARIV) through article 166 of Law 1448 of 2011 as an entity attached to DPS.

UARIV, “has the objective of coordinating the National System for Attention and Repair to the Victims and the execution and implementation of the Public Policy of Attention, Assistance and Comprehensive Repair”¹⁵ to the victims of the armed conflict.

¹⁵ <http://www.unidadvictimas.gov.co/sites/default/files/documentosbiblioteca/decreto4802estructuravictimas.pdf>

These institutional changes imply a difficult transition period of competences and responsibilities, as well as a clear definition of the co-responsibilities of the territory in the measures of attention, assistance and repair to the victims.

But also, empowerment of the government facing the attention to the victims and the difficulty, by the Agencies of turning into a complete ally of the Government, given that, in the past it came from a critical and antagonist position, especially in the case of the UNHCR that, as it was mentioned before, generated difficulties in conforming a “working team” at a national level between the Agencies and the National Government.

A different situation was the one lived in the territory, where, as it will further be seen, 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.

3.3. FINANCIAL ASPECTS OF THE DESIGN

The design has as indicative Budget a total of USD\$26.26 million, distributed as follows:

Chart 0.2 Indicative budget in TSI design (June 2012)

Results	Products	UNHCR	UNDP	Total
Enhancement in quality of life	Land	2.325.000		2.325.000
	Housing		3.255.000	3.255.000
	Access to basic services	3.255.000		3.255.000
	DEL		5.115.000	5.115.000
Subtotal enhancement in quality of life		5.580.000	8.370.000	13.950.000
Organizational and institutional strengthening	Community enhancement	2.061.000		2.061.000
	Local governability		2.139.000	2.139.000
Subtotal Strengthening		2.061.000	2.139.000	4.200.000
Protection and rights of the victims	Protection	1.975.318		1.975.318
	Rights of the victims		1.131.325	1.131.325
Subtotal protection and rights		1.975.318	1.131.325	3.106.643
Systematization of results and promotion		150.000	150.000	300.000
Communication, monitoring and assessment		75.000	75.000	150.000
Operational costs		700.935	467.290	1.168.225
Personnel		1.219.635	453.000	1.672.635
Total cost of the program		11.761.888	12.785.615	24.547.503
Indirect costs		823.332	894.993	1.718.325

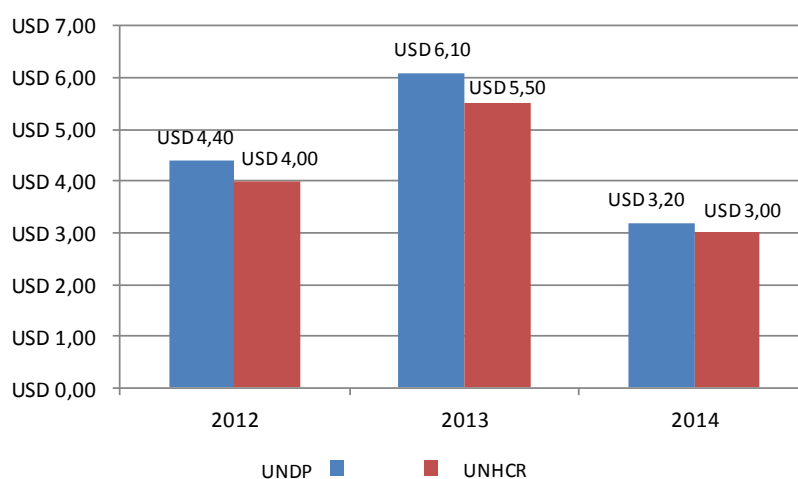
Results	Products	UNHCR	UNDP	Total
Total		12.585.220	13.680.608	26.265.828

Source: Prodoc, 2012.

57% of the cost of the Program would be addressed to enhancement of quality of life, followed by 17% for community and institutional strengthening and 13% for protection and right to the victims.

The distribution provided in the Budget execution between the Agencies was of 52% for UNDP with a Budget of USD\$13.68 million and 48% for UNHCR with a total of USD\$12.58 million, which would be distributed during the three years of the Program as follows:

Figure 3.2 Programming of Budget by entity



Source: Prodoc, 2012.

As of June of 2012, a total of USD\$2.19 million, 8.4% of the total Budget, was confirmed with progress in agreements with some donors such as BPRM, UE, Koika, Canada and Sweden.

As it will be presented in the following chapter, in the end 54% of what was provided was collected, topic that shall be deepened in section 5.3.

3.4. INITIAL FOCUS

In the design (Prodoc) six focuses criteria to which the two agencies jointly came, based on the experience of the territory, which are:

- Potential for coordination between UNHCR-UNDP.

- Existing institutional capacity.
- Presence of a minimal community organization.
- Basic conditions of steadiness and security.
- Potential of involvement of receptor communities.
- On course processes of returns, relocation or urban local integration.

Additionally, the articulation with UNIDOS, a state strategy, addressed to the poorest population of the country, which for different reasons, such as difficulties in the operation of this Strategy, finally did not happen.

The selection criteria seemed very relevant given the approach of implementing the Program in pilot experiences that could generate lessons learned for its replication, in such a way that the feasibility probabilities in the execution of the foreseen activities had to be optimized. Initially, some communities were selected in which there was already experience by the Agencies and their needs had been identified, leaving other communities to be included in further phases, with the purpose of directly benefiting 16.302 people and about 48.380 in total, directly and indirectly.

The communities selected in Phase I were:

- Altos de la Florida in Soacha, Cundinamarca.
- Granizal in Bello, Antioquia.
- 13 de Mayo in Villavicencio, Meta.
- La Argentina, El Arrayán and Puerto Venus in Nariño, Antioquia.
- Delicia and Rodeo in Puerto López, Meta.

The communities selected in Phase II were:

- Comunas 1 and 9 in Neiva, Huila.
- Casacará in Agustín Codazzi, Cesar.

Of these cases, Comunas 1 and 9 in Neiva had to be discarded due to strong presence of armed groups that generated adverse security conditions for implementing the Program (Interview at central level, UNDP); on the other hand, the county Puerto Venus in Nariño was not included. In the end, there were 17 cases with 38 thousand beneficiaries according to balance carried out by the Program in December 2015.

3.5. PRINCIPLES AND METHODOLOGY OF THE INTERVENTION

Seven cross principles were established in the design of TSI, all of the greatest relevance:

1. Protection of individuals and organizations which central focus are physical security, integrity, freedom and dignity.
2. Differential approach of age, gender, diversity and ethnicity designing different responses depending on the risks and gaps that the different groups were facing.
3. No harm action approach that seeks that the activities to be developed do not potentiate existing divisions or discrimination processes.
4. Community approach for the protection and solution settings, which implies involvement of the community, both the displaced and the receptor, in which the community establishes its needs, prioritizes them and directly participates in its solution, obtaining a resilient, cohesive and strengthened community in organizational terms.
5. Rights approach which implies that the rights, needs and legitimate interests of the displaced population is the main consideration in the intervention.
6. Focus on the young and their employment possibilities.

In methodological terms and pursuant to the approach set forth by the Program, eight steps were established:

1. Mapping of the presence the displaced population.
2. Analysis of the existence of risk and conflict, with approach of age, gender and diversity.
3. Involvement of all relevant actors.
4. Participative exploration with approach of age, gender and diversity, of the needs and risks of protection of individuals and collectives.
5. Participative elaboration with the communities in an intervention proposal.
6. Implementing the Action Plan.
7. Formation of Community Support Committees with actors of development and local authorities.
8. Systematization of the results and management in formulation of local and national public policy.

Of those, progress had been done in mapping of the population, identification of needs, even its prioritization from the participative diagnosis through former activities or programs of the Agencies in the territory.

CHAPTER 4 CURRENT COMMUNITIES FROM THE HOMES SURVEY

This chapter is developed based on the home survey with the purpose of presenting a simplified “picture” of the current conditions of the communities, which is added to with incoming evidence from interviews, focus groups and qualitative observation done.

In all the aspects presented next, a comparison between the returning, relocated and in urban local integration communities is done.

4.1 KINDS OF INTERVENTION

The Program was finally implemented in 17 communities as it was presented in chapter 1 of the Introduction, these were:

1. Three returns, all included in Phase II, starting in October of 2012:
 - a. Alta Montaña (Loma Central) in Carmen de Bolívar (Bolívar),
 - b. Casacara township in Agustín Codazzi (Cesar) and
 - c. Tanguí in Mid Atrato (Chocó).

2. Five relocations:
 - a. Starting in June of 2012 (Phase I): El Arrayán 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) and
 - c. The Nasa Community in Florencia (Caqueta) and the Awa Community in Ricaurte (Nariño) started in May of 2013 (Phase III).

3. Nine of Urban Local Integration:
 - a. The neighborhoods Altos de Florida in Soacha (Cundinamarca), 13 de Mayo in Villavicencio (Meta) and the County Granizal 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 Beltran and Las Delicias in Cucuta (Norte de Santander), La Gloria (former Hacienda del Puerto) in Florencia (Caqueta) and Villa España in Quibdó (Choco) started in May of 2013 (Phase II).
 - d. In Phase III the neighborhood Familias en Accion in Tumaco (Nariño) was incorporated which is a special case of urban local integration, referred to as special context of protection of the permanence for being a community victim of forced

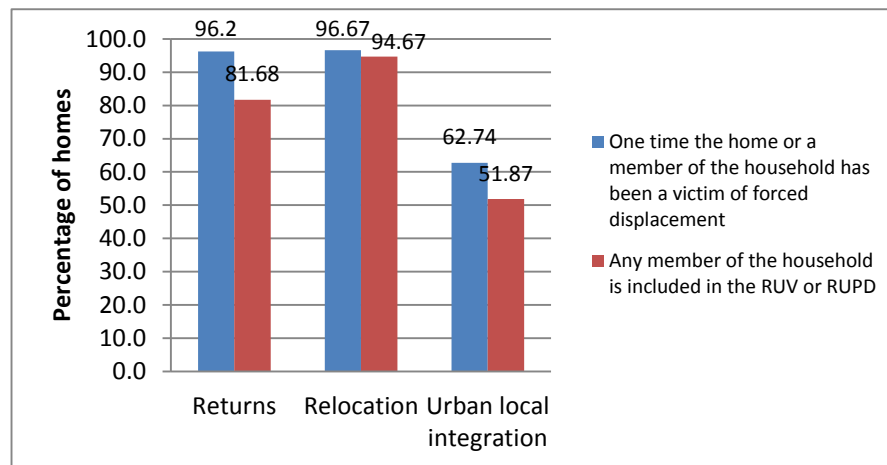
displacement settled in low sea. It must be clarified that the fact of being settled in a zone of low sea and high risk, it results in the impossibility of building a real solution of local integration. The bet is to enhance the living conditions and dignity of the community, while a real alternative to locate the community in a zone in which they can stay without risk.

4.2 GENERAL CHARACTERIZATION

In the cases of returns and relocations more than 95% of the homes have people who have been victims of forced displacement, while in the communities of urban local integration, the percentage reaches 63% which is expected given its conformation of receptor community and migrant community from economic and conflict reasons.

Comparing the proportion of homes with victims of forced displacement and the ones in the Single Registry of Victims, there is a difference of 15 percentage points in the cases of returns, a couple of points in relocations and 11 points in urban local integration, which can be interpreted as under-registry. Leaving opportunities for improvement in the process of identification and registry, which is competence of UARIV.

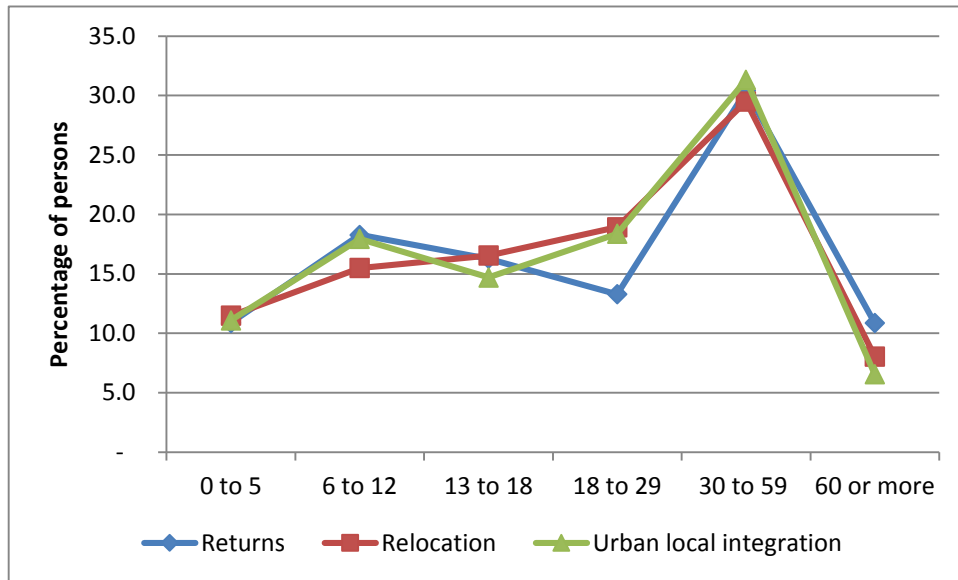
Figure 0.1 Percentage of homes depending on being victims of forced displacement and being in the RUV for kind of intervention



Source: Econometría Consultors from the survey

Overall, they are young communities, in which the average age of the persons of the communities is between 26 and 28 years of age. The distribution by ages is presented in the next figure, without much difference between the kind of intervention, in which about half of the population are minors, with a little more proportion of adults, and seniors in the cases of returns.

Figure 0.2 Distribution of persons by age groups by kind of intervention (%)

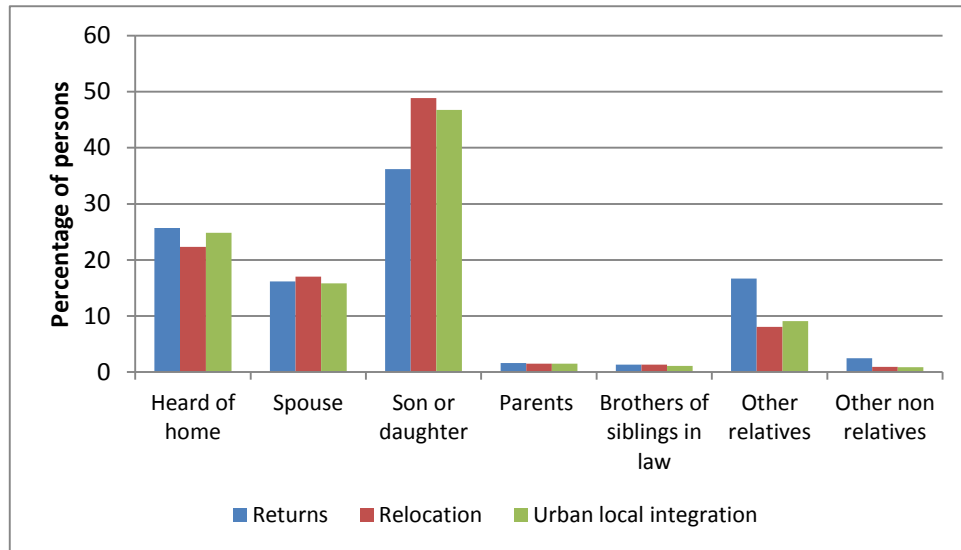


Source: Econometría consultants from the survey

In terms of ethnic belonging, the returns and relocations are the ones of greater diversity. In the first case, there is 51% African Colombian and black and 41% without ethnical belonging and 8.4% indigenous (primarily because of the presence of the case in Tanguá), percentages that in the case of relocations is 59% indigenous, 40% without ethnical belonging and 1% African Colombian or black, because of the presence of three cases out of five in indigenous communities.

The distribution by kinship with the head of the home shows that nearly half of the population are sons or daughters in the relocations and in urban local integration, one fourth are heads of home and about 15% are spouses. In the returns, there is significant presence of other relatives reaching 17% which shows that they are extensive homes.

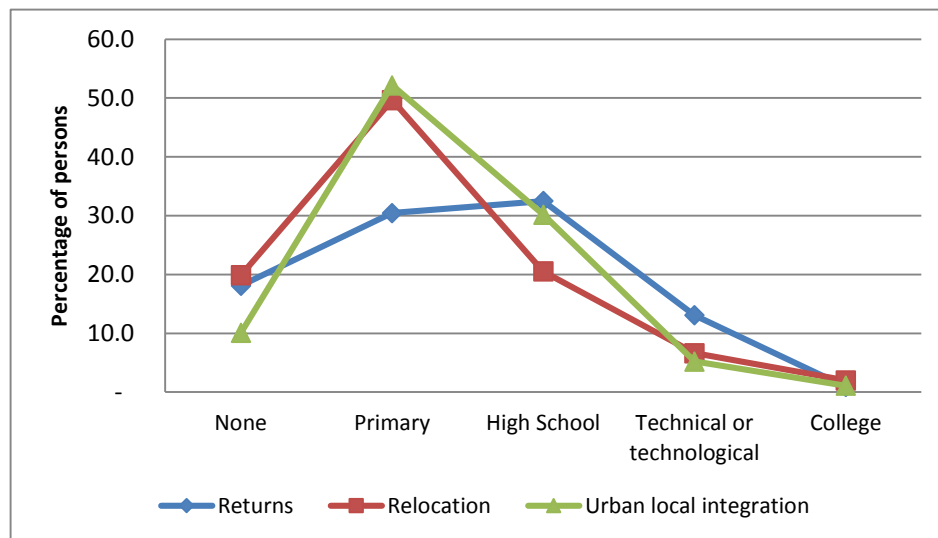
Figure 0.3 Percentage of persons according to kinship with head of the home (%)



Source: Econometría consultants from the survey

The level of education of the population is concentrated in an average of 6.5 years, being a little higher in the returns with 6.7 years, followed by 6.5 in urban local integration and 5.5 in relocations, which implies, that in average, the population reaches up to a year and a half of high school. 70% of the population has a maximum level of education of primary (including “none”).

Figure 0.4 Percentage of persons by maximum level of schooling by kind of intervention (%)



Source: Econometría consultants from the survey

Important differences exist between the maximum level of schooling between personas from the peasant communities and the indigenous relocations, as it is shown in the following chart. In general, indigenous communities have more concentration of personas with non education and higher illiteracy.

Chart 0.1 Percentage of persons by maximum level of schooling and literacy in peasant and indigenous relocations (%)

Variables		Peasants	Indigenous	Total
Level of education (%)	NS/NR	2,8	0,53	1,35
	Non	5,14	17,37	12,96
	Pre-scholar	0	1,84	1,18
	Primary	47,66	46,32	46,8
	High School	36,92	29,74	32,32
	Technical or technological	5,61	3,42	4,21
	College	1,87	0,79	1,18
Years of schooling (average)		6,18	5,08	5,5
Literacy (%)		92,52	82,37	86,03

Source: Econometría consultants from the survey

Illiteracy reaches, in average, 14% in relocations (7.48% in peasant communities and 17.6% in indigenous communities), 12% in returns and 8% in urban local integration. The low level of schooling and illiteracy constitute an important barrier to access social services, employment possibility and entrepreneurship.

Of the total of the population, half are women. Female head of home is almost 45% in the cases of returns and urban local integration, while 39% in relocations. The case of relocation of El Arrayán and La Argentina in the town of Nariño in which no female heads of home were found is striking.

- Level of structural poverty of the community

The Multidimensional Poverty Index¹⁶ (MPI) is a structural poverty indicator. It combines 15 variables that are grouped in 5 dimensions: educational conditions at home, childhood and youth conditions, health, employment and public utility conditions and housing conditions. If in 5 or more of the variables there is lack, the home is considered poor. In virtue of these criteria 55% of homes are considered poor.

As it is observed in the following chart, the returns are the ones that have lower incidence of poverty, followed by peasant relocations, although high deprivations in education and employment

¹⁶ http://www.cepal.org/deype/noticias/noticias/6/49736/CE12_semMMP-DANE-Colombia.pdf

persist. In the case of urban local integration aside from the previous deprivations, access to home utilities is very precarious, given mainly the lack of sewerage.

Chart 0.2 Percentage of poor homes, per IPM component (%)

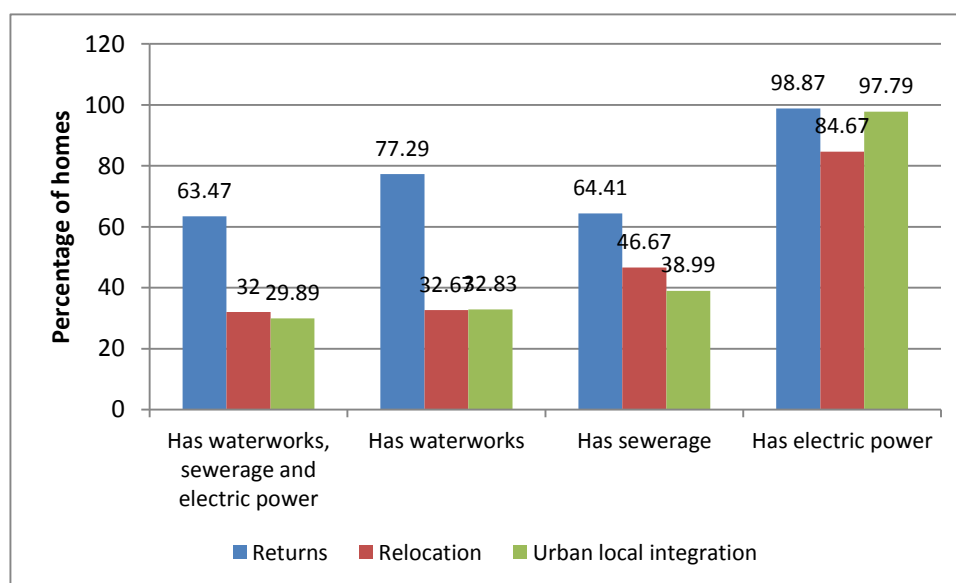
	Return	Peasant relocations	Indigenous relocations	Urban local integration	Total
Poor home per IPM	31,0	36,1	43,8	64,3	55,0
Educational conditions at home	75,8	86,9	85,4	81,8	80,4
Childhood and youth conditions	53,9	49,2	61,8	55,8	55,3
Deprivations of the home					
Work	85,8	95,1	96,6	89,1	88,5
Health	13,1	31,2	18,0	20,6	18,8
Access to public home utilities and housing conditions	41,0	68,9	58,4	84,2	72,5

Source: Econometría consultants from the results obtained in the survey

- Access to basic services and quality of the house

As it is observed in the following figure, the electric power utility is the one of most coverage in all cases, and the homes of return are the ones that present most access to all utilities.

Figure 0.5 Percentage of homes per coverage of basic services per kind of intervention (%)



Source: Econometría consultants from the results obtained in the survey

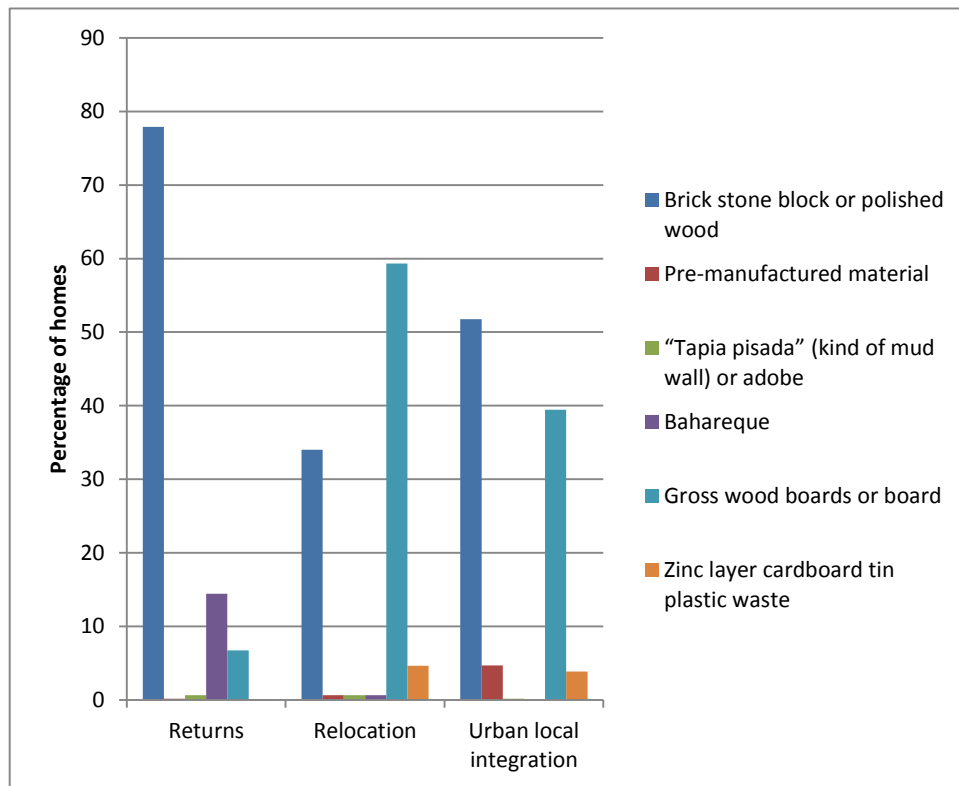
In terms of drinkable water, the returns have the greatest coverage of public waterworks with permanent supply, while peasant relocations have a combination of this with a well with and without pump and the urban local integration ones have the previous ones but there are also cases

in which there is only a public fountain as in Las Delicias of Cucuta or supply by water tank truck in Granizal in Bello. In the case of indigenous communities relocations, basic services coverage are as follows:

- 55% has waterworks
- 78.6% has sewerage
- 86.5% has electric power

Most of the houses have walls in gross wood or stone brick block or polished wood, while in returns most of the houses are in block, while in peasant and indigenous relocations, they are in wood.

Figure 0.6 Percentage of homes per predominant material of the walls per kind of intervention (%)



Source: Econometría consultants from the results obtained in the survey

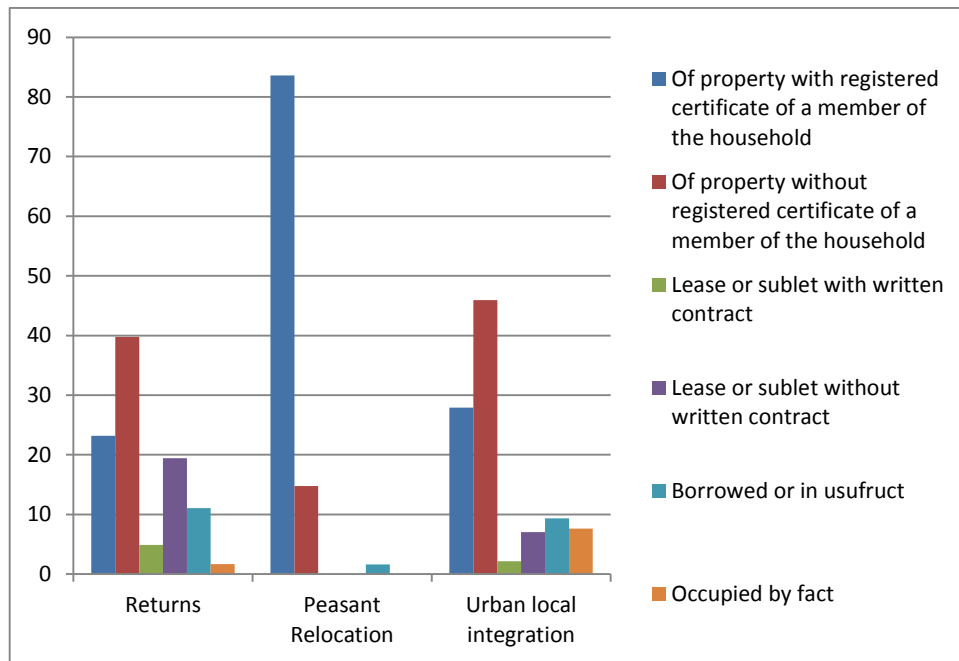
- Access to land and legalization of property

Overall, in the cases of returns, urban local integration and peasant relocations, the ownership of houses and lands is concentrated in “owners”, but, in average only 27% have registered titles, reaching 43% in the case of peasant relocations. The remaining owner

homes claim that their titles are in process 56% of homes of Urban Local Integration, 51% of relocations 26% in returns. In the case of indigenous communities relocations land titles are collective.

This is one of the topics that had more relevance in the execution of the TSI Program. It was a prioritized need in almost all the cases. Significant progress was achieved in the neighborhood 13 de mayo in Villavicencio, Manuela Beltran and Las Delicias in Cucuta, Nueva Esperanza in Mocoa and in relocations such as Las Delicias and El Rodeo in Puerto Lopez.

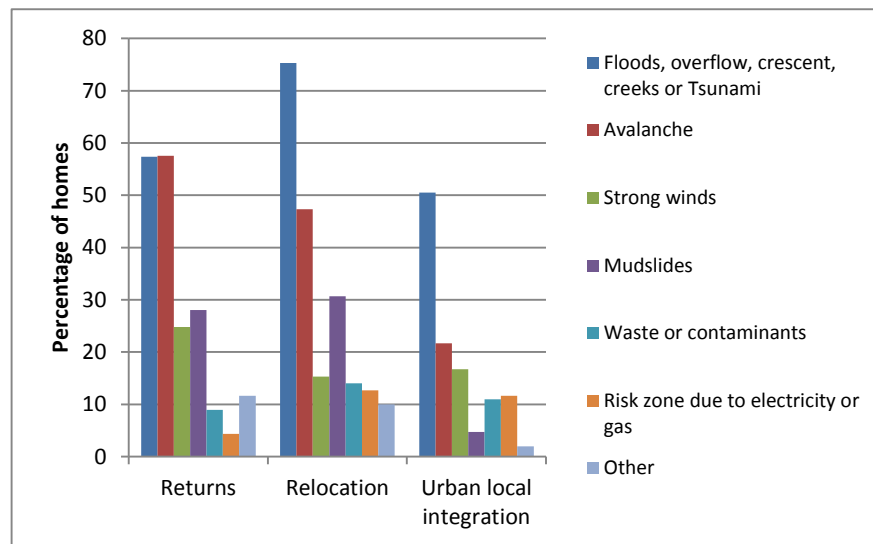
Figure 0.7 Percentage of homes with ownership of homes by kind of intervention (%)



Source: Econometría consultants from the results obtained in the survey

In terms of the perception that there is of the risk generated by the environment in which the house is located, there is risk perceived mainly due to floods and mudslides, especially in the cases of returns and relocations.

Figure 4.8 Percentage of homes per perception that the environment in which the house is located generated per kind of intervention (%)



Source: Econometría consultants from the results obtained in the survey

- Level of income and local economic development

Average income of the homes is COP\$793 thousand per month, which is approximately 1.2 minimum legal valid monthly wages. In the case of returns it is of COP\$745 thousand per month, in urban local integration it is of COP\$800 thousand per month. It is especially high in cases as the relocation of Las Delicias and El Rodeo in Puerto Lopez where it reaches an income of 2.6 minimum legal valid monthly wages; while in indigenous communities average household income reaches one minimum salary (COP\$654.9 thousand).

Overall, this income comes mainly from work of the members of the home, in which the businesses or productive projects are an important factor of the economic dynamic of the communities, especially in the case of relocations, where in average, almost half of the homes have businesses, followed by returns with 26% and urban local integration with 20.5%.

The businesses that exist were financed mainly by the savings of people, followed by formal credit. Nevertheless, in the case of relocations, in 44% they were financed by TSI, a figure that is 16% in Urban Local Integration and 8% in returns.

Chart 4.2 Percentage of businesses per source of resource to conform them by kind of intervention

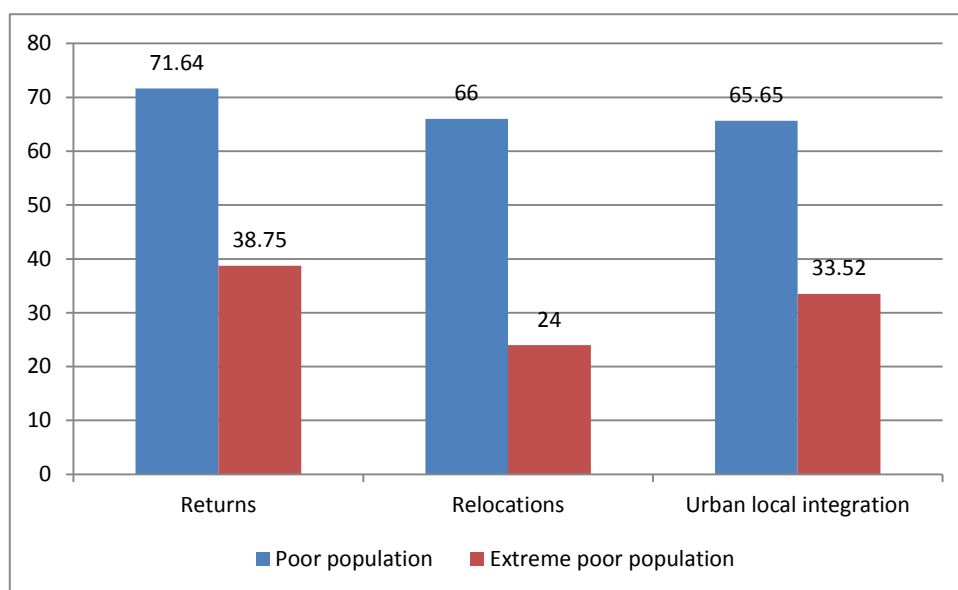
	Return	Relocation	Urban local integration	Total
With money that they saved	50,37	48	51,04	50,62
Loan with financial entities	29,86	4	23,71	24,17
With aid from TSI	8,24	44	16,38	15,88
Relative, kin, friend or neighbor	5,12	5,33	16,24	12,06
With aid of another program	6,75	8	6,59	6,74
Other	3,02	6,67	7,46	6,04
Seed capital of a state program	5,11	6,67	2,9	3,85
NGO loan	3,17	2,67	0	1,16
Selling animals/artifacts	0	4	0	0,29

Source: Econometría consultants from the results obtained in the survey

When comparing total income of the home with the standards of the poverty line and the extreme poverty line, it is found that, on average 67% of the homes are in poverty and 35% in extreme poverty, with the differences between kinds of intervention that the next figure shows. These percentages, facing the national standards are significantly greater, with 24% and 4.9% respectively for the urban area and 40% and 18% for the rural area (DANE, 2016).

Another relevant comparison is facing the results of the I National Verification Survey (ENV) of the Office of the Comptroller General of the Nation and the survey Effective Enjoyment of Rights (GED for its Spanish acronym) carried out in 2013-2014 by DANE (National Department of Statistics). On the first case, 83.9% of the total of the displaced population is under the poverty line and 35.5% is under the line of extreme poverty; and in the second case the percentages are 63.8% and 33%. On this regard, the proportion of homes of the cases of TSI under the extreme poverty line is very close to the one found for the displaced population in both national surveys; while the proportion of homes of the cases of TSI under the poverty line is close to the one found by DANE in its national GED survey.

Figure 0.9 Percentage of homes in monetary poverty and extreme poverty per kind of intervention



Source: Econometría consultants from the results obtained in the survey

One third of the homes, on average, is planning to carry out an investment in the next 12 months; which rises to 54% in relocations, 32% in Urban Local Integration and 27% in returns, with an average amount of COP\$8 million.

- Surroundings and Access to social services

In terms of access to programs of the State and other aids, there is mainly Familias en Acción. In returns the aid of programs for senior citizenships is also significant, while for relocations there are other aids and subsidies.

Chart 0.3 –Percentage of homes per Access to social programs (subsidies or aids) per kind of intervention (%)

	Return	Relocation	Urban local integration	Total
a. Familias en acción	49,46	65,33	48,87	49,6
d. Humanitarian aid as victim	8,01	28	11,84	11,44
f. Program for senior citizens	17,42	9,33	7,78	10,29
b. Jóvenes en acción	1,13	0	1,63	1,45
g. Other aids or subsidies	14	21,33	1,47	5,37
h. Income generation programs	2,5	13,33	1,22	1,98

	Return	Relocation	Urban local integration	Total
c. Unemployment aid	0	0	0,31	0,22
e. Re-socialization programs	0	0	0,07	0,05

Source: Econometría consultants from the results obtained in the survey

In terms of access to the General Social Security System (SGSSS for its Spanish acronym) 96% declares to have been entailed to a kind of health regime, being 97% in returns and 91% in relocations.

Regarding attention in health, 19% of the people had health problems in the 30 days before the survey, which did not imply hospitalization. When inquiring what was done, it is found that they attended service provider institution or health or to a physician around 67% in the cases of urban local integration and relocations, while in returns, the number drops to 47%.

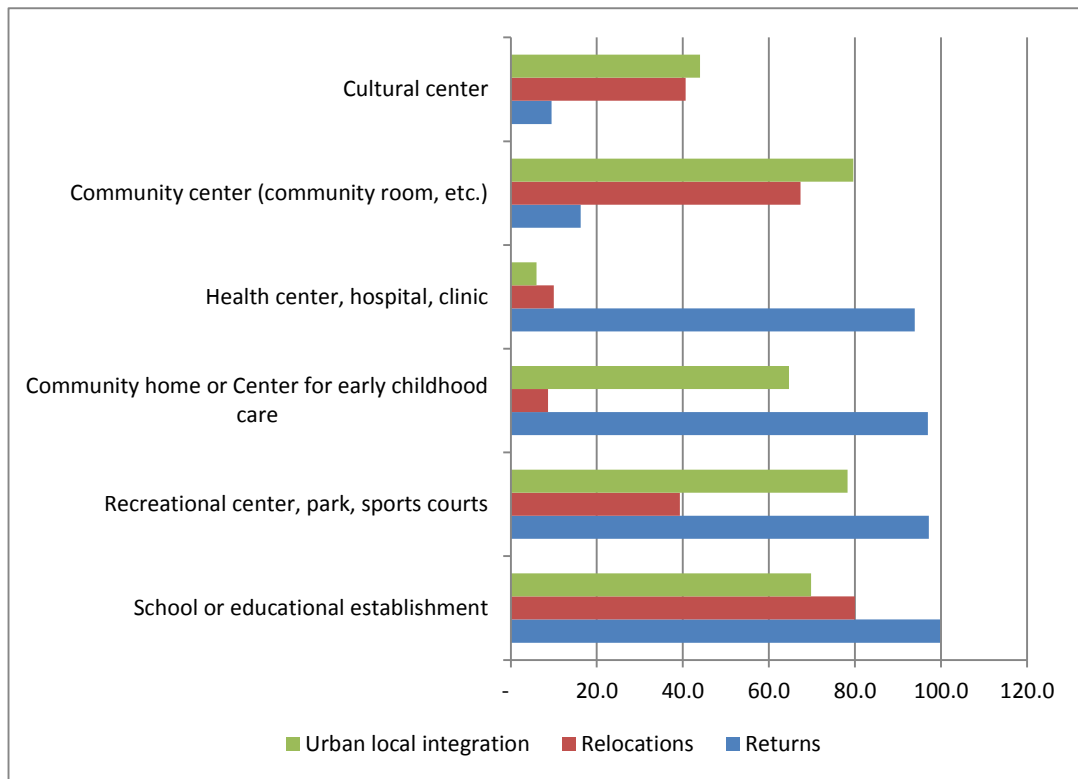
Chart 0.5 Percentage of persons at home with a health problem in relation to what they did to treat it

	Return	Relocation	Urban local integration	Total
Went to a health service provider institution	41,12	39,05	49,04	46,74
Went to a general physician, specialist, dentist, therapist or independent health professional (independently)	5,94	31,43	15,28	13,46
Use of home medicine	21,9	16,19	9,78	13,02
Self Medicated	28,02	4,76	6,3	11,68
Went to the pharmacist, apothecary drugstore	0	0	16,18	11,62
Nothing	1,75	6,67	2,64	2,54
Consulted a quack, empirical, healer, witches	1,27	1,9	0,77	0,93

Source: Econometría consultants from the results obtained in the survey

Another aspect that was asked in the survey was access to social infrastructure close to home. In this case, for the majority (78%) of the educational establishment is the closest. In cases of Urban Local Integration for most homes, the recreational center and the center for community gathering is also close; whereas for the returns, the health, recreation and attention to early childhood centers are the ones that are close.

Figure 0.10 –Percentages of homes per availability of social infrastructure at walking distance per kind of prevention (%)



Source: Econometría consultants from the results obtained in the survey

4.2 PARTICIPATION AND TRUST

The level of participation of the homes members in community meetings and / or in the boards of community action is very significant, as it may be seen in the following chart. In the worst of cases, which is urban local integration, it reaches 56.2% of the homes that attend the community meetings.

In the case of indigenous communities the results show a very high level of cohesion and identity, territoriality and government aimed recovery.

This is another topic in which TSI had greater incidence, as it will be further seen and as it may be evidenced, the communities continue to participate in a very important way, despite the processes of weariness of leadership that were mentioned in different interviews.

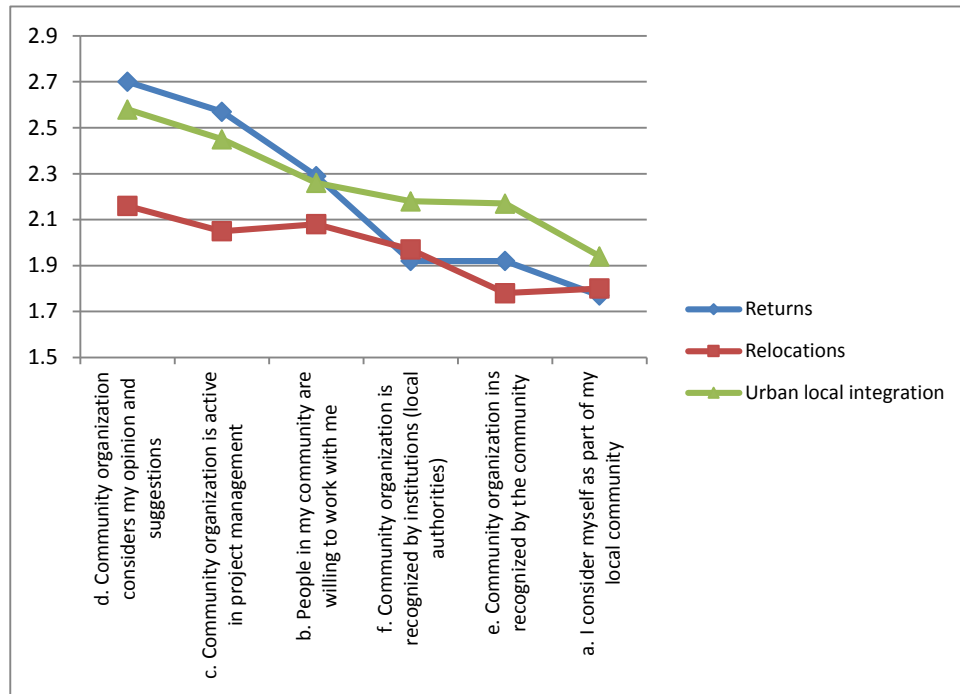
Chart 0.6 – Percentage of homes in which a member participates in social or community organizations per kind of intervention (%)

	Return	Peasant relocation	Indigenous relocation	Urban local integration	Total
a. Community meetings	76,9	68.8	97.7	56,2	62,5
b. Board of Community Action (ethnic authority or indigenous council)	46,7	70.5	88.7	45,0	46,7
g. Volunteer group of work with the community or associations of support for the people in need	25,7	24.6	78.6	23,3	25,1
k. Women’s group	11,2	19.7	59.5	17,3	16,7
e. Organizations of displaced population or victims	50,9	37.7	80.9	15,6	26,3
h. PTA (Parent Teachers Association)	37,2	16.4	31.5	11,6	19,1
i. Sports, cultural group or of environmental conservancy	10,6	8.2	61.8	10,2	11,4
d. Citizen surveillance	2,8	34.4	8.9	4,7	4,7
f. Political movement or party	25,7	8.2	15.7	4,2	10,0
c. Producers and / or traders’ associations	10,3	63.9	31.5	4,0	7,0
l. Youth groups	8,8	3.3	28.1	3,6	5,4
Other	6,4	0	1.12	1,9	3,0
j. Unions	5,2	8.2	5.6	1,8	2,9

Source: Econometría consultants from the results obtained in the survey

In the survey, people were asked to rate certain aspects of community participation to each home, being 1 totally agree and 5 totally disagree.

Figure 0.11 Average score of community participation



Source: Econometría consultants from the results obtained in the survey

The result is shown in the above figure. The best rated was “they consider myself as part of my local community and the community organization is acknowledged by the community”.

4.3 PROTECTION AND RIGHTS

This section of protection and rights was applied in every community except Granizal in Bello and it was suspended in the last surveys in Villa España, Quibdo, at the territorial office of the UNCHCR concern and with the purpose of avoiding putting the population at risk, which clearly says a lot about the difficult security conditions of the two areas.

For the rest 15 communities, on average, for 64% of the homes there is no risk to life and integrity of the people. Nevertheless, 7% feel a high risk. This figures are very different by kind of intervention, as it is evidenced in the following chart, being the case of the returns the one with less perceived risk.

The risk, for those who perceive it, is generated mainly by the illegal armed actors, although for relocations, on 29% of the occasions agents of the State are mentioned.

About a third of those who perceive risk, asked for protection to a State entity and the response is perceived differently depending on the kind of intervention, being greater in urban local integration than in relocations. In three fourths of the cases, the individuals have taken preventive measures, in which as it will furtherly be seen, the incidence of the Program is acknowledged as for the protection that give each other among neighbors.

Chart 0.7 Percentage of homes according to perception of risk and response received per kind of intervention (%)

		Return	Relocation	Urban local integration	Total
The life and integrity of the home is in	High risk	0,2	2,0	10,1	7,1
	Risk	7,3	13,3	17,3	14,5
	Low risk	12,9	19,3	11,3	12,0
	No Risk	77,5	63,3	58,6	63,9
	Doesn't know/No response	2,1	2,0	2,7	2,5
Who generates the risk	Illegal armed actor	41,4	71,2	67,4	63,3
	Agents of the State	1,4	28,9	0,9	2,0
	Megaprojects	2,9	3,9	-	0,6
	Community tensions	44,2	28,9	30,9	33,0
At the risk situation, requested protection to a State entity	Yes	34,3	26,9	35,6	35,1
Upon request of protection the State has taken measures	Yes	42,1	35,7	76,6	69,9
How appropriate have the measures taken by the state been	Not appropriate	35,8	57,1	25,4	28,0
	Inappropriate	20,7	14,3	24,4	23,5
	Appropriate	24,4	-	33,4	30,9
	Very appropriate	19,2	28,6	16,9	17,6
At this situation has taken preventive actions	Yes	84,8	64,3	72,8	74,5

Source: Econometría consultants from the results obtained in the survey

In terms of risk of specific groups, boys, girls and women are the ones of greatest perceived risk.

Chart 0.8 Percentage of homes that perceive risks of specific population groups in their community per kind of intervention (%)

		Return	Relocation	Urban local integration	Total
The leaders of the community are in:	High risk	1,6	6,7	6,5	5,2
	Risk	5,9	18,7	12,8	11,2
	Low risk	17,9	15,3	9,0	11,7
	No risk	48,5	53,3	60,7	57,1

		Return	Relocation	Urban local integration	Total
	Doesn't Know/ Doesn't answer	26,1	6,0	11,0	14,8
The boys, girls and adolescents are in:	High risk	26,2	6,7	33,3	30,4
	Risk	7,1	26,0	21,4	17,7
	Low risk	18,2	19,3	8,0	11,2
	No risk	45,0	46,0	33,5	37,0
	Doesn't Know/ Doesn't answer	3,5	2,0	3,9	3,7
The girls and women are in:	High risk	17,0	8,0	32,3	27,3
	Risk	14,4	26,7	19,3	18,3
	Low risk	18,6	17,3	8,8	11,7
	No risk	46,5	45,3	34,8	38,3
	Doesn't Know/ Doesn't answer	3,6	2,7	4,8	4,4
Lesbians, gays, bisexuals, transsexuals and intersexual are in:	High risk	13,0	4,0	10,2	10,7
	Risk	10,0	10,0	10,5	10,3
	Low risk	19,2	6,0	6,1	9,6
	No risk	24,6	39,3	44,6	39,0
	Doesn't Know/ Doesn't answer	33,2	40,7	28,7	30,4

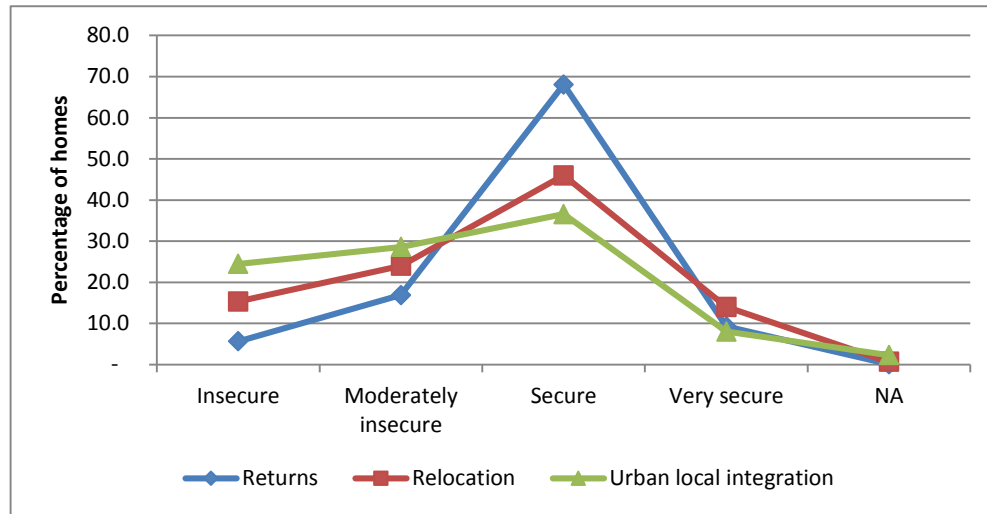
Source: Econometría consultants from the results obtained in the survey

78% states that they move freely through the territory and 19% do it with moderate freedom, numbers that are 92% and 6% respectively, for the case of returns and 73% and 23% for the case of Urban local integration.

Finally, they were asked to rate the overall security situation in their community finding that in the returns, a greater proportion of the homes feel safe, as opposed to the situation in the neighborhoods of Urban local integration, with the aggravating factor of not having included this section in Granizal, Bello and having suspended it in Villa España, Quibdo. It is worth mentioning that in Altos de la Florida the collection of the surveys could be done until 2 p.m. a time in which the community recommended the interviewers to leave the territory.

Overall, the groups of girls, boys, women and leaders are perceived as the persons with greater risk, especially in the cases of urban local integration.

Figure 0.12 Percentage of homes according to their overall perception of security per kind of intervention (%)



Source: Econometría consultants from the results obtained in the survey

4.4 BALANCE OF THE CURRENT SITUATION

The results of the survey show very different communities between returns, relocations and urban local integration, which gives a first message facing the situations lived, their complexity and also, the work that could be done in each one.

An indicator that shows the great challenge in the urban local integration is its very high level of structural poverty, in which 64.3% of the homes have deprivations that make them poor pursuant to the Multidimensional Poverty Index, a number that is 24 percentage points less in relocations and 33 percentage points less in returns. This poverty is mainly derived from deprivations in public utilities. On the other hand, indigenous relocations have much higher access to public utilities and health than peasant’s relocations.

Legalization of lands is a core item for access to basic services, thus, where there was progress in these processes, most homes have titles registered or in the process of being certified. Overall, most of the proportion of homes with registered certificates is in peasant relocations.

In the case of returns and relocations, most of the population is victim of forced displacement, which generates a common sense facing the need to restitute everything that was lost, tangible and intangible; whereas in urban location integration, 63% is victim of force displacement that inserts in a receptor community with the problematic that this leads to.

In the case of relocations of the indigenous communities, there are recovery processes of identity, territoriality and government aimed a reestablishing the set of collective rights affected by forced displacement.

In all cases, there are communities with low educational levels (a year of high school on average) and illiteracy levels between 17% in indigenous relocations, 8% in urban local integration and 7% in peasant relocations.

Female head is high in this homes, reaching levels of around 40%, which also indicates the great importance of the differential and gender approach that he Program had, being women a central factor of cohesion, leadership and protection.

Monetary poverty is clearly one of the greatest challenges in these populations, reaching 72% in the returns, 66% in relocations and 65% in urban local integration, which also reflects the great difficulty in being able to access decent jobs and sustainable businesses that overcome the survival conditions. In the mist of this situation, the homes have access to social services, in general most of the population is entailed to a kind of health regime, with coverage in education between 85% and 95%, with educational establishment near the homes, as well as centers for community gatherings.

The survey gives evidence of the community strength in every case, which will be confirmed in the next sections where TSI results will be explained.

CHAPTER 5 MANAGEMENT IN THE CONSTRUCTION OF SUSTAINABLE SOLUTIONS

Next, the consolidated results of the Program, considering that for each one of the 17 cases there is a report with all the required details. In this chapter, the big results shall be grouped by kind of intervention: Returns, relocations, and urban local integration; and the topics of relevance, efficiency, efficacy, impact, sustainability and lessons learned shall be addressed.

5.1 ATTENDING THE NEEDS OF THE COMMUNITY

The first element to analyze is if the Program was executed in the territory responding to the needs identified, for which the response is an overwhelming “yes”. Nevertheless, the relevance of this measure must be contemplated due to the potential capacity to attend the needs identified, toward which the Program was successful on being a streamlining factor to activate the processes articulating public, private and NGO’s efforts, optimizing its capacity.

On the 17 cases a process of identification of needs was developed from the voice of the community, acknowledging their capacities and potentials. In some cases, it had been done before the beginning of TSI because the Agencies had been working with the communities, as in Loma Central in Carmen de Bolívar or in the neighborhoods of Cucuta, Las Delicias and Manuela Beltrán.

The participative diagnosis and the conformation of the Promotion Committees were key for building trust with the community and for the incorporation of institutional actors, in most cases. After this, progress was made in the prioritization of the list of needs. The Action Plan was built over the prioritization, jointly with the community and other actors.

The capacity to adapt to contexts in such a way that they could “move away from the script” was present in the Program, for example, in the neighborhood Familias en Acción, instead of starting with a participative diagnosis it began constructing confidence using music and dance in order to cultural strengthening and rescuing the knowledge.

“We started with cultural processes, we started by distending the differences through culture and then we started a training process at JAC (Board of Community Action) how it Works, the importance of committees with different Works and then we organize working days” (Agency interview, Tumaco, 2016).

From the participative diagnosis, different needs were prioritized, such as the following:

- Legalization of the neighborhoods and property certification in the cases of Urban local integration of 13 de Mayo in Villavicencio, Altos de la Florida in Socha, Villa España in Quibdó, Las Delicias and Manuela Beltran in Cucuta and Nueva Esperanza in Mocoa;
- Subdivision and individual property certification in the cases of relocation of Las Delicias and El Rodeo of Puerto Lopez; and el Arrayan and La Argentina in Nariño.
- Income generation through training, support and technical assistance to urban entrepreneurs and productive projects in the rural areas and training processes for work in almost all cases; as well as training and strengthening of associativity.
- Social or community infrastructure such as the educational center in Altos de la Florida, Soacha, multisport center and endowment of the children’s home in Tanguí, community center in Cucuta, improvements to the Center for Early Childhood Attention in Granizal, Bello; among others.
- Basic services such as public lighting in Cucuta in the towns Las Delicias and Manuela Beltran, as well as access to water in Alta Montaña (Loma Central and other counties).
- In the case of the indigenous communities there was a vision of the set of collective rights that were infringed and the processes of identity reconstruction were prioritized.

Familias en Accion neighborhood, in Tumaco, is a special case of urban local integration, referred to as “special context of protection of permanence” of a community victim of forced displacement settled in low sea with all the risks that it implies and the impossibility of the Mayor’s Office of moving forward in processes of normalization and provision of basic services. In this community, prioritization was concentrated on community strengthening, protection and income generation; and the measures of mitigation for the serious sanitary situation due to lack of water, sewerage and trash collection were worked on.

The axes of community and institutional strengthening, and of protection and rights were developed in a transversal manner in every process, starting from the participative diagnosis itself, in which the conformation and empowering of the Board of Community Actions, of the Promotion Committees, the roundtables, the Follow Up Committees, among other spaces, were generated the achievements that will further become evident in this report. In many cases, something referred to productive issues was a vehicle for the community strengthening, and these for the protection and rights.

As it was mentioned, another factor that conditions the relevancy is that the prioritization done agrees with the existing capacities avoiding over-dimensioning of the foreseen objective and generating expectations that would be frustrating. On this regard, the Agencies were ambitious in their objectives, and although in general, these exceed the capacities and scopes of them, the search to comply them was focused on exploiting the great capacity of UNHCR and UNDP to call, articulate and coordinate the actions of all the actors that was possible to involve in the territory, being the municipal authority a priority actor, which in some cases was better achieved than in others.

On this topic, it is indispensable to mention the strong emphasis on the implementation of the differential approach set forth (UNHCR, 2013), in which:

- Diagnoses were constructed from the diverse population groups, women, men, boys and girls, young and senior citizens, promoting effective participation.
- They constructed strategies for the solution for these same groups, but working in a differential and appropriate manner depending on the needs of each one.

Some examples, per kind of intervention, of the participative diagnosis process and prioritization of actions are the following:

In returns:

- The case of Alta Montaña in Carmen de Bolivar (Loma Central and other counties) represents continuity of previous interventions, flexibility and adaptation to the realities. On one side, UNDP gives continuity to the project “Articulation of Territorial Nets for Human Development” ART-REDES and after a first experience of prioritization of productive projects that were lost due to lack of water, lead to the requirement of water supply framed in a conservation strategy, care for the environment and mitigation of environmental impact. FUNDECOP was involved in this process, which was based on the community knowledge and their involved in every action, leaving installed capacities that guaranteed sustainability of the project.

Relocations:

In the case of the territories of Las Delicias and El Rodeo in Puerto Lopez, it was an exercise of building trust with the municipal administration, that from the first meetings of participative diagnosis had presence, as well as the incorporation of other actors, in the extent that they were needed. Finally, was prioritized the following: To dissolve the “common and in co-ownership” land property and transform it to an individual property land certification; income generation that ended up concentrating on association crops of pineapple; and, the development of a food security strategy through orchards. A very

interesting aspect was the participation of professors and students in monitoring progress of some activities of the Action Plan.

Within the affirmative action of the young, “Jovenes con sentidos” (Young with senses) was developed, in which sports and musical activities are developed turn into the way for the young to compose songs allusive to their needs.

- The strategy of approaching and planning in the indigenous cases, allowed the community to trust and to be able to legitimize among them the capacity of organization and management that was there before. For example, in La Gaitana, with the Nasa People, a process of previous consultation was done, acknowledging the traditions, and the authority in which “*The indigenous authorities first analyzed what to accept or not to accept [...] through consultation*” (Interview to local actor, Nasa People). (Referring to TSI) “*They came respectful. They are sensitive and left the solution in our hands. Everything was in concertation with us, they let us think*” (Interview with local actor, Integrated Reservation Eden Cartagena).

Urban local integration:

- In the case of the community 13 de Mayo in Villavicencio, with the purpose of strengthening existing base organizations, the Board of Community Action was strengthened so that they were the vehicle of arrival to the rest of the community. Further, participative diagnosis was done, with differential gender and age approach, with the purpose that it be the community itself who identifies the priority needs, with the accompaniment of the Secretary of Social Management and of Citizenship Participation. A Promotion Committee was created involving community, regional and local institutions. In this case, the topic of legalization of the neighborhood was prioritized and after a year and a half of starting the Program, it becomes a priority to design an income plan and livelihoods. A fundamental factor in this case was the flexibility to update information and to adapt to new needs and decisions taken. In the same way, from the programmatic public supply of SENA there was some adaptation to the community’s conditions.

In this community, as in many others, affirmative actions are also generated with the young with the “Formador de formadores” (Trainer of trainers) strategy, with the purpose of supporting the extracurricular hours.

In some cases, the municipal authority was linked from the beginning of the process, which was fundamental for the goals obtained in terms of basic and social services. For example, in Villa España, with the Mayor’s Office of Quibdo; or in the lands of El Arrayan and La Argentina with the Mayor’s Office of Nariño; or with the Tangui community and the Mayor’s Office of Mid Atrato

in which jointly with the Higher Community Council of Atrato’s Integral Peasant’s Association (CONCOMACIA) they were there from the first meetings of identification of needs.

Summarizing, the Program was a facilitator for dialog of the communities with the municipal authorities and other actors in the identification of needs, prioritization of them and construction of Action Plans, under the principle of broad, inclusive and differential participation; generating the required belonging so that it was legitimate and the basis of commitments.

5.2 TSI CONTRIBUTIONS TO THE CONSTRUCTION OF SUSTAINABLE SOLUTIONS IN THE COMMUNITY

Once the needs are prioritized and the Action Plans constructed came their development, which processes and achievements are presented next, considering the great three axes: Axis 1. Enhancement of quality of life of the community; Axis 2. Community and institutional strengthening and Axis 3. Protection and rights. It is important to clarify that this division of topics was not always clear in the cases, because some turned into transversal of the others, which ended up being a lesson learned.

5.2.1 Enhancement of quality of life of the community

This assessment of impacts was done in the light of each Action Plan, acknowledging that in these there were short, mid and long term topics, which mostly transcended the capacity of the Agencies to resolve it directly, as legalization of lands, access to housing and access to basic services. These topics required the strengths of the Agencies in the call, articulation and coordination with the municipal authorities and entities of national order present in the territory with competences on various topics; as well as of private actors and other organizations.

In the topic of enhancement of the quality of life of the community, one of the main achievements was in activating the processes of **legalization of the neighborhoods and individual certification of property**, which was one of the most important aspects in the execution of the TSI and of greatest recognition by all the actors. In these processes, Opción Legal (Legal Option) was fundamental as technical and judicial advisor.

This is a long process which requires the political will of the state entities and of the will of the owners of land, whether public, private or of nonprofit organizations. In most cases, the interests

converged and the Program could sit them at the table, come to agreements, build the routes to follow and start to move forward in the required actions.

Thus, there are the cases of peasant relocations as Las Delicias and el Rodeo in Puerto Lopez and el Arrayan and La Argentina with lands provided by INCODER in the figure of common and in co-ownership that required long processes to obtain individual certification of property, which, without a doubt progressed, but is still in process and facing important challenges. It is worth remembering the figures provided by the survey, in which individual property certification of the houses is of 83.6% in these peasant relocations and 27.9% in the cases of urban local integration.

- In the lands of El Arrayan and La Argentina in Nariño, although each family has their own parceled property they have no certainty that this land is officially their individual property nor clarity against families that were part of the relocation but abandoned the territory before this process.

“One, being aware of what INCODER has historically been, knows that INCODER cares less about not recognizing rights, so the fear is big. For me, seeing what there is materially, for me Arrayan and Argentina is still a Common and co-ownership land, not an individual land as they think it is” (Interview to departmental authority, 2016)

- In Las Delicias and el Rodeo in Puerto Lopez, the delivery of 29 executory certificates to owners of Las Delicias and 21 in El Rodeo was obtained, for a total of 50 families that are in the process of individual certification of property of their land, nevertheless, the remaining families is pending, topic that is in process.

Other cases of urban local integration were successful as in 13 de Mayo in Villavicencio or Nueva Esperanza in Mocoa or Manuela Beltran in Cucuta, while, others still have challenges such as:

- In Las Delicias in Cucuta, the process became more complex given that in the land of high risk of environmental protection there are people settled in an informal manner, a situation that exceeded the capacity for action of the Program.
- In Altos de la Florida in Soacha, the process was progressing, with great commitment from the current mayor. Finally, of the 4 sectors that conformed the neighborhood, only parts of the first and the second sector have been legalized. Although the corresponding topographical studies have been done and the project is already elaborated, the delay in the legalization of the remaining sectors, by the local authorities, is due to the fact that being located in a zone of a hillside, in the top of the hill, the neighborhood is considered as a zone of medium and high risk of mudslide and collapse due to structural faults.
- In Granizal, the legislation of the neighborhood is further away due to lack of political will, private interests, technical complexities and interests of armed actors that control the sale of lots. What the population recognizes is that, thanks to the Program, there is certain peace

and less anxiety in being evicted from their houses because they know that the legalization of the county is being processed, thus life and social network, and appropriation of the land has being generated.

The important impact that this whole process has had in Villavicencio and in Cucuta is worth mentioning, where the experience of the neighborhoods has been an example for other processes, in fact there have been encounters between the municipal authorities and the communities exchanging their lesson learned.

Is worthily to remember survey data, where in cases of urban local integration, only 27.9% of homes have property with a registered deed and 45.9% state having ownership but without registered deed.

In the case of the Integrated Reservation Eden Cartagena, as opposed to La Gaitana and Chami Puru, although they already inhabit the land, the process of certification of ownership of property is still pending, being one of the most important aspects to be solved.

“... because people of the mountain if they don't have land they are not Awá (Local actor, Integrated Reservation Eden Cartagena).

The second priority issue in many communities was **basic utilities**, including public lighting, transportation, education and health. This is one of the aspects that is clearly the result of the summons and articulation of the competent actors for each issue.

Regarding public lighting there were some early victories such as the one in the Las Delicias and Manuela Beltran neighborhoods in Cucuta, that generated an important impact, especially in improving conditions of security.

In access to basic utilities of waterworks and sewerage, there were diverse results:

- An atypical case within the 17 ones assessed, was the counties of Alta Montaña in Carmen de Bolivar in which access to water was the most important topic to deal obtaining a safe system of water supply to nine prioritized counties which represent approximately 300 beneficiary families. It contributed to the enhancement of quality of life of those, mostly boys, girls and women, who had to do journeys of up to 6 hours walking or on donkey to collect water, and it made the recovery of the productive units feasible. Setting up the system also allowed, through training and journeys on management and use of the hydric resource, that the communities became aware of the environmental issue, its conservation and the consequences of misuse.
- In the neighborhood Manuela Beltran in Cucuta, the inhabitants already have waterworks, sewerage, electric power and gas, which has been strongly related to progress in the

legalization process; nevertheless, other cases of urban local integration are still in precarious conditions, as lack of sewerage in Villa España in Quibdó or in Las Delicias in Cúcuta itself.

“In terms of public utilities the project was also very successful given that due to the Roundtable TSI, we as Mayor’s Office were able to structure Resolution 035 with the contribution of Opcion Legal in a ruling, that is addressed to provision of public utilities in a provisional manner, in the extent that progress was made with the legalization studies.” (Local actor interview, Las Delicias, Cúcuta).

On this topic, the survey provides a “picture” of the current situation facing basic services, in which in the case of returns, 65% of the homes have waterworks, sewerage and electric power, a number that in the case of urban location integration and relocations drops to half.

In other cases, progress was made in road improvement inside the neighborhood, although not paved, at least carrying out the civil works of opening and flattening the roads was important, as in Las Delicias and Manuela Beltrán in Cúcuta; although there is still the challenge of continuing with paving and getting public transportation routes to access the neighborhoods.

In the case of the prioritization of **social infrastructure**, there were important accomplishments, for example, some of the cases are:

- In education, the construction of the Educational Institution Eduardo Santos, Altos de La Florida campus, which was assumed by the Mayor’s Office and now totally depends on it for its functioning and sustain.
- In health, the greatest achievement was in broadcasting the rights facing access to the general social security system in health, which was evident on the survey in terms of the high coverage on the topic. As for the desire to have attention in health in the communities, the achievements were limited to some health brigades and courses with the Colombian Red Cross.
- Another prioritized topic in some communities was the construction of community or recreational or meeting centers, which was an achievement in cases such as Tanguí, which constitutes a case of return, in which the multi sports was constructed and the child home “Casa Hogar de Mis Tesoros” was endowed.

As for the topic, the survey shows how for the majority of homes (78%) there is an educational establishment very near. In cases of urban local integration, there are as well, recreational and meeting centers for the community; and in the returns, there are health, recreation and attention to early childhood centers nearby.

As for **income generation**, hard work was done with the implementing partners in training for work, both in entrepreneurship as in employability, in some cases, seed capital was contributed, in money or in kind, for entrepreneurs. In other cases, the creation or strengthening of associative projects was promoted. Nevertheless, this was a component that was done through a selection of direct beneficiaries with limited coverage.

Income generation and access to labor market is one of the topics in which great effort and continuity of every actor involved is required, and it is one of the greatest challenges of the social and productive inclusion policy. The survey presents results that leave a lot of work to be done: in returns, 71.6% of the population below the poverty line and 38.7% below the line of extreme poverty, numbers that for relocations are 66% and 24% and for the cases of urban local integration, of 65.6% and 33.5%.

The greatest accomplishments derived from the TSI Program were obtained in the cases of relocations in which the communities were smaller and clear agreements of prioritization in the productive lines were reached, while in the cases of urban local integration due to its high complexity, except for the case of Familias en Acción, there was more difficulty. Some examples of this component are:

- In returns: In Tanguí, with the trapiche (mill to extract juice from fruits and sugar cane) and rice production and in Alta Montaña in which access to water led to the recovery of productive projects.
- In relocations: these are the cases in which there is the greatest recognition of TSI as the promoter of productive projects. For example, in Las Delicias and El Rodeo from Puerto Lopez, with the conformation of the productive units for pineapple; in El Arrayan and La Argentina with the cocoa project, the trapiche, fish farming and fabrics; and in the indigenous communities with projects such as the one of the crafts association in Chumi Puru, food security in La Gaitana and Eden Cartagena.
- In urban local integration: In the Neighborhood Familias en Acción with the fishermen and shellers association, as well as of the woodwork or in Mocoa creating agricultural lines such as the one of coffee, cane, soaps and crafts; and in Neighborhood 13 de Mayo the achievements in terms of organizations that allowed internships of the young as in the case of “Lan 13”, a micro business made up by four women of the neighborhood dedicated to tire recycling, elaborating with them flowerpots, trashcans and games for boys and girls are very relevant.

According to information provided in the survey, overall the greatest percentages of homes perceived that their quality of life improved in special in items as access to public lighting, legalization of the neighborhoods and security in the ownership, access to electric power, social

infrastructure, waste management and school attendance. In some cases of relocation, the improvement of income generation and / or access to income generation programs is significant.

Overall, in topics of legalization of neighborhoods, juridical security, social infrastructure and public lighting improvements are attributed to TSI.

Chart 0.1 Percentage of homes according to their perception of change from 2011 to today in aspects of quality of life per kind of intervention and attribution of improvement to TSI (%)

Aspect of quality of life		Comparison to 2011			Attribution to TSI (in case of improvements)
		Diminished	Stays the same	Improved	
Access to drinkable water	Return	17,1	62,8	20,1	54,8
	Relocation	8,7	52,0	39,3	56,7
	Urban local integration	7,8	54,5	37,7	55,9
	Total	10,2	56,5	33,3	55,7
Access to sewerage	Return	25,1	66,4	8,5	18,1
	Relocation	7,3	60,7	32,0	63,4
	Urban local integration	6,2	67,0	26,8	45,6
	Total	11,0	66,7	22,3	45,0
Access to electric power	Return	26,0	51,2	22,8	12,3
	Relocation	2,7	42,0	55,3	40,7
	Urban local integration	2,8	25,5	71,7	63,9
	Total	8,7	32,6	58,7	55,8
Material of the floors	Return	6,1	62,8	31,2	3,2
	Relocation	20,7	40,0	39,3	41,2
	Urban local integration	4,8	53,0	42,2	41,8
	Total	5,7	55,0	39,3	34,2
Material of the walls	Return	7,7	63,4	28,9	3,2
	Relocation	20,7	42,7	36,7	39,1
	Urban local integration	5,8	51,6	42,7	48,0
	Total	6,8	54,3	38,9	38,5
Material of the roof	Return	8,7	60,3	31,0	7,1
	Relocation	16,0	46,7	37,3	44,9
	Urban local integration	7,3	57,8	34,9	48,5
	Total	8,0	58,0	34,0	38,2
Their house in general	Return	6,4	52,5	41,1	7,9
	Relocation	16,7	30,7	52,7	45,0
	Urban local integration	3,8	37,3	59,0	45,1
	Total	4,9	40,9	54,2	37,3
Space in their house	Return	6,3	53,6	40,1	9,4
	Relocation	4,7	37,3	58,0	42,1
	Urban local integration	3,4	39,2	57,4	43,1

Aspect of quality of life	Comparison to 2011			Attribution to TSI (in case of improvements)
	Diminished	Stays the same	Improved	
Total	4,2	42,8	53,0	35,1
Judicial security	Return	3,5	76,1	20,4
	Relocation	1,3	40,7	58,0
	Urban local integration	1,1	39,7	59,3
	Total	1,7	49,0	49,4
Legalization or formalization of the neighborhood	Return	3,2	60,4	36,3
	Relocation	4,0	46,0	50,0
	Urban local integration	2,0	33,0	65,0
	Total	2,4	40,4	57,2
Social infrastructure	Return	3,9	37,7	58,4
	Relocation	1,3	44,7	54,0
	Urban local integration	5,4	25,4	69,2
	Total	4,9	29,2	65,9
Public lighting	Return	10,7	45,6	43,7
	Relocation	22,0	69,3	8,7
	Urban local integration	4,7	30,9	64,5
	Total	6,8	36,0	57,2
Access roads	Return	6,9	82,7	10,4
	Relocation	9,3	39,3	51,3
	Urban local integration	9,4	30,6	60,0
	Total	8,8	44,1	47,1
Waste management	Return	19,7	73,4	6,9
	Relocation	4,7	46,0	49,3
	Urban local integration	2,6	18,8	78,6
	Total	7,0	33,7	59,3
School attendance	Return	0,2	26,5	73,3
	Relocation	6,2	31,0	62,8
	Urban local integration	4,2	41,4	54,5
	Total	3,4	37,6	59,0
Attendance to early childhood homes	Return	1,3	23,1	75,6
	Relocation	7,1	68,4	24,5
	Urban local integration	8,4	36,5	55,1
	Total	6,6	34,2	59,1
Health services	Return	42,9	38,5	18,7
	Relocation	17,3	64,7	18,0
	Urban local integration	21,8	49,3	28,9
	Total	27,0	47,1	25,9
Psychosocial attention services	Return	8,3	72,5	19,3
	Relocation	9,3	49,3	41,3
	Urban local integration	7,8	74,0	18,2
	Total	8,0	72,7	19,3
Return	0,4	55,6	44,0	70,7

Aspect of quality of life		Comparison to 2011			Attribution to TSI (in case of improvements)
		Diminished	Stays the same	Improved	
Access to programs for income generation	Relocation	4,2	16,9	78,9	58,4
	Urban local integration	14,7	38,9	46,4	61,0
	Total	9,7	42,2	48,1	63,2
Access to programs of subsidies and aids	Return	6,9	53,7	39,4	56,8
	Relocation	7,0	43,7	49,3	57,5
	Urban local integration	21,5	43,9	34,6	61,2
Income of business or productive project	Total	16,2	46,7	37,1	59,5
	Return	1,5	58,1	40,4	41,1
	Relocation	7,0	19,7	73,2	51,6
Access to loans	Urban local integration	22,7	40,2	37,1	50,3
	Total	15,3	43,9	40,7	48,2
	Return	5,1	66,0	29,0	28,4
Trust in making a new business	Relocation	4,2	47,9	47,9	37,5
	Urban local integration	8,7	51,2	40,1	47,8
	Total	7,3	55,3	37,4	44,8
Trust in making a new business	Return	0,4	36,2	63,5	50,8
	Relocation	1,4	22,5	76,1	53,7
	Urban local integration	14,5	43,9	41,7	55,8
Total	9,4	40,1	50,6	54,2	

Source: Econometría consultants from the results obtained in the survey

5.2.2 Strengthening of the community organizations and local public entities

If there must be an accomplishment of the Program to be highlighted, this should be community strengthening based on the recognition of autonomy of the communities from the listening, recognition, identity conformation, and re-dignifying processes. The communities are the center of planning, decision making on solutions, demand of their rights and the achievements are totally involved. The Program facilitated dialog spaces seeking the most possible participation of the communities through the Boards of Community Action, the Promotion Committees, Follow up Committees, roundtables, focus groups with women, boys, girls and adolescents; young and senior citizens.

In the three cases of return, community strengthening has been an evident result in which the Program was fundamental:

- In the case of Alta Montaña (Loma Central and other counties) a very active community process was on its way, in fact the Boards of Community Action are part of the Movement of peasants of Alta Montaña and the Program was key to cohere the community more and to make them participants around a joint mission: access to water.

- In the case of Casacara, the route that was established in terms of implementation of the Program, implied strengthening the community through the recognition of territory, of the population, of the needs and additionally contribute with community solutions to them, building a Life Plan. Currently, the community organization remains, as well as the associations and the Promotion Committee.
- In Tanguí, that was already having an important community process, it is broadly recognized that the accompaniment and the training offered by the Program based on the differential approach as ethnic group, gave it a sound base to be self-promoters autonomous and constructors of their solutions in a participative and consensus manner, in which the group of women and young people who have played a key role in the process of construction of solutions must be highlighted.

In peasant relocations, conforming “community”, and in the cases of indigenous communities, the transformation of the population, from living in miserable conditions in Florencia and Ricaurte to move to new territories, marked the recovery of their cultural and traditional ancient practices, of their ethnic authority and own government:

- In the case of the communities of Las Delicias and El Rodeo of Puerto Lopez of a fragmented community, of peasant origin, coming from different zones of the country, obliged to share a territory collectively awarded, a new strengthened community, owner of their territory, demanding before their community organization and before their rights, with a positive vision of their future was achieved, through the actions of the Program.

“The challenge was to create a new identity, a new culture of many Colombians that were here. We had to accommodate to the land, because the land was not going to accommodate to us” (Community leader testimony, 2016).

- In the cases of the indigenous communities, the accompaniment in the recovery of their autonomy, own government was fundamental and is one of the most recognized achievements. An important accomplishment is participation in dialog spaces with other indigenous people and, as a recognized ethnic authority, to reach dialog with the municipal authorities.

In urban local integration, progress was also significant, although with the complexities of each case:

- One of the most significant dynamics in Altos de la Florida was the construction of an identity hallmark which aimed, “through a symbol, (that) the members of a community recognize and admire what they are, what they have and what they can do.” (UNHCR, 2014) In these moments, the community perceives that they have the ability for a closer interchange with the Mayor’s Office and the Governor’s Office.

- In the neighborhood 13 de Mayo, there is now a more horizontal leadership, the Board of Community Action was strengthened and the participation of several sectors, children, young, adolescents and women. A methodology called “tools for life” as worked jointly with the group of psychosocial attention, with topics of assertive communication, leadership, healing, rituals for acknowledgement of pain, obtaining a re-significance of what happened.
- In Granizal, facing the reality of security, strengthening of community organizations is combined with the construction of protection nets in which women and young are central.
- In Familias en Accion the leaders were organized by blocks and the Board of Community Action was created and legalized and the committees that allowed that the neighborhood Familias en Accion was stronger and more organized each day. Thus, the housing, health, sports committees, among others, were created. For example, these committees have helped to obtain improvement in the roads which was worked as a community, the soccer field and the events room.

In fact, the results of community participation in the survey are very significant with percentages of 86% of the homes participating in community meetings and 81% in JAC by relocations, with 77% in community meetings and the returns and in the case of urban local integration, it is still a very high participation with 56% in community meetings. On the other side, 63% of relocated homes admit having participated in organizations of the displaced communities and in returns, 51%.

According to the survey, half of the homes recognize that there have been improvements in participation in the community organization since 2011, as well as in management to get projects and communication, mainly, being a little higher the percentages in the case of returns and relocations. For those who consider that they have improved, in almost all the cases, more than 50% of the homes attribute it to TSI.

Chart 0.2 Percentage of homes according to their perception of change between 2011 and today in items of community strengthening per kind of intervention and attribution of improvement to TSI (%)

		Comparison with 2011			Attribution to TSI
		Diminished	Stays the same	Improved	
Participation in the community organization of the neighborhood / county	Return	-	37,4	62,7	57,8
	Relocation	3,3	32,0	64,7	54,7
	Urban local integration	4,4	47,7	47,9	62,6
	Total	3,2	44,3	52,5	60,8
Management of community organization of neighborhood / county in getting projects	Return	5,5	37,7	56,8	57,9
	Relocation	6,0	34,0	60,0	58,3
	Urban local integration	7,3	42,6	50,2	64,0
	Total	6,8	40,9	52,3	62,1
Communication between people who make up the community	Return	0,2	39,4	60,4	47,5
	Relocation	4,0	37,3	58,7	54,6
	Urban local integration	5,9	46,8	47,4	60,4
	Total	4,3	44,4	51,3	57,1
Trust among those who make up the community (neighbors)	Return	3,1	45,7	51,2	47,2
	Relocation	4,7	44,0	51,3	54,6
	Urban local integration	7,9	46,2	45,9	62,7
	Total	6,5	46,0	47,5	58,7
Actions / response from the State	Return	15,6	44,5	39,9	36,2
	Relocation	13,3	50,7	36,0	52,3
	Urban local integration	12,4	54,6	33,0	62,7
	Total	13,3	51,7	35,0	56,1

Source: Econometría consultants from the results obtained in the survey

Strengthening of institutions was conformed from the same articulation with the municipal authorities in the participative diagnoses, in the construction of the Action Plan and the space for coordination of the Promotion Committees. Likewise, TSI carried out training processes in different topics of attention, assistance and comprehensive repair to the population victim of forced displacement in the new regulatory framework, as well as in the routes of legalization of the neighborhoods and housing certification of ownership.

Each situation, whether return, relocation or urban local integration, constituted a different challenge for the municipal authorities, more so if the population was of special protection such as ethnicities. The Program worked with two governments in the territory: One, from 2012 to 2015 and the other which started at the end of 2015, situation that demanded double management aimed at strengthening the first and report, create awareness and compromise the second.

- In the case of urban local integration of 13 de Mayo in Villavicencio the strengthening and institutional accompaniment, allowed a great alliance between different actors both public as private. The Secretary of Infrastructure, Social Security, Secretary of Planning and Government, were fundamental for the process.
- In the case of returns, it is worth mentioning the Casacara, in which, through the use of the planning tool collectively constructed named Plan de Vida (Life Plan) which may be similar to a “Development Plan” of the community it was possible to generate empowering of the community and the ability to think of the future. Empowering has served so that the UARIV declare Casacara as subject of collective repair and Plan de Vida has served as the basis for the Collective Repair Plan.
- The case of Tanguí in which joint action between UNHCR, COCOMACIA, the Community Council of Tanguí and the Mayor’s Office of Mid Atrato put into practice the principles of public policy of planning, co-responsibility, articulation and accountability.
- In the Integrated Reservation Eden Cartagena, at a municipal level, when the Program started there was no recognition of a regulatory framework in the cases of relocation. Thus, the Committee of Transitional Justice had such value, because from there, not only did the articulation between institutions was deployed, but also, a first experience of them, which allowed learning in terms of management of these cases.

Other cases did not have the reception by the municipal authorities such as:

- As for the returns in Alta Montaña (Loma Central and other counties) effective bond with the municipal administration was not achieved. The weakness in the existent Carmen de Bolívar’s institutions was a permanent factor with destitute mayors and others in jail, which makes bonding and participation of the local authorities difficult. Due to this fragile institutional structure the relation that was built with the local administration was more informative and of accompaniment with participation of the Planning Office in the process of consultation with the community.

In the special case of Familias en Acción, the work of the Major’s Office has been very limited for the same settling conditions in low sea, nevertheless, the Center for Employment and Entrepreneurship Guidance (COEE) was created, and the Major’s Office endorsed electric power, dump truck and a pipeline with drinkable water that gets to the limits of the neighborhood.

5.2.3 Protection and Access to rights

The topic of protection and access to rights is the missional core of UNHCR. In this measure, the Program worked these topics throughout the whole intervention with the different population groups, in which one of the main achievements, recognized by the communities is the empowering to make themselves visible as subjects of rights. Additionally, UARIV at a territorial level, joined the Promotion Committees. In many cases, the conformation and strengthening of the organizations of victims and their participation in sub-committees and Transitional Justice Committees was also an achievement.

On the other side, the psychosocial work with the victims is an important pillar that stands out in the Program. The next testimony is the best way to show what was done:

“ They came to do training to take out what we had there, what we had not left, what did not let us breathe, of the people who had left the conflict from our different counties, even here we had different trainings for that, of what we had to do, in that training we cried, we laughed, we took out everything that we had inside, it was very beautiful” (Leader interview, 2016, Barrio Familias en Acción).

Likewise, the Nasa community of La Gaitana gives testimony of psychosocial work and accompaniment done:

“They have helped in many ways through psychologists who have been guiding some base problems of everything that happened to us in the abandoned territory in Puerto Rico, that well, there is still that psychosis of thoughts of everything that happened and that some of us feel that calmness and others think that the same may happen” (Local actor, La Gaitana- Nasa)

Some examples of implementation of the Axis of protection and rights, by kind of intervention are the following:

In returns:

- In the case of Tangui, one of the most recognized cases of protection is that of having strengthened the community space with the young as a space for protection against recruiting of criminal gangs and armed groups outside the law; likewise, the community understands which are their rights and the measures that they must take.

- In Alta Montaña and Casacara, which were executed by UNDP, the topic of protection and rights was more an effect itself from the other actions. In the first case, the project of water supply ended up being the invigorating factor of processes of community strengthening, protection and appropriation of rights, self-recognition as individuals, as a community and as owners of their territory. In the second case, the construction of Plan de Vida was also the invigorating factor of the processes of enforceability of rights.

It is worth mentioning that, pursuant to the results of the survey, for 80% of returning homes, the overall perception is of security. This figure drops to 60% in the case of relocations, in which there are some examples:

- In El Arrayan and La Argentina in the town of Nariño it was a very appealing case because of being one of the first relocations, and the community was intervened by different actors, nevertheless, the population states that TSI reestablished the deterioration of the social nets due to the creation of a coexistence pact and to the conflict resolution workshops dictated by Universidad de Antioquia; besides, the historical inhabitants had the opportunity to relate with the community, generate trust and dismantle the imaginaries that were constructed due to displacement of relocated population. Currently, the Department of Social Prosperity is present with “Familias en su Tierra” (Families on their land).
- In Las Delicias and El Rodeo in Puerto Lopez the achievement was that the community intensified their participation on the election of the Town Roundtable of Participation of Victims (MEMPAVIC) of Puerto Lopez; currently, there are representatives in the municipal and departmental roundtable of participation and in the Transitional Justice Committee in the topic axis of women and ethics committee; the Agro-Comprehensive Association of Victims of the Altillanura (ASOAVIA), as a strategy of representation of the victims, support to updating PAT (Victims) with accompaniment of the Secretary of Health and of Government of the town.
- In the indigenous communities, the topic of protection and rights is transversal to every action of the Program, from the previous involvement and accompaniment made by UNHCR and then the implementation of the Program itself. This, linked to community strengthening and of cultural practices and ancestral traditions.

In Urban location integration, there are contrasts in which great challenges regarding protection still exist due to presence of armed actors, in fact, according to the survey, 60% of the homes have an overall perception of insecurity, although the cases must be seen individually, given that in some, the situation has been transformed.

- The Program is recognized for having left the working tools to face security risks through protective nets, as well as protective spaces of social infrastructure and protection mechanisms among neighbors; which has been fundamental for cases such as Granizal in which criminal gangs control the illegal commerce of lots, trade of water and they exercise authority in the territory, so much that it was not possible to apply the protection and rights module of the survey. Likewise, the situation in the neighborhood Familias en Accion in Tumaco and Villa España in Quibdo are two very sensitive cases with domain of criminal gangs and the absence of public force. Altos de la Florida in Soacha is not left behind in which criminal gangs dominate the illegal commerce of lots, micro drug trafficking and they execute different kinds of criminal acts.
- In other cases, such as Barrio 13 de Mayo in Villavicencio, the achievements are at the internal and community security level. Before the arrival of the Program there were zones in the neighborhood in which it was not possible to go through and with the presence of the institutions, the levels of delinquency dropped and the security improved; although the community assures that there is delinquency and gangs dedicated to micro drug trafficking and drug consumption. Children were previously in the street and with the Program spaces in the community center were opened so they could attend and participate making better use of free time in sports and play activities, and afterschool programs.

Pursuant to the results of the survey, it may be seen that most of the homes recognize improvements in aspects of protection, especially in the returns; while in topics of rights and duties there is more recognition of improvement in the case of relocations. For the urban local integration, between 44% and 55% of the homes perceive improvements in all the topics inquired, as it may be seen in the following chart.

As for the topics in which improvement is perceived, in almost all the cases, more than 50% of the homes attribute the improvements to TSI.

Chart 0.3 Percentage of homes according to their perception of change between 2011 and currently in aspects of protection and rights by kind of intervention and attribution of the improvement to TSI (%)

		Comparison with 2011			Attribution to TSI (in case of improvements)
		Diminished	Stays the same	Improved	
Security of their return	Return	1,6	9,1	89,3	50,0
	Relocation	8,0	34,7	57,3	58,1
	Urban local integration	18,7	39,1	42,2	57,1
	Total	13,7	30,9	55,5	55,0
The protection they provide among neighbors, friends and / or relatives.	Return	1,5	32,2	66,3	36,2
	Relocation	4,7	37,3	58,0	52,3
	Urban local integration	3,9	42,7	53,5	62,7

		Comparison with 2011			Attribution to TSI (in case of improvements)
		Diminished	Stays the same	Improved	
	Total	3,3	39,6	57,1	56,1
The mechanisms of prevention of risk to life, integrity, freedom of the people of their home	Return	1,9	50,4	47,6	38,5
	Relocation	4,7	42,7	52,7	55,6
	Urban local integration	3,6	47,6	48,9	59,7
	Total	3,2	48,2	48,7	54,9
Knowledge of their rights	Return	2,1	27,1	70,8	48,0
	Relocation	5,3	22,7	72,0	59,2
	Urban local integration	3,8	47,2	49,0	57,1
	Total	3,4	40,9	55,7	54,4
Actions that you and the persons at home do to comply with your rights	Return	4,0	38,5	57,5	33,9
	Relocation	4,7	31,3	64,0	51,5
	Urban local integration	1,2	53,9	44,9	54,0
	Total	2,1	49,0	49,0	48,4
Knowledge of their duties	Return	0,2	49,4	50,4	40,1
	Relocation	2,7	23,3	74,0	55,9
	Urban local integration	1,3	48,5	50,3	57,5
	Total	1,1	47,8	51,2	53,8
k. Actions that you and the people at home do to comply with your duties.	Return	1,9	45,8	52,3	36,9
	Relocation	2,7	36,7	60,7	48,9
	Urban local integration	1,4	48,5	50,1	59,5
	Total	1,6	47,3	51,1	53,8

Source: Econometría consultants from the results obtained in the survey

5.3. MANAGEMENT AND USE OF RESOURCES

A core aspect to be assessed is the topic of management and use of resources at the achievements of the Program that have been previously presented.

5.3.1. From planned to financed

The financing strategy of the Program was to do “lobbying” with the different international and national donors, for which, at the beginning both Agencies were presented jointly at the first meeting with donors, in which the Program was received with much interest. Nevertheless, after this, UNHCR was able to deal the majority of the international resources; while UNDP contributed with resources directly, obtained funds from Sweden, from local governments and from APC.

Thus being, of the USD\$13.68 million planned to be provided to the responsibilities of UNDP, USD\$2.6 million were effectively financed, 19% with the following annual distribution and by source:

Chart 0.4 Consecution of resources for TSI by the UNDP 2012-2016

UNDP	2012	2013	2014	2015	2016	TOTAL
UNDP-HQ	200.000	200.000	500.000	-	-	900.000
UNDP Colombia’s office	101.985	-	-	-	-	101.985
APC	-	316.678	-	-	-	316.678
Soacha Mayor’s Office	-	86.135	-	-	-	86.135
Sweden	-	-	533.455	596.000	-	1.129.455
Meta Governor’s Office	-	-	77.800	-	-	77.800
Total UNDP	301.985	602.813	1.111.255	596.000	-	2.612.053

On the other side, of the USD\$12.58 million corresponding to UNHCR, USD\$12.2 were financed, 96% with the following annual distribution and by source:

Chart 0.5 Consecution of resources for TSI by the UNHCR 2012-2016

UNHCR	2012	2013	2014	2015	2016	TOTAL
USA/BPRM	1.000.000					1.000.000
Sweden	69.252	623.269				692.521
AECID – Spanish Cooperation		68.500		137.000		205.500
Canada		3.894.839	2.921.129	1.947.420		8.763.388
Koica			300.000	780.000	420.000	1.500.000
Total UNHCR	1.069.252	4.586.609	3.221.129	2.864.420	420.000	12.161.409

Source: UNHCR-UNDP, 2016

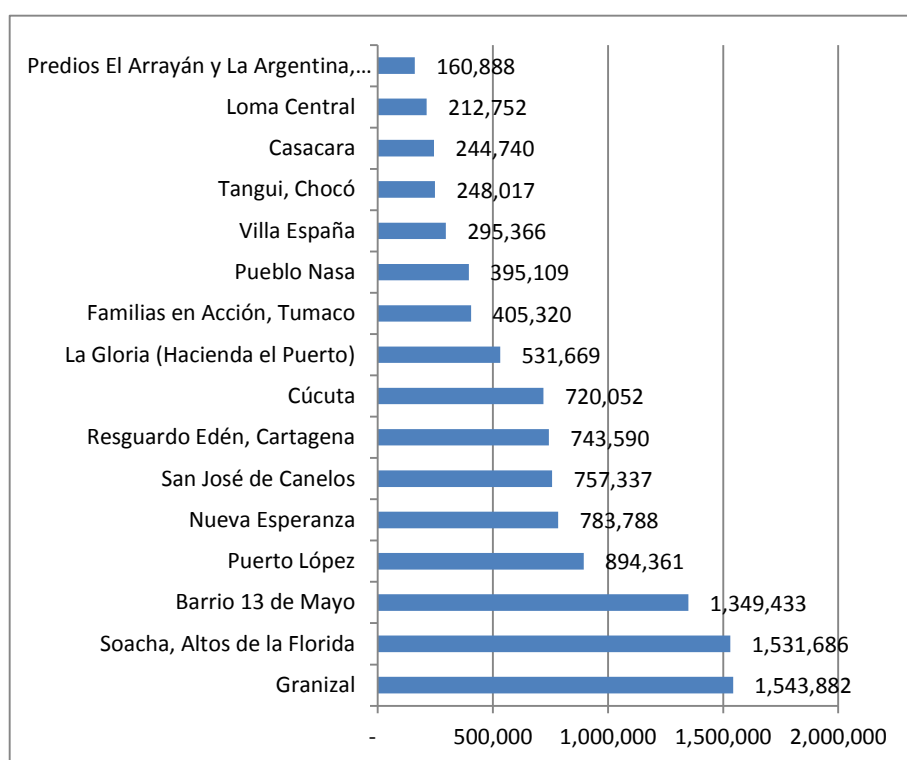
Great disparity was generated in this sense in the execution of resources and UNHCR took over many of the responsibilities initially addressed to UNDP, considering that each one of the Agencies has its own mandate, from which their expertise is also derived.

This process is important to explain the dynamics that took place because for UNDP, at central level, the TSI Program “was a small percentage of the total budget” and, it was also small for its priorities. On the other side, for UNHCR, the Program was, at a certain point, “the most important execution that it had on the terrain” (National Interviews).

5.3.2 Execution of resources¹⁷

Of the US\$14.7 million executed, USD\$681.7 were executed in national coverage projects of direct impact in the communities and USD\$2.87 million corresponded to the contribution of personnel of the Agencies and administrative costs. Finally, direct investment in the territory was of USD\$10.8 million that was distributed in the 17 cases since 2012 until 2015, being Granizal, Altos de la Florida and Neighborhood 13 de Mayo the ones with the greatest participation, with 14%, 14% and 12% respectively.

Figure 0.1 Value of the budget execution of the Program by case in US\$Dollars



Source: Econometría consultants from the results obtained in the survey

¹⁷ Information on budget execution of the Program was sent to Econometría with clarifying notes on 9th of November of 2016, by UNHCR-UNDP.

To talk about USD\$10.8 million executed in four years, in 17 communities, is equivalent to USD\$159 thousand annually per case, on average, which by all means is a small budget that really became the capital seed to mobilize economic resources and noneconomic resources from a diversity of public, private entities and NGOs which converged. In the execution of each one of the Action Plans

In the territory, three situations occurred: 1. Cases where UNDP was the main responsible. 2. Cases where UNHCR was the main responsible and 3. Cases where UNHCR – UNDP worked jointly.

1. UNDP was the main responsible

In the case of UNDP as main responsible there are the returns of Casacara and Alta Montaña (Loma Central and other counties). USD\$244.7 thousand and USD\$212.7 respectively.

In each case the actions were concentrated in prioritizing a fundamental topic, in Casacara Plan de Vida and in Alta Montaña, access to water, which finally ended promoting community strength and their dignity as persons who are victims of the conflict with rights and duties.

In both cases, UNDP had the capacity to be very flexible at the realities found and the processes that were going on and adapted the Program to the needs of the communities. It could be said that despite the scarce resources invested, the achievements were very significant for the communities, more for Alta Montaña that could end the process, while Casacara was truncated because of the death of the responsible officer at UNDP, who had generated important bonds of trust with the community.

Desegregation of the budget by Axis reflects the concentration of topics, in such a way, that for example, in these two cases execution in Axis 3 of protection and rights was not reported, and with major emphasis in economic local development and basic services, in such a way that UNDP was concentrated in the aspects in which it had its mandate and experience; although when analyzing the achievements, as it was presented in the prior section, achievements at knowledge and vindication of rights were identified.

Chart 0.6 Budget executed by Axis in cases of responsibility of UNDP (US\$, %)

	Casacará	Loma Central	Total general	%
AXIS1-DEL	143.291	36.540	179.831	39%
AXIS 1-Basic Services	15.000	118.456	133.456	29%
AXIS 2-Community strengthening	58.016	32.756	90.772	20%
AXIS2-Institutional strengthening	28.433	25.000	53.433	12%
Total general	244.740	212.752	457.492	100%

Source: Elaboration Econometria based on UNHCR-UNDP data, 2016

2. UNHCR was the main responsible

UNHCR assumed total or almost all responsibility in 9 cases, which correspond to:

Relocations of:

- San José de Canelos (Chami Purú) with a budget of USD\$757.3 thousand with 100% execution by UNHCR.
- Nasa People (La Gaitana) with a budget of USD\$395 thousand with 100% execution by UNHCR.
- Reservation Edén Cartagena with a total budget of USD\$743.6 thousand, in which UNHCR executed 92%.

Return:

- Tanguí in Mid Atrato with a budget of USD\$248 thousand with 100% execution by UNHCR.

And in the cases of urban local integration:

- La Gloria (Hacienda el Puerto) in Florencia with a budget of USD\$531.7 thousand with 100% execution by UNHCR.
- Nueva Esperanza Community in Mocoa with a budget of USD\$783.8 thousand with 100% execution by UNHCR.
- Villa España in Quibdó with a budget of USD\$295.4 thousand, with 100% execution by UNHCR.
- Neighborhoods Manuela Beltrán and Las Delicias in Cúcuta with a budget of USD\$720 thousand, in which UNHCR executed 95%.

In the case of Cucuta, although 5% of budget execution is assigned to UNDP, UNHCR assumed execution of activities and in this same sense, it also assumed topics in which it had less strengths and thus difficulties arise in clearly identifying the route to follow for legalization of neighborhoods and the competent entities to do so, which, according to the territorial office of UNHCR delayed the process. Despite what has been said, it is also worth stressing the lessons learned that resulted in the detailed documentation of the whole legalization of neighborhoods procedure¹⁸.

In the case of Tanguí, it must be clarified that although resources invested in some aspects such as institutional strengthening were not accounted, the case study done makes the strong work with the Major’s Office of Mid Atrato evident, which was paid back with commitment, presence and concrete actions from planning to execution of the Action Plan.

Chart 0.7 Budget execution mainly by UNHCR per case (in US dollars)

	AXIS1- DEL	AXIS 1- Basic Services	AXIS 1- Lands and housing	AXIS 2- Community strengthening	AXIS 2- Institutional strengthening	AXIS 3- Protection and rights	Total general	%
Nueva Esperanza	225.615	343.694		134.907		79.571	783.788	18%
San José de Canelos	39.058	395.344	121.554	141.140		60.240	757.337	17%
Reservation Edén, Cartagena	25.553	486.245	139.997	37.153		54.642	743.590	17%
Cúcuta	150.065	212.043	26.640	201.518	39.708	90.078	720.052	16%
Hacienda el Puerto (La Gloria)	39.058	4.933	19.734	226.127	125.066	116.750	531.669	12%
Nasa People	39.058	62.877	125.802	124.916		42.456	395.109	9%
Villa España	41.230	29.287	88.147	106.257		30.446	295.366	7%
Tanguí, Chocó		95.792		73.477		78.748	248.017	6%
Total general	559.638	1.630.215	521.873	1.045.495	164.775	552.932	4.474.928	

Source: Elaboration Econometría based on UNHCR-UNDP data, 2016

¹⁸ http://tsicolombia.org/sites/UNHCR/files/descargas/160621_-_manual_de_referencia_final.pdf

3. Joint work of UNHCR and UNDP

In the remaining cases, which are 6, that are presented next UNHCR and UNDP worked jointly. Among these cases there are those with greater population and complexity such as Granizal, Altos de la Florida and 13 de Mayo Neighborhood, all of Urban local integration, in which investment exceeded USD\$1.3 million.

There is also the special case of Familias en Acción, in which the execution of both Agencies was very similar and two cases of relocation, the one of El Arrayan and la Argentina in the town of Nariño (Antioquia) and the one of Las Delicias and El Rodeo in Puerto Lopez (Meta).

Chart 0.8 Joint budget execution UNHCR-UNDP per case (in US Dollars)

Case	Kind	# homes	UNHCR	UNDP	Total general	% UNHCR
Granizal in Bello	Urban local integration	3600	1.051.495	492.387	1.543.882	68%
Altos de la Florida, Soacha	Urban local integration	625	961.875	569.811	1.531.686	63%
13 de Mayo Neighborhood, Villavicencio	Urban local integration	1022	1.009.039	340.394	1.349.433	75%
Las Delicias and El Rodeo, Puerto López	Urban local integration	128	762.093	132.268	894.361	85%
Familias en Acción, Tumaco	Urban local integration	196	205.449	199.871	405.320	51%
Lands of El Arrayán and La Argentina, Nariño Antioquia	Relocation	22	104.673	56.215	160.888	65%
Total			4.094.624	1.790.946	5.885.570	

Source: Elaboration Econometria based on UNHCR-UNDP data, 2016

On the interviews done in the territory it was very interesting to find out how both Agencies interacted in financing some cases, which also says a lot about inter-agency articulation in the territory. For example, in Puerto López, the difference in budget timing between UNHCR and UNDP became a strength because when one agency had no money, the other could finance the shortfall:

“When UNHCR had no money, UNDP still had budget because it was in its implementing phase and when UNHCR was beginning to receive, UNDP was in its closing and there we supplemented each other” (Agencies Interview, 2016).

In fact, on the national interviews with UNDP a recognition was made to UNHCR for having financed and developed components which were responsibility of UNDP.

5.3.3. Mobilization of other resources

Despite having inquired about mobilization of resources in each case, the interviewers did not compromise on any specific figure, with the exception of El Arrayan and La Argentina in the town of Nariño, in which from the Governor's Office of Antioquia, with resources of the European Union invested COP\$1.5 thousand million.

Where there is no doubt is in the fact that the Program mobilized a very important amount of resources at a territorial level by the municipal authorities and other public and private organizations and NGOs in the provision of public goods such as lighting, giving land in which the populations had been settling since many years ago, the roads that were opened, and where the legalization, provision of water works, sewers and gas, the comprehensive attention to early childhood centers that were built or improved and the educational institutions that were assumed by the institutions, among others.

On the other hand, in the intangible, human resources in participation in committees, roundtables and follow up meetings, connections assigned by the municipal authorities, as well as spaces established for dialog are as valuable and they are comparable to the contributions of each participating entity. Likewise, the health brigades, the UARIV, and the neighborhood, the establishment of attention routes for the cases of domestic violence and others, must be added to these efforts.

At this balance, the communities contributed with work and time, and in some cases, financial resources collected through community activities. In all cases, there is evidence of this, for example in Alta Montaña (Loma Central and other counties) the community strongly worked in all the process until they obtained the set up and functioning of the system for water supply. Likewise, the boys and girls of educational establishments participated as part of the pedagogical process of recovery of the forest and hydric sources, in the last phase of the process of water collection and conservation going to the hydric fountains to clean and reforest.

Partly, due to this mobilization of resources, when the numbers of budget execution are analyzed at the achievements, it becomes difficult to find a correlation between the greatest or lesser direct investment of TSI and the results, because all the additional resources in money and in kind that were contributed have not been accounted. More son, cases in which TSI investment was little, combined with great management and inter-institutional commitment, there are important achievements, which may be the case of Tangui and Villa España in Quibdo.

CHAPTER 6 LOOKING FORWARD

The main results related to the lessons learned and to sustainability are presented.

6.1. LESSONS LEARNED

Each one of the cases contributes to lessons learned in terms of approach, working methodology, articulation methods and ability to adapt. In the text presented in prior chapters and in each one of the case studies, there was an intent to depict that diversity of experiences and learning, nevertheless, in terms of aggregates eleven great lessons may be compiled:

1. The community at the intervention center: The core methodological event implemented in all cases was participative diagnosis, which constitutes a tool for building trust, identification of gaps in protection and needs based in a principle of recognition and respect for the community, as a body capable of decision making and of constructing solutions, as well as being a subject of rights.

Thus, facilitating the community the ability to dialog about their needs exteriorizing their desires, to proceed to prioritize them and to build an Action Plan is a transformation of approach from the traditional interventions that arrive in the communities with pre-set recipes to socialize and not to build from the community.

“Stopping institutionalization; active listening to the population” (Interview Agency in the national order),

2. The community Promotion Committee, as center of articulation: Conforming a space of dialog between the community and the institutions is an instance of articulation, coordination, conflict resolution and generation of commitments that became core for implementing the Program and, although in some cases it has changed name, it is still the core of work in some communities.
3. Commitment and clarity on the roles of the municipal administration and other actors is indispensable: It is evident that obtaining the greatest achievements in terms of enhancement of quality of life and sustainability of these achievements, are determined by the commitment of the municipal authorities, as in the cases of 13 de Mayo in Villavicencio and Manuela Beltran in Cucuta. On the other side, joining the entities of national order that are present in the territory such as UARIV, Social Prosperity, ICBF, and SENA, has also been fundamental.

“The call is that these projects must be accompanied by the territorial body and not just go when something is needed” (Officer interview, 2016)

All this shows that the TSI Program was a facilitator that could identify the roles of each entity and appropriately articulate. A clear lesson is that the Agencies do not substitute the State, in the national nor in the territorial level, that they call and articulate, clarify roles and strengthen institutionality so that they may appropriately comply with their mandates.

“We have to move from the State discourse. We do not solve the needs of the people, we are facilitators, we contribute to the enhancement of the living conditions” (Agency interview, 2016)

4. Urban local integration as a sustainable solution that benefits all the community: In cases in which the population that is victim of forced displacement coexists with the receptor population, as is the case of urban local integration, the most important lesson is the transformation of an individualist approach or of home to a community one, given that people are conditioned by their surrounding in such a way that when approaching a problem “framework” it may be the one of legalization of land, the existing structural barriers for access to basic and social services falls down.

Additionally, affirmative actions on families in a community generate fragmentation, it places them at risk and it ends up being an “action with harm”, with little or no sustainability. TSI worked under a generalized approach of collective repair which is a lesson to reflect at the national government’s agenda and its approach of attention and individual repair to victims.

“Sustainable solutions, although it is given for the displaced population, it may not deny that the receptor communities are historical victims, who have a much broader institutionality, which is where there is need to interact so that the actions that are developed in the territory are truly efficient, sustainable, guarantors of relative success” (Agency interview, 2016).

5. The construction and strengthening of the community as base of enhancement of the quality of life: Jointly with the previous lessons learned, the Program leaves a fundamental lesson at the axis of intervention and it is that the construction of community nets is the base for enhancement of quality of life and that they contribute to the generation of mechanisms of protection; but, the approach for community strengthening is setting common objective and goals identified in the participative diagnoses, prioritized and established in the Action Plans.

It is clear that the Program left tangible achievements in the enhancement of quality of life but the most important thing that the Program left were the capacities and empowering of the community which transformed it into an active agent capable of assuming management of its future.

6. Accompanying the process with psychosocial support: A very important lesson from TSI is the approach of psychosocial support that was worked strengthening the different population groups, in special victims, by age and gender, in a process of readiness to become self-managers of their solutions and thus be able to receive aids that were provided which results would be sustainable.
7. Processes of accompaniment in midterm: A very important lesson is that of considering interventions of many years and the continuity of accompaniment. To come to turn down structural barriers in where there is much complexity in the problematic as in the cases of Familias en Accion, Granizal and Altos de la Florida to name the greatest challenges, requires a midterm effort in which international cooperation clearly plays a role of facilitator and driver, but the municipal and national authorities must take over with a permanent and transforming presence.
8. Differential approach in indigenous communities: Hard work with indigenous communities based on deep respect for their identity and governance, recognition of their authority and customs led to tangible results in the three indigenous communities.
9. Women as leaders of their community A very important lesson of TSI was the core role of women as a factor of protection of home, community leader and income provider. There are several cases in which empowering of women was a dynamic factor of the achievements obtained, just to mention Tangui in which these women are leaders in their community and participate as members of the Community Council and other activities of the community. Additionally, their empowerment transforms relations at home also affecting their own protection and that of their sons and daughters. Additionally, they are farmers that go for cane, rice and other crops, they are crafters and workers that bring food to their families, being in many cases heads of home.

The implemented gender approach, with the dialog process and the roundtables with women where they could have their voice and opinion, to express their feelings and to share knowledge was a key factor in all the participative diagnosis process, in the construction of the Action Plan and further implementation.

10. Work with boys, girls, adolescents and young (NNAJ) as a mechanism to build future and protection: A core lesson is work with NNAJ who were recognized with their abilities and their virtues, as agents of change in their communities, aside from the conformation of mechanisms of prevention of recruiting and overall protection, as well as support to their comprehensive development.

Having integrated them through roundtables and focus groups in which they built their proposals that led to concrete actions in social infrastructure, such as the juvenile centers, recreation, cultural and sports centers was a very important lesson.

It is necessary to stop and think in cases such as Tanguí in which two Young men were committed and organized the contribution of long lasting solutions in their community. In others, such as Villa España where there was a youth organization (AJODENIU) already working and their active participation was fundamental. Likewise, Manuela Beltrán and Las Delicias (Cucuta) with the project “Peace ways” or in Las Delicias and El Rodeo (Puerto Lopez) where the group “Jovenes consentidos” (Young with sense) was consolidated based on sports and integration of music as Rap which becomes the means for the young to compose songs regarding their needs. The message is to give a vision of the social reality, but from the view of the young, adolescents, boys and girls.

11. Flexibility as a working principle A final lesson is working with flexibility in the communities. Although TSI had standardized working framework with principles and approaches, it had the ability to be flexible in its implementation pursuant to the reality that was found.

Thus, for example, instead of coming in with the participative diagnosis in the community, it came in with dance and music focused on recovering, strengthening and teaching the cultural traditions in the case of the Neighborhood Familias en Accion. Another example was the construction of the Identity Hallmark in Altos de la Florida as a method of self-recognition and community construction. There are also the cases of Casacara and Loma Central which had their own approach to the communities.

6.2. SUSTAINABILITY AND EFFECT IN PUBLIC POLICY

One of the implementing partners in La Gloria mentioned an important element to stress that constitutes an intervention approach with emphasis in sustainability of achievements, which opens this topic. He mentioned that for the partners, allies and/or counterparties the TSI Program, beyond being a “specific project” was a process:

*“It is not executing projects but carrying out processes. They knew that TSI had temporality for them, the partners, they were thinking in terms of the community.”
(Interview to implementing partner, 2016)*

Consider that participating in a “process” makes it possible to leave aside the stress of achieving short term executions without installing the necessary capacities for its conservation, which can make all the difference in an intervention.

The first factor of sustainability of the TSI Program is the strong communities that holds its organization whether as Boards of Community Action, Community Councils, women or young groups, associations of victims or productive associations. TSI trained and empowered the members of the communities so that they could be the ones who manage their own solutions and the necessary resources to solve the problematics within the community. It may be stated that in every case, the people who were interviewed from the communities feels capable and ready to face the challenges that they have.

“UNHCR gives us an idea or an experience and we must practice that experience with our neighbors and friends. Because they are not going to be the whole time. So, if they are not here, one must keep that experience and practice it. They left us prepared” (Local actor interview, 2016, Tanguí).

“The communities have been able to establish more long term actions; they are more confident in dealings to obtain the necessary resources for their projects; they think about process for their economic steadiness. The young are more participative and have been able to formalize their organizations. In Villa España they have been able to establish different groups with specializations as music, crafts, sports, support to education of the young” (Legal Option 2016, Villa España).

Leaving coexistence guidelines for the Boards of Community Action, with the roles for each member was a very important tool that, communities such as Las Delicias and El Rodeo in Puerto Lopez stress.

Added to the above, training in rights constitutes a sustainability tool. For example, participation in the Committees of Transitional Justice, the use of relocation plans and the construction of collective repair plans.

“The process and many achievements, the most essential trainings that they gave us understanding on how to be claiming our rights to family coexistence, how to keep our organizational process pursuant to our Life

Plan and to the Contingency Plan” (Interview to local actor, Integrated Reservation Edén Cartagena, 2016).

In this sense, keeping active instances such as the Promotion Committee is a sustainability factor, in this spaces they are still discussing different problematics and progress in the different management activities.

Installed capacities in the community are also a sustainability factor in maintenance of social infrastructure, as is the case of Alta Montaña (Loma central and other counties) in which transference of knowledge on the methodology for implementing the water supply system, training on conservation and management of the hydric resource and the agreements that were set forth in writing on the use of water and the penalties in case of waste, have allowed conservation of access to water.

The second factor is the connection and commitment of the municipal administration and other entities that have assumed maintenance and administration of civil works carried out and continuity of the processes is still on course. For example, links with organizations such as Pastoral Social in Cucuta or Corporación San Luis in Granizal continue to be present in the communities.

As for the commitments of the municipal administration, to obtain that some of the needs of the communities make part of the municipal Development Plan is an example of sustainability and public policy incidence, such is the case of Integrated Reservation Eden Cartagena in which inclusion of the community in specific components within the Development Plan of the town or Ricaurte was ensured.

“This kind of programs have, mandatorily, to be articulated with the local authority because as much as they may want it, they may not move forward on their own, because of the amount of work required, because of the population and the demand for diversified services that the population needs. Work must be done jointly, empowering the territory at the territorial entities so that jointly with UNHCR they do things, or there is the risk of not fulfilling them” (Officer interview, 2016, 13 de Mayo Neighborhood)

In the productive topic, sustainability is harder and projects face different contingencies. In some cases, crops or businesses are kept, such as the fishing and shellers association, as well as carpentry in Tumaco and tires in 13 de Mayo Neighborhood. In others, such as pineapple crop in Las Delicias and El Rodeo in Puerto Lopez there are limitations regarding the need for technical assistance and the investment that it requires. This is also affected by the presence of municipal authorities, the technical assistance from UMATA and the connection of programs for income generation.

Visibility of the existing problematic is considered a sustainability factor in terms of the attention that it requires and the State’s obligations toward them at the national to the territorial level;

whether in the returns, relocations or in the cases of urban local integration, including the special case of Familias en Accion.

There are still existing risks regarding sustainability such as legalization of lands in El Arrayan and La Argentina where, as it has been previously mentioned, the process that was done with INCODER, was not formally legalized and additionally there is the problem of solving the situation of the families that left the land, all of which has led to a legal limbo that threatens the obtained regarding individual certification of property.

Another relevant sustainability challenge of community “strength” is the wear out of the leaderships that was evident in some cases, as Manuela Beltran and Las Delicias in Cucuta, in which a renewal that generates more legitimacy is required.

CHAPTER 7 CONCLUSIONS

The Transitional Solutions Initiative TSI, is conceived as the activation of articulation processes and the sum of efforts seeking to address the bottlenecks identified by the communities that generated barriers to move towards a sustainable solution, understanding that it *“is obtained when the displaced population stops needing attention or specific attention linked to their displacement situation and they may enjoy their human rights without being discriminated for this condition”*¹⁹.

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.

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) was focused 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.

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.

19 UNHCR, Memorias Conferencia de Soluciones Sostenibles para la población desplazada: Experiencias internacionales y nacionales, Mayo 2013.

In the territory, there was a strong articulation and coordination with municipal authorities and territorial entities of national order as well as UARIV itself, Social Prosperity (former DSP), ICBF and SENA.

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, in 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.

The Program selected 17 communities, which entered in three phases according to compliance of criteria of links or potential coordination between UNHCR and UNDP, existing institutional capacity, minimal presence of community organization, basic security conditions and processes of returns, relocations or urban local integration.

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.

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 and in protection and rights leaving 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 go from 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, it is insufficient, given that the existing problematic is highly complex and overwhelming.

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 and private entities and NGO's 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.

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 Accion neighborhood in Tumaco, in Villa España in Quibdo and Altos de La Florida in Soacha.

Nevertheless, the TSI Program complied with its initial objectives at “activating processes of articulation and addition of efforts seeking to address the bottlenecks identified by the communities which generated barriers to move forward towards a sustainable solution”, generating 17 successful examples.

Additionally, 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.

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 Committee²⁰ 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.

²⁰ 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.

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 with 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.