Integrated Humanitarian Assistance Support to Internally Displaced Persons and Other Vulnerable Groups
INTEGRATED HUMANITARIAN ASSISTANCE
SUPPORT TO INTERNALLY DISPLACED
PERSONS AND OTHER VULNERABLE GROUPS

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<th>ACRONYMS</th>
<th>Description</th>
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<td>ACCIÓN SOCIAL</td>
<td>Presidential Agency for Social Development and International Cooperation / Agencia Presidencial Para la Acción Social y la Cooperación Internacional</td>
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</tr>
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</tr>
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<td>ASCOBA</td>
<td>Association of Bajo Atrato Community Councils/ Asociación de Consejos Comunitarios del Bajo Atrato</td>
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<tr>
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<td>Associates in Rural Development</td>
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<td>Micaiceña Colony Association/Asociación de la Colonia Micaiceña</td>
</tr>
<tr>
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<td>Association of Rubber Producers from Santander/Asociación de Productores de Caucho de Santander</td>
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<tr>
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<td>Association for the Defense of the Environment and Our Black Culture /Asociación para la Defensa del Medio Ambiente y de Nuestra Cultura Negra</td>
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<td>ASOPANELA</td>
<td>Panela Producers Association/ Asociación de Productores de Panela</td>
</tr>
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<td>ASOPIÑA</td>
<td>Association of Pineapple Growers from Santander de Quilichao / Asociación de Piñeros de Santander de Quilichao</td>
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<td>ASOTIMBIQUÍ</td>
<td>Community Councils Association of Timbiqui/ Asociación de Consejos Comunitarios de Timbiquí</td>
</tr>
<tr>
<td>ATA</td>
<td>Aid to Artisans</td>
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</tbody>
</table>
**BBC**
Best Buddies Colombia

**CAIF**
Integrated Family Attention Center / Centro de Atención Integral a la Familia

**CABILDO**
Governing body of an Indigenous Community, recognized in law and regulation by the Colombian Government.

**CAMAIBO**
Indigenous Council of the Municipality of Bojayá / Cabildo Mayor del Municipio de Bojayá.

**CBO**
Community Based Organization

**CHF**
CHF International - Cooperative Housing Foundation

**CAJAS**
Cajas de Compensación Familiar - Family Compensation Funds. The Cajas are facilities in urban centers supported a mandatory contribution per employee by the business community. They provide housing credit, educational and recreational facilities and have acted as executing entities for a number of PADF projects, including the CAIFs

**CIREC**
Colombian Integrated Rehabilitation Center / Centro Integral de Rehabilitación de Colombia

**CODENSA**
Electricity Company of Bogotá / Empresa de Energía de Bogotá

**CONSEJO**
Full name: Consejo Comunitario (Community Board), the traditional form of governance and organization of the Afro-Colombian population, mainly in rural areas. The Consejos are recognized in Law and regulation by the GOC and must be treated as governing authorities

**CORMACARENA**
Autonomous Regional Corporation for the Special Management Area of La Macarena / Corporación Autónoma Regional del Área Especial de Manejo de La Macarena

**COTELCO**
Colombian Hotel Association / Asociación Hotelera y Turística de Colombia

**CPDPMM**
Magdalena Medio Peace and Development Corporation / Corporación Desarrollo y Paz del Magdalena Medio

**CSDI**
Colombia Strategic Development Initiative

**DANE**
National Administrative Statistics Department / Departamento Administrativo Nacional de Estadística

**DNP**
National Department of Planning / Departamento Nacional de Planeación

**ECOPETROL**
Colombian Petroleum Company / Empresa Colombiana de Petróleos

**ELN**
National Liberation Army / Ejército de Liberación Nacional
<table>
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<th>Acronym</th>
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<td>Revolutionary Armed Forces of Colombia/ Fuerzas Armadas Revolucionarias de Colombia</td>
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<td>Displaced Populations Federation of Tolima/ Federación de Desplazados del Tolima</td>
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<tr>
<td>FOMIPYME</td>
<td>Colombian Fund for Modernization and Technological Development of Micro, Small, and Medium Businesses/ Fondo Colombiano de Modernización y Desarrollo Tecnológico de la Micro, Pequeñas y Medianas Empresas</td>
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<td>Colombian Family Welfare Institute/ Instituto Colombiano de Bienestar Familiar</td>
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<td>ICO</td>
<td>Organizational Capacity Index/ Índice de Capacidad Organizacional</td>
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<td>IDP</td>
<td>Internally Displaced Person</td>
</tr>
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<td>INCODER</td>
<td>Colombian Institute for Rural Development/ Instituto Colombiano para el Desarrollo Rural</td>
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<tr>
<td>IOM</td>
<td>International Organization for Migration</td>
</tr>
<tr>
<td>IPES</td>
<td>Instituto de Promoción de la Economía Solidaria.</td>
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<tr>
<td>JAC</td>
<td>Neighborhood Councils / Juntas de Acción Comunal</td>
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<tr>
<td>MIDAS</td>
<td>More Investment for Sustainable Alternative Development / Mas Inversión para el Desarrollo Alternativo Sostenible – USAID funded project</td>
</tr>
<tr>
<td>MIJ</td>
<td>Ministry of the Interior and Justice/ Ministerio de Interior y de Justicia</td>
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<tr>
<td>MINAMBIENTE</td>
<td>Ministry of Environment, Housing and Territorial Development/ Ministerio de Ambiente, Vivienda y Desarrollo Territorial</td>
</tr>
<tr>
<td>MSD</td>
<td>Management Sciences for Development</td>
</tr>
<tr>
<td>NBI</td>
<td>Unsatisfied Basic Needs/ Necesidades Básicas Insatisfechas</td>
</tr>
<tr>
<td>NGO</td>
<td>Non-governmental Organization/ Organización No Gubernamental</td>
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<tr>
<td>OPD</td>
<td>Displaced Population Organization/ Organizaciones de Población Desplazada</td>
</tr>
<tr>
<td>PAHO</td>
<td>Pan American Health Organization</td>
</tr>
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<td>PADF</td>
<td>Pan American Development Foundation</td>
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PAT Poverty Assessment Tools Survey
PCIM Macarena Consolidation Plan/ Plan de Consolidación de la Macarena
PIU Unique Integrated Plan/ Plan Integral Único
SENA National Training Service/ Servicio Nacional de Aprendizaje
SGP General System of Participation/ Sistema General de Participaciones
SIPAD Assistance to Displaced Populations Information System/ Sistema de Información del Programa de Atención a Desplazados – software developed by PADF
SIGA Sistema de Información y Gestión Ambiental (Environmental Management and Information System – software developed by PADF)
SIPOD Displaced Populations Information System/ Sistema de Información de Población Desplazada
SNAIPD National System of Integrated Assistance to Persons Displaced by Violence/ Sistema Nacional de Atención Integral a la Población Desplazada
SNARIV National System for Integrated attention to Victims/ Sistema Nacional de Atención y Reparación Integral a las Víctimas.
Under the Santos Government, the SNAIPD system was restructured to support implementation of the new Victims Law, now known as the - SNARIV).
SUR Unique Registry System/ Sistema Único de Registro
TOLIPAZ Tolima Peace and Development Corporation / Corporación Desarrollo y Paz del Tolima
TEP Ethnic Productive Territories Innitiative/ Iniciativa de Territorios Étnicos Productivos
UAO Unit of Attention and Orientation for the Displaced Population/ Unidad de Atención y Orientación a la Población Desplazada
UNDP United Nations Development Program
UNHCR United Nations High Commissioner for Refugees
USAID United States Agency for International Development
USG United States Government
WFP World Food Program
1. INTRODUCTION

The Pan American Development Foundation (PADF) is pleased to present this final report to USAID/Colombia for the project entitled Program for Assistance to Internally Displaced and Vulnerable Populations (also known as “IDP II”). In order to better appreciate the full historical context of the USAID program for assistance to the displaced population, the report will also incorporate brief treatment of PADF’s first IDP project entitled Reintegration of Internally Displaced Families in Colombian Society, which commenced implementation in the early months of FY 2001. Thus, this program has actually run for just over 11 years, reaching an unprecedented number of beneficiaries and playing a key role in mitigating the country’s displacement challenges through addressing key constraints to IDP socio-economic stability, building local capacity to sustain and expand the program, and providing a vehicle for mobilizing public and private resources to support critical field interventions.

It is hoped that this document will prove useful to USAID as it proceeds to develop new approaches to addressing the displaced and vulnerable population challenges in Colombia within the context of the new Victims Law, with its broad coverage of those that have been injured by...
the continuing conflict. To this end, the report will place major emphasis on lessons learned and success factors over the past decade and improvements made over time to enhance performance and impact.

PADF is very grateful for what has been an extraordinary opportunity to contribute over an extended period to the noble cause of alleviating suffering of hundreds of thousands of people who have been denied their human and legal rights to a life of dignity with the ability to effectively address their basic needs. The Foundation is also grateful for what has been an amazing learning experience, which has significantly enhanced its capacity to contribute to similar efforts in the future throughout Latin America, a concept in keeping with its vision of a *Hemisphere of Opportunity for All*.

Further, over the past decade, the Foundation has had the privilege of working hand in glove with hundreds of public and private Colombian organizations with which solid bonds of friendship, respect, and collaboration have been formed that PADF will forever treasure. It has been an honor to work with countless dedicated Colombians who have never ceased to give selflessly to the alleviation of the human deprivation that for generations has plagued millions of the true victims of the ongoing conflict.

Finally, it remains to express the Foundation’s gratitude to USAID Colombia for allowing it to work for so many years in partnership with the Mission, an immensely gratifying experience, and one which it hopes to continue through other initiatives in the future as USAID continues to grapple with the huge challenges that remain. PADF is similarly grateful to the Colombian Government with which it likewise hopes to be able to continue to collaborate and apply its long experience in pursuit of social and economic justice in the future.

2. **EXECUTIVE SUMMARY**

2.1 **Coverage**

This report is focused on the IDP II Project, referred to throughout the document as the “Program”. As mentioned in the Introduction, for historical perspective the following section provides brief overview of IDP I (2000-2006), which preceded and fed into IDP II in terms of applicable experience and lessons learned.

The IDP II Project commenced with the signing of the cooperative agreement by USAID/Colombia (referred to throughout the document as the “Mission”) and PADF on July 14, 2005. PADF was the prime grantee and the International Organization for Migration (IOM), as principal partner, was the only sub-grantee. The sub-cooperative agreement between PADF and IOM called for a 50/50 split of grant resources for project implementation. The original amount of the agreement was $115,961 million for the five year period ending on September 30, 2010. The amount was subsequently reduced to $101,585 million in order to make needed funding available for another USAID grant for health assistance.

Initially the program was assigned 111 municipalities, expanded the following year to 169 in 18 Departments in order to cover additional territory, principally the Atlantic Zone, where
substantial concentrations of IDP populations were located. In 2007, by agreement among the parties, the cooperative agreement was amended to allow the two implementing organizations to operate separately, each with its own independent USAID agreement. This was to eliminate difficulties caused by combining a US NGO with a Public International Organization (PIO), the case of IOM, in a single agreement under USAID rules and regulations. (See Section 4.1 for further explanation.)

In 2010 the PADF agreement was extended to March 31, 2011, and then again in 2011 to March 31, 2012, with additional funding for a final total of $77.94 million. By the end of the project, the PADF agreement covered 131 municipalities in 14 Departments.

The project financed a total of 240 sub-projects during its six and one half year life for a total value of $171,319,275 benefiting over 580,000 displaced and vulnerable people.

### 2.2 Finance

Table 1 shows the breakdown of $171,319,275 in total funding allocated to implementation of the Program over the period July 2005 to March 31, 2012. Of this amount, 45.37% were USAID funds ($77,735,491), while the remaining 54.62% were counterpart funds ($93,583,784) mobilized from non-USAID public, private and international sources. Of total counterpart raised, $39.103 million came from Private Sector sources for 132% of the goal of $29.523 million, and $54.480 million came from the Public Sector for 103% of the goal of $53.087 million. This covers the period July 2005 to March 31, 2012.

<table>
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<th></th>
<th>USAID</th>
<th>Counterpart Funds</th>
<th>Total</th>
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<tr>
<td>Funds Received</td>
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<td>93,583,784</td>
<td>171,523,868</td>
</tr>
<tr>
<td>Funds Spent</td>
<td>77,735,491</td>
<td>93,583,784</td>
<td>171,319,275</td>
</tr>
<tr>
<td>Funds Available</td>
<td>204,593</td>
<td>0</td>
<td>204,593</td>
</tr>
</tbody>
</table>

1 These funds are available and being utilized for final closeout activities.

### 2.3 Objectives

The principal objective of the IDP II Program was to promote lasting socio-economic stability for displaced and vulnerable populations through direct assistance to enable them to achieve a viable livelihood through job creation and productive income generation activities and provision of access to basic services including health, education, housing and food security. A secondary
objective was to achieve “Colombianization” of the program through institutional strengthening of implementing partners at all levels in the public and private sectors, but especially at the local level. Finally, the Program was designed to cover a massive number of beneficiaries, initially over one million, between the two partners. The final coverage number achieved by PADF was 587,285 beneficiaries in 131 municipalities and 14 Departments, which exceeded the final agreed upon Life of Project (LOP) goal of 571,885 for a 103% record of achievement.²

2.4 Geographic Coverage

Geographic coverage was based on the concept of economic corridors where it was believed the greatest potential lay for growth and development for the purpose of offering productive solutions to IDP and vulnerable groups. In the case of PADF, Program territory eventually included selected municipalities of the Atlantic region (Northern Bolívar, Atlántico, La Guajira, Magdalena, and Sucre), Chocó, Cauca, Tolima, Huila, the Magdalena Medio region (Santander, Antioquia, Cesar, and Southern Bolívar), Bogotá, and Villavicencio together with a small number of designated municipalities in Meta.

To cover this territory, PADF established regional offices in Cartagena for the Atlantic Zone, Quibdó for Chocó, Bucaramanga for the Magdalena Medio region, Ibagué for Tolima, Neiva for Huila, and Bogotá for the city and neighboring Villavicencio. A number of satellite offices were also created as needed to provide for adequate implementation management, follow-up services and monitoring. These were established and closed as needed to respond to evolving requirements.

² Performance indicators presented in this report and in Annex A include results produced by IOM under its sub-cooperative agreement with PADF between July 2005 and September 30, 2007.

2.5 Program Elements

(For detail please see Section 4.3)

- **Income Generation:** This was the primary element of the IDP II strategy for achievement of socio-economic stabilization of the target group. It included urban and rural components and involved job training and placement and business creation and strengthening. A total of 38,496 IDPs and vulnerable persons benefitted from increased income from licit job creation and strengthening for 101% achievement of the goal of 38,053.

- **Food Security:** This was found to be essential in almost all cases in the form of community and family gardens and direct distribution where circumstances warranted, primarily through the World Food Program (WFP). Total beneficiaries came to 99,195, against a goal of 87,870, representing a 113% achievement.

- **Social Services:** Mainly health and education, these services were provided primarily through arrangements to increase access to Government systems, although in a number of cases interventions were directed specifically to these elements. A total of 341,467 beneficiaries received access to health care (107% of the goal of 319,717) and another 114,153 benefitted from education programs (102% of the goal of 112,178).

- **Housing and Community Infrastructure:** New housing and housing improvement and supportive infrastructure were implemented on a selective basis where resources permitted, both urban and rural. The Program worked with the national subsidy program of the Vice-Ministry of Housing where possible and with self-help projects in rural areas with support from local governments and other stakeholders. A total of 2,985 housing units were developed
and/or improved (181% of the goal of 1,647). Additional infrastructure activities included facilities for energy production, processing and storage in rural areas for agricultural initiatives, and school construction and improvement where warranted.

- **Institutional Strengthening**: This element provided technical assistance, training and infrastructure to improve leadership, administrative and financial management, planning, operational and monitoring and evaluation (M&E) capabilities and sustainability through leveraging community, private and public sector resources. An especially strong focus was directed to strengthening community based organizations, including Afro-Colombian *Consejos Comunitarios* and Indigenous *Cabildos* (see footnotes 8 and 9). Government systems were also strengthened at National, Departmental and local levels, including the development of Unique Integrated Plans (PIUs), at municipal and departmental levels mandated by law for areas with IDP concentrations. Total beneficiaries under this component came to 103,588 (108% of the goal of 95,504).

### 2.6 Cross-Cutting Focus Areas

The Program provided “differential” support to disadvantaged categories of the target group including minorities, women, youth and the disabled. Most noteworthy in this area was the Program’s comprehensive effort dedicated to Afro-Colombian and Indigenous populations in Chocó, Cauca and the Atlantic region, from which many important lessons were learned that can be valuable for future programming. (Please see Section 4.4.1 on Differential Support, Section 5.1 on the Ethnic Productive Territories Initiative (TEP), and Section 8.4 on lessons learned from the Afro-Colombian and Indigenous experience.) In the case of the Afro-Colombian community, a total of 121,485 beneficiaries were recorded against a goal of 111,582 for a 109% achievement. Indigenous beneficiaries came to 40,057 or 125% of the goal of 32,020.

The other major cross-cutting area was PADF’s environmental approach where the Foundation excelled in terms of the rigor of its application of USAID and GOC regulations and through its pioneering development of environmental management software. Known as SIGA (*Sistema de Información y Gestion Ambiental* – Environmental Information and Management System) this package was subsequently applied by USAID throughout Colombia and the Andean Region.

### 2.7 Major Program Accomplishments

Throughout the Program PADF was able to effect lasting impact in a variety of areas, including Afro-Colombian and Indigenous development, reconstruction of social fabric of depressed communities, equal employment opportunities, institutional development at the local level, local...
communications capabilities, alliances and the development of networks of social responsibility and productive partnerships with the public and private sectors. The success factor common to all of these was a consistent dedicated effort to achieve maximum participation of both target communities and involved stakeholders at all levels to achieve “ownership” and lasting commitments, thus leading to greater sustainability. (Please see Section 5 on Program Accomplishments).

2.8 Monitoring and Evaluation

PADF’s M&E system for the Program involved a combination of two strong database systems for project implementation and tracking and environmental management with active monitoring of execution by regional office teams close to activity areas. It also involved the innovative application of “participatory evaluations” wherein beneficiaries freely articulated observations and recommendations in highly organized, structured environments. These were then utilized to make community supported adjustments for improved performance. As noted in Section 6, challenges remain in the area of defining socio-economic stabilization (essentially “graduation” from IDP status) and Institutional Strengthening or how to define and quantify success related to institutional improvement. Efforts to resolve these questions are underway. (See Section 6.2)

2.9 Management, Administration, and Procurement

Section 7 includes a description of how PADF organized itself for Program management. Worth emphasizing here was that the real action and key to success was in the field in the form of the Foundation’s six regional offices and a fluctuating number of satellite offices which permitted “hands-on” management of implementation and facilitated the important trust factor with participating communities and stakeholders.

In the area of Procurement, PADF applied competition and eligibility requirements to the extent possible, but found in many cases that organizations in remote areas with unique capabilities could not satisfy them. Also, application of time-consuming regulations acted as a break on implementation when acceleration was needed to meet urgent demands imposed by climate and circumstances related to human needs. In these cases PADF employed learning grants, provided qualified personnel where needed for sound management and finance, engaged in direct execution and turned to non-competitive procurement where justified based on predominant or sole capability in particular zones.

2.10 Lessons Learned

PADF considers this to be the most important part of the report and the reader is urged to carefully review Section 8. As will be noted, they are voluminous and will not be repeated here with the exception of a brief summary of the most important ones as follows:

1. **Participation:** This is the single most important principle and should be applied across the board with beneficiaries, executing entities, program operators and stakeholders and is essential for achievement of commitment by all parties to common objectives, methodologies and timetables.

2. **Complete Solutions:** IDPs and vulnerable groups need the full package for socio-economic stabilization – income, food, shelter, social services, and psycho-social assistance in addition to protection or security. The full gamut of human needs must be addressed.
3. **Strong Institutions and Competent Personnel:** This seems obvious, but sometimes receives less than adequate attention under pressure to move forward. The capability and motivation must be in place.

4. **Networks of Social Responsibility:** For sustainability this is critical. Beneficiary groups, to survive and prosper, should have a network of organizational actors at the local level, public and private, committed to their support on an ongoing basis.

5. **Differential Treatment:** Assistance strategies must be carried out in a culturally compatible fashion with the history, customs, practices and beliefs of the community.

6. **Respect:** Beneficiaries are not children. They must be treated as adults with the same respect accorded to the general population. The key is to listen and learn what the real story is and what the community is actually prepared to do.

7. **Deliver as Promised:** Never promise what you can’t deliver. Deadlines and quality requirements must be honored to overcome natural cynicism and gain trust and commitment.

8. **Local Organizational Development:** Especially in rural areas with producer associations and other community groups, this is critical for sustainability. It takes time to identify and develop leadership and managerial capability, but it pays huge dividends in long-term viability.

9. **The Time Factor:** Arbitrary deadlines imposing short-term solutions to long-term challenges requiring changes in mindsets and institutions are often doomed to failure. It takes time to incorporate new models and methodologies with groups that have been living with existing paradigms for generations.

10. **Draw from the Community:** This comes principally from experience with Afro-Colombian and Indigenous communities, but is equally applicable to the rest of the IDP and vulnerable populations. People from the community know the community and can transmit new concepts in a form that can be understood and internalized by recipients. Hire, train, and equip them to act as change agents.

11. **Protect, Respect and Defend Traditional Territories, Values, Cultures and Practices:** Build on these and help the people to do what they already know how to do better. Success comes from collective construction, consensus and buy-in. It also comes from a sense of security over territories and traditional ways of life.
3. REINTEGRATION OF INTERNALLY DISPLACED FAMILIES IN COLOMBIAN SOCIETY (IDP I)

As explained in the Introduction, while IDP I does not form part of the project for which this final report is submitted, PADF believes a brief summary is warranted to provide historical context and perspective. Also, IDP I provided invaluable lessons learned that were critical to successful implementation of IDP II. Some of these can also be useful relative to future programming by the Mission. The following pages focus briefly on what is important to take into account relative to approaches taken in IDP II based on experience from the earlier program.

3.1 Historical Context

By the time the Government of Colombia (GOC) launched Plan Colombia in 1999, internal displacement was rapidly escalating due to intensifying conflict in rural areas and the prevailing practice of armed groups to expel rural populations in their efforts to acquire territory for illegal political and economic objectives. Land became a prized asset for armed groups as they became increasingly involved in illicit crop production and drug trafficking.

The problem at the time was of immense proportions. The conflict was at an unprecedented level of intensity with devastating consequences to the fabric of society, the economy and the stability needed for growth and a better quality of life for the people. IDP flows were running in excess of 300,000 per year, according to CODHES' data, and arrived at 360,000 in 2001. The total between 1985 and 2000 came to over two million.

Thus the challenge to USAID and its Partners was to develop an urgent, accelerated response to a burgeoning humanitarian crisis, the largest in the hemisphere at the time, and one which was rapidly growing out of control. This, along with increasing production and trafficking of illegal drugs, which was feeding hundreds of millions of dollars into the growing conflict, resulted in the compelling need for a massive integrated multi-agency response by the United States in cooperation with the Colombian Government.

In June 2000, the USG pledged $1.3 billion in support of Plan Colombia, a multi-billion dollar strategy to implement programs to support Colombia’s anti-narcotics activities as well as democratization and humanitarian assistance initiatives. Within this context, USAID’s first formal program to address the internal displacement crisis was created.

3.2 The Program

On September 30, 2000, PADF entered into a grant agreement (subsequently converted to a cooperative agreement) with USAID to become one of the first organizations selected by the Mission to assist families displaced by violence and other vulnerable groups. Other operators included the International Organization for Migration (IOM), UNICEF, World Vision, Profamilia and CHF International. USAID divided implementation among the selected organizations. While PADF focused mainly on the northern part of the country, IOM concentrated in the South. CHF was tasked with temporary shelter solutions. These were the organizations, together with Profamilia, that lasted as longer term grantees.

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4 Consultoría para los Derechos Humanos y el Desplazamiento, Colombian NGO dedicated to monitoring and advocating for the population of displaced persons.
The PADF agreement was designed to reintegrate displaced families into the economic, social and political fabric of the country, particularly through improved access to employment. Based on successful performance, the original agreement for $15.199 million for three years was subsequently amended on multiple occasions to a total of $39.2 million for a total period of six years, ending on December 30, 2006.

The program was originally geared to: a) the development of rapid, low cost sustainable employment and income generation solutions, including a substantial number of return and relocation projects, b) substantive private sector involvement, c) mobilization of exceptionally high levels of counterpart support, d) the formation of strategic alliances in all projects between IDP communities and stakeholder institutions, and e) capacity and organizational development within displaced groups themselves, executing NGOs and other supporting entities.

While the principal focus was on income and employment, social services were incorporated to the extent possible, principally in the health area. Implementation modalities included the establishment of “multipurpose productive centers” as the business development model of choice, the concept being to establish permanent institutional bases providing the scale, leverage and management necessary for viable business incubation and a platform from which it would be possible to secure more serious participation from the private sector and other local and national stakeholders. The idea was also to provide for integration of social services including health, education and housing.

These centers were controversial in that long term sustainability was difficult to establish due to the dismal economic conditions of most of the urban centers where they were established. In all cases this aspect was eventually resolved through the transference of ownership and responsibility to sponsoring organizations. (See Section 3.5 below for further comment.) The program also utilized what was termed the “innovation project window” designed to allow for a variety of projects to respond to targets of opportunity identified during implementation.
As the project progressed, with USAID support, it steadily branched into a number of new initiatives dedicated to addressing pressing needs in education, housing, youth and Afro-Colombian and indigenous development. In all cases, there was a continuing focus on incorporation of income generating elements.

3.3 IDP I Program Performance and Impact

The Program improved the quality of life of over 95,000 displaced and vulnerable families in 24 departments and 177 municipalities through the following strategies:

**Productive initiatives** were implemented through local organizations which had proven track records working with IDP families and vulnerable communities. Examples included high impact projects with ASOCOLFLORES (the National Association of Flower Exporters), the Medellín Chamber of Commerce (linkage of strong supporting companies with startups and turn around enterprises), and Actuar por Bolívar in Cartagena which launched a number of successful enterprises including the famous butifarra (Colombian sausage) factory in Cartagena providing permanent employment to some of the most destitute Afro-Colombian IDPs in the country at the time. This project, a model of excellence with a spectacular image, subsequently became a staple for visiting dignitaries. Another outstanding example was a recycling project with the Fundación Codesarrollo, based in Medellín with a plant producing processed plastic, metal and paper products for export, but implemented through branches employing a high volume of IDPs in nine cities throughout the country, including Bogotá.

**Return and relocation** sub-projects were carefully planned and coordinated with the indicated authorities, including the Red de Solidaridad Social (RSS), concerned local and departmental governments, organizations of displaced population (OPDs) and municipal and departmental committees for attention to IDPs. The projects supported traditional farming activities (agriculture and livestock) of the beneficiary communities. Further support was provided in the form of organizational assistance to farmer associations, credit and marketing assistance, in addition to food security, psycho-social attention, access to social services (health and education) and housing improvement.

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5 Network for Social Solidarity, the Government Agency attached to the Presidency responsible for attention to Displaced Persons at the time, subsequently converted under the Uribe Administration to Acción Social (Presidential Agency for Social Development and International Cooperation/Agencia Presidencial Para la Acción Social y la Cooperación Internacional).
where possible. This category was by far the largest in the program with a total of 47 projects benefitting over 18,400 displaced and 2,300 vulnerable families at a cost to USAID of $8.48 million. In the process, 24,000 hectares were planted. In the early years of the program this was the component that offered the greatest potential for benefitting the maximum number of families rapidly and at the lowest cost. The two most successful projects in this area were carried out by the Coffee Committees of Antioquia and Cundinamarca. The experience and lessons gained from this component will be valuable for future treatment of Victims seeking return to places of origin. (See lessons learned in Section 3.5 below.)

**Urban and rural business** enterprises were promoted and strengthened by providing technical assistance to improve business skills, efficiency and income. This activity generated 1,431 new businesses and strengthened another 247. The component was designed to develop somewhat larger associative businesses (as opposed to micro-enterprises), which turned out to be one of the more difficult and problematical activities under IDP I. It was expensive to implement, required a staff-intensive effort, and a high level of business development expertise on the part of implementing entities. This provided valuable lessons for business formation under IDP II.

**Job training** in line with traditional vocations and opportunities was provided in a variety of areas. It was strongly supported by SENA (14 projects), business associations such as the Federación Nacional de Comerciantes (FENALCO) and the Asociación Nacional de Industriales (ANDI), Chambers of Commerce and a variety of private enterprises and specialized NGOs. Over 50,000 displaced and vulnerable people were enrolled with 43,900 graduating. Women and youth were encouraged to participate. In the youth category a special component focused on prevention of recruitment by armed groups with comprehensive job training and the development of life plans designed to armor beneficiaries from recruitment by armed groups in addition to securing well paying jobs. The activity, known as Entra 21, was carried out in Medellín, Cartagena and Popayán with two Cajas de Compensación and one business foundation through the International Youth Foundation with a 50% cost participation by the IDB's Multilateral Investment Fund.

**Micro-credit** was provided for individual and collective productive initiatives, reinforced by training and technical assistance in business development. This was the second most productive component in terms of employment generation. Over 38,000 individual and collective loans through 16 projects were granted in both rural and urban settings benefitting 44,800 families in retail, agriculture and livestock, agribusiness, manufacturing and services. Although admittedly a number of the intermediary credit organizations selected early in the program failed to establish lasting viability, PADF believes that the results in terms of people employed and saved from destitution justified the effort. As a whole, the Program created over 65,000 jobs, toward which the micro-credit component contributed close to 40%. This component was controversial due to sustainability. Certain weak organizations were selected early in the program when PADF was under pressure to produce immediate results. Subsequently much stronger executing agencies were selected with better results. It was a valuable learning experience.

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6 “Life plans” in this context consisted of the development and acceptance of long term goals and objectives for participants and the means to achieve them, including good citizenship and support to family and community.

7 *Cajas de Compensación Familiar* - Family Compensation Funds: The Cajas are facilities in urban centers supported by a mandatory contribution per employee by the business community. They provide housing credit, educational and recreational facilities and have acted as executing entities for a number of PADF projects.
Multi-purpose Community Centers were created to promote innovative community production projects, job training and strategic alliances for marketing goods and services. Access to social services such as health, education and housing was also promoted. The project created 10 centers and benefitted 23,000 displaced and vulnerable families. Similar to micro-credit, although the benefits for participating families were real at the time, long term viability of these entities remains questionable. Once program resources ended, the degree of expected community support to assure sustainability was often not forthcoming. In all cases the centers were turned over by agreement to sponsoring organizations that had the wherewithal to maintain them. The track record with the centers since has been mixed, and the center approach is not recommended for the future, at least not until the economic situation and institutional support in target communities is such that it can sustain such organizations through the sale of services for business incubation, manufacturing, training and other activities.

**Sustainability** strategies focused on the development of viable enterprises in addition to the creation of supporting networks of stakeholder organizations including local government, community and productive associations, private sector companies, the active and permanent participation of beneficiaries, and the mobilization of funds from public and private sources. Sustainability was further enhanced through institutional development of stakeholders and colombianization of sources of support.

### 3.4 Major Accomplishments under IDP I

These include the most noteworthy accomplishments in terms of overall success, methodology and management, as opposed to performance information shown above.

**General**

Under IDP I, PADF worked in partnership with 83 NGO grantees and 179 Colombian organizations representing government, civil society and the
private sector. There were 132 sub-grants awarded, resulting in the creation of 65,823 jobs. Throughout the Program, PADF worked in partnership with the GOC demonstrating its commitment to providing all possible support to build Colombian capacity to maintain and enhance IDP programs, effectively expanding program impact. The Foundation leveraged an additional $25.6 million in counterpart support ($0.97 for every USAID dollar invested in sub-projects).

Alliance Building

PADF was successful in integrating NGOs, community groups, municipalities, chambers of commerce and others into its programs for enhanced sustainability. The Program effectively partnered with over 80 Colombian NGOs and foundations, a significantly larger number of municipalities, departmental governments, and national public and private entities in addition to hundreds of community level organizations and producer associations including Afro-Colombian Consejos⁸ and Indigenous Cabildos⁹. PADF’s successful working relationships with the GOC agency dedicated to assisting IDPs (initially the Red de Solidaridad Social, subsequently converted to the larger and more powerful Agencia Presidencial para la Acción Social y la Cooperación Internacional (Acción Social) attached to the Presidency), the Instituto Colombiano de Bienestar Familiar (ICBF) and other GOC agencies, the business supported Caja de Compensación System, other producer and business associations, and bilateral donors (including the Japanese Government and the Comunidad Valenciana of Spain), demonstrated the Foundation’s ability to build alliances to enhance program impact and leverage resources.

Humanitarian Assistance and Emergency Relief

The Program’s humanitarian and emergency response interventions focused primarily on addressing longer term needs of IDPs and vulnerable groups. However, PADF also provided short-term emergency and humanitarian relief in response to sudden displacements. In Bojayá, Chocó, for example, PADF implemented several projects following the massacre in 2002, including an immediate emergency response provided by helicopter within hours of the tragedy. Another example was in the Bajo Baudó region of Chocó, where PADF worked successfully with an indigenous community in a remote and precarious setting to successfully address basic needs. The Program maintained an emergency fund enabling it to respond quickly to crises with a full menu of relief assistance, including shelter, food, medical aid, electric power, water purification, personal hygiene kits, and other supplies. A total of eleven projects were implemented, assisting 1,580 families in 11 municipalities.

Private Sector Involvement

PADF was successful in mobilizing private sector contributions and involvement in its programs. Of total counterpart commitments secured for

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⁸ Consejos: Full name: Consejos Comunitarios (Community Boards), the traditional form of governance and organization of the Afro-Colombian population, mainly in rural areas. The Consejos are recognized in Law and regulation by the GOC and must be treated as governing authorities.

⁹ Cabildos: Similar in Law to Consejos, but reflecting Indigenous governance tradition and practice.
the IDP program of over $25 million by the end of the program, some $16.68 million or 65% came from private financing and the communities themselves in addition to NGOs and universities. Of this, approximately $5.0 million was from businesses and business-supported organizations. (The remainder came from various levels of the Colombian Government.) The Program forged alliances with local chambers of commerce, business associations, and other private groups such as Cajas de Compensación, one of the largest business supported networks in the country with significant resources that can be dedicated to assisting IDPs and vulnerable groups. Other private sector partners, including Chevron-Texaco, Compaq, BIMA, Citibank, Bank Boston, Occidental Petroleum, British Petroleum, Indufrial, Cerro Matoso, Ecopetrol, Carulla-Vivero, Olímpica, the Bavaria/Avianca group, Carvajal, and a variety of corporate foundations and universities, were involved in projects in Barranquilla, Cartagena, Medellín, La Guajira, Casanare, Tolima and Bogotá/Soacha.

Environmental Management

During the last four years of IDP I, in response to USAID requirements for all projects (Reg 216, 22 CFR) and GOC environmental regulations, PADF was a pioneer for successful application of the rules, including comprehensive training of implementing organizations. In 2005, during the first few months of IDP II, the Foundation developed the innovative software for the SIGA system (Sistema de Información y Gestión Ambiental), subsequently adopted by USAID for application in Colombia and the Andean region. PADF’s guiding principal for environmental management was to comply with regulations and achieve understanding and commitment by all stakeholders with regard to the need to protect and improve the environment. The Foundation consistently earned high praise from the Mission's environmental office for excellence in compliance, mitigation, and follow-up.
Afro-Colombian Assistance

Throughout IDP I, PADF amassed a strong track record of support to the Afro-Colombian community. A total of 50 projects were financed benefitting over 7,700 Afro-Colombian families in the Departments of Chocó, Atlántico, Antioquia, Bolívar, and La Guajira. The project invested a total of $3.9 million with an average value per family of $509. Rural projects were focused on return and relocation activities for the municipalities of Acandí, Bojayá and Ungía (Chocó); Apartadó, Chigorodó, Mutata, Turbo and Vigía del Fuerte (Antioquia); and Arjona, María la Baja, Santa Catalina, Turbaco and Villanueva (Bolívar). Urban interventions emphasized socio economic reintegration of families in the municipalities of Apartadó (Antioquia), Cartagena and Turbaco (Bolívar), Soacha (Cundinamarca), Istmina and Quibdó (Chocó), and Riohacha (La Guajira).

From 2003 on PADF supported the Asociación de Afrocolombianos Desplazados (AFRODES) through a series of activities, including establishment of the first Centro de Atención Integral para Familias Desplazadas (CAIF) in Soacha. In 2003 and 2004 PADF co-financed with COMFAMA (the Family Compensation Fund of Antioquia) a study to diagnose conditions faced by the displaced and vulnerable Afro-Colombian population to design a program for assisting this group through the National Caja System that would complement activities developed by the Government and Afro-Colombian organizations. All projects were dedicated to improving socio-economic conditions of families through income and employment generation, supported with psychosocial attention, restoration of cultural values, and organizational strengthening.

From 2004 on, the Foundation had two professional staff persons assigned specifically for attention to the Afro-Colombian community. In response to the severe need for organizational development, capacity building, recognition and visibility of this population, PADF systematically supported conferences and gatherings of all types of Afro-Colombian representative entities in various parts of the country as part of an effort to build cohesion and facilitate the development of unified strategies. PADF also supported numerous trips of Afro-Colombian leaders to the United States for purposes of coordination with the US Afro-Latino Development Alliance and other concerned groups and to coordinate with the US Government and Congress. In this context PADF maintained a supportive relationship with the US Congressional Black Caucus. This experience, lessons learned and relationships formed, paved the way for successful PADF implementation of Afro-Colombian activities under IDP II.
3.5 Lessons Learned

Lessons learned during IDP I are shown below in summary. These are distinct from the lessons learned from IDP II (Section 8), although there is clear overlap in many cases.

- **Holistic approach**: The approach must take into account the social, cultural, ethnic and economic characteristics of target groups, their environment and requirements for reintegration. This also involves development of accurate profiles of community aspirations to be able to select the most appropriate and feasible solutions to address human and economic needs.

- **Participation**: This is the single most important success factor from IDP I. Participation of the beneficiary community from day one in the design phase is critical to achieving “buy in” and commitment by the target community. The project must respond to felt needs and aspirations or it will fail sooner or later. A service not wanted is a formula for indifference and rejection.

- **Psycho-social assistance**: Almost all projects should include this element to address post-traumatic stress, depression and anger associated with violent displacement and to facilitate participation and energy vital for effective implementation. The entire family should be included, not just the head of household. This also implies a focus on women and children.

- **Food Security**: This element is vital in almost all projects, especially during startup. Otherwise beneficiaries will not be able to focus on participation requirements for successful implementation. This should be in the form of individual and community gardens with a package in accord with cultural norms and practices of the region. Food for Work (the World Food Program) can provide essential assistance during startup and in those cases where local production is not possible, but this should be carefully managed to respond to local dietary preferences.

- **Comprehensive assistance**: Complete social and economic solutions are critical. Housing projects, for example, without an income and employment component normally cannot arrive at sustainable states. Income generation without access to basic social services likewise produces an untenable result.

- **Adequate selection of Implementing Entities**: Success requires strong technical, financial, administrative and managerial capabilities, as well as permanence in the region. This was a problem encountered early during IDP I, as PADF, under pressure to produce in record time, was not able to devote an adequate effort to select sufficiently experienced and capable executing entities with strong transparent management, adequate accounting systems and technical expertise.

- **Labor market studies**: These are essential to determine how to effectively involve the private sector so as to best tailor job training to market requirements and secure necessary employer participation.

- **Return and relocation projects**: Permanent tenure to productive land must be assured to secure the necessary commitment from beneficiaries. Farmers must have ownership or be in a process that will result in ownership within a specified time frame. This is also vital for financing from the Banco Agrario and other credit sources. It is further essential to have a sound technical package for crop production suitable for local conditions and a value chain for processing and marketing. The development of strong farmer associations with good management and technical capability is likewise critical. Implementing organizations must be especially strong and able to deliver required assistance, training, production inputs, and financing on time and of good quality. The
Integrated humanitarian assistance support to internally displaced persons and other vulnerable groups

time factor is key as production must be in accord with cropping seasons. Finally, security is a critical for personal safety and preservation of land holdings. GOC guidelines for return and relocation are demanding and require strong accompaniment and startup services by entities charged with this responsibility. This involves serious planning and negotiations with the public and private actors concerned.

- **Micro-credit:** It is essential to have executing entities with the required experience and expertise. These do exist in Colombia. Successful examples from IDP I in the NGO sector include Actuar por Bolívar in Cartagena, Actuar por Antioquia en Medellín, COOTRADEPMETA in Villavicencio, Oportunidad Latinoamericana Colombia in Bogotá and its international sister, Opportunity International. The last two organizations are known for their expertise in the Banco de Confianza model, a variation on the Grameen-village bank formula that has been successful in Colombia with small groups, mainly women. Successful programs involve proven methodologies that include technical assistance, training and accompaniment together with strong follow-up and collections assistance. The beneficiary group also must have a responsible mindset. Early in the program, especially in the Atlantic region, most notably in Sucre, borrowers considered the credit an entitlement and felt little pressure to repay. This cannot be tolerated.

- **Multi-purpose Community Centers:** Experience indicates that in general these should not be attempted given the precariousness of economic conditions in many of the IDP target areas. By their nature, they require a level of continuing institutional support from the business community and/or Government that is not in place in most of the indicated areas. This is especially true in situations like Sincelejo, Riohacha, Montería, Ibagué, and Yopal. The most successful case was in Arauca with the support of Fundación El Alcaraván which has continued to receive solid backing from Occidental Petroleum (OXY) and is an example of excellence. The model can work, but the market and the institutional commitment must be in place.

- **Synchronization:** The various stakeholders in IDP projects must be synchronized. This means detailed planning and negotiation, often with a host of actors. All must be on board and committed to resource requirements and the timing of inputs for success. Agreements should be negotiated to assure required inputs are delivered on time and of adequate quality. This is especially the case with Government entities, including National Ministries and Agencies, Departmental Governments, Municipalities and Juntas de Acción Comunal.

- **Budgets:** Municipal contributions must be adequate for required inputs. These should be incorporated in Municipal Development Plans, which often means negotiation far in advance of the activity. Most municipalities know how to budget for local infrastructure, but often do not for social and technical interventions.

- **Time requirements:** For successful implementation, completion and sustainability most productive projects need from two to three years for urban settings and three to five for return and relocation interventions. Effective impact requires changes in mindset, incorporation of new technologies, and the creation of new systems and practices. There are also almost always time-consuming bureaucratic and institutional constraints to overcome.

- **Close to the Action:** Throughout IDP I PADF implemented all projects from a distance, except those in Bogotá, Soacha and Villavicencio. There were no regional offices. This required a demanding travel commitment, and it was sometimes not possible to visit projects with the regularity required. When the operator is able to spend adequate time in the project area with the executing entity, this contributes greatly to
the credibility, trust and bonds of collaboration needed for successful performance. This constraint was resolved under IDP II thanks to establishment of regional and satellite offices throughout target zones of the program.

In summary, from PADF’s six years implementing IDP I, the Foundation developed a solid understanding of the displacement problem in Colombia and the constraints and opportunities associated with its solutions. This uniquely positioned the Foundation to build on its successes and modify its strategy based on lessons learned.

4. PROGRAM FOR ASSISTANCE TO INTERNALLY DISPLACED AND VULNERABLE POPULATIONS – IDP II

4.1 Introduction and Background

In early 2005, under Phase II of US assistance to Plan Colombia, PADF joined forces with the International Organization for Migration (IOM) to bid successfully on the large proposed USAID program to expand assistance to displaced and vulnerable populations (IDP II) to be implemented during the FY 2005-2010 period. This was in accord with a new USAID strategy to provide an enhanced, integrated response to the continuing high level of drug production and trafficking at the time along with an unabated flow of IDPs produced by the ongoing conflict. During the first five years of the decade under Phase I of Plan Colombia, the USAID program had been implemented through a large number of individual grants, contracts and sub-agreements resulting in a proliferation of operators. The staff burden on the Mission was intense. Consequently the new strategy proposed three “mega” projects, ADAM, MIDAS and IDP II, to address the combined requirements for Alternative Development and assistance to the IDP community.

The strategy was based on the concept of economic corridors, where it was felt the greatest potential lay for growth and development for the purpose of offering productive solutions to both ex-coca producers and IDPs. The three projects were awarded to Associates in Rural Development (ARD) in the case of ADAM and MIDAS and to PADF, in partnership with OIM, for assistance to IDPs. The operating areas were somewhat distinct from each other, but assigned territories were overlapping. Initially, the IDP program was to cover 111 municipalities, none of which covered key areas of IDP concentration in the Northern Atlantic zone, Antioquia, Caquetá, Santander and Norte de Santander. Subsequently, in early 2006, based on a PADF proposal, the target area was expanded to 169 municipalities in 18 Departments, the main feature of which was to incorporate comprehensive coverage in the Atlantic and other regions. Once the program was split into separate agreements, discussed below, coverage assigned to PADF remained at 93 municipalities with 76 assigned to IOM. As the program evolved additional municipalities were added. By the end of the project 131 were assigned to PADF in 14 departments.

Photo: PADF Colombia

Assistance to Association of Aromatic Plant Producers, TANA, in Chocó
The initial cooperative agreement signed by PADF on July 14, 2005, as prime grantee, was for $115.961 million, subsequently reduced by $14.376 million to a new total of $101.585 million, in order to provide the Mission with the wherewithal to fund a health program grant with another operator. PADF in turn signed a sub-cooperative agreement with IOM, which, in accordance with the proposal, included a 50/50 arrangement between the two organizations for sub-project funding.

PADF and IOM had previously implemented complementary portfolios in different regions, with PADF emphasizing employment, technical training and income generation while IOM specialized more in humanitarian and social assistance, although there was considerable overlap in types of activity. Nevertheless, to facilitate accountability, coordination and management, the organizations negotiated distinct territories of coverage. As before, with some variation, IOM predominantly focused in the South (Putumayo, Nariño, Valle del Cauca, Caquetá) but also covered Antioquia, Cordoba, Norte de Santander and Soacha (adjacent to Bogotá). PADF covered its traditional territories of the Atlantic Region (Bolívar, Sucre, Magdalena, Atlántico, La Guajira and Cesar) in addition to Cauca, Tolima, Huila, Santander, Chocó and Bogotá.

To achieve an integrated effort, a comprehensive management structure was established that provided for constant face to face coordination between the two organizations. In accordance with USAID instructions, however, PADF was required to treat IOM under the Agency’s rules for “non-US NGOs”. This resulted in a difficult management situation for both organizations. IOM is a public international organization (PIO) and was accustomed to operating as such under previous agreements with the Mission, which exempted it from most standard USAID regulations and auditing requirements. For this reason, notwithstanding good personal relationships between IOM and PADF teams, this dichotomy made for time-consuming procedural constraints associated with approvals, monitoring, coordination with the Mission and other matters.

At length the two organizations agreed with each other and USAID that for improved efficiency the program should be split into two separate agreements. They would be implemented by PADF and IOM independently but in a coordinated fashion. This was decided early in 2007 and implemented by a modification to the cooperative agreement later that year.

In early 2010 USAID provided a no-cost amendment to PADF extending the project to March 31 of 2011. A subsequent amendment increased funding to the Foundation from $72.98 to $77.94 million while extending the project to a new completion date of March 31, 2012. This was to provide targeted support to achieve socio-economic stabilization of IDPs and institutional strengthening assistance to the GOC to consolidate sustainability efforts. At the time a new set of indicators was established for the last 18 months of the Program. These focused on prevention, the stabilization phase of the return process, relocation, strengthening of IDP committees and community based organizations, regional and national coordination, PIU formulation, access to food aid, and beneficiaries receiving integrated packages of services. Targets and achievements under these categories are documented in Annex A, Detailed Indicator Report.

PADF operated from its headquarters in Bogotá and six regional offices servicing the Atlantic Coast, Chocó, Bogotá-Villavicencio, Cauca, Tolima-Huila, and Santander (including the Magdalena Medio region), plus nine smaller satellite offices in these regions.10 By the end, the Program had

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10 The satellite offices reported to the regional offices of their respective territories. They were necessary in order to provide adequate “hands-on” monitoring and accompaniment in some of the more remote areas of the program. Examples include Guapi on the coast of Cauca reporting to the Regional Office in Popayán and Montes de María reporting to Cartagena.
benefited 587,285 displaced and vulnerable people including 121,485 Afro-Colombians and 40,057 indigenous persons. Over half of the beneficiaries were women. A total of 240 sub-projects were funded from the USAID agreement for income generation, technical training, humanitarian and nutritional assistance, improved health and education services, and institutional strengthening of local NGOs, Displaced Population Organizations (OPDs) and community groups.

4.2 Objectives

IDP II Primary Objectives

- **Comprehensive Direct Assistance**: Through alliances with the GOC and the private sector, enable the beneficiary population to gain access to basic services, including health, education, housing, food security, and productive activities for employment and income generation.

- **“Colombianization”**: Strengthen the institutional capacity of the local implementing partners to ensure continuity of response to needs of the target population when USAID funding comes to an end.

- **Coverage**: During the life of the Program, provide assistance to over 528,527\(^1\) in displaced and vulnerable populations through its various components, focusing particularly on ethnic groups (Afro-Colombian and Indigenous populations). USAID initially approved a total of 111 municipalities for program intervention as a whole, subsequently expanded to 169 in 2006, of which 93 were assigned to PADF. By the end of the project PADF had worked in 131 municipalities and benefitted over 587,000 displaced and vulnerable persons.

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\(^1\) This figure was established by Modification No. 8 which restructured the Program at the time that IOM and PADF separated from the original agreement.

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4.3 IDP II Program Elements

This section describes components of the program. Quantitative achievement indicators are included in Annex A.

4.3.1 Coverage

As mentioned under lessons learned from IDP I, the RFA for IDP II called for the establishment of regional offices for the more efficient and effective provision of assistance to beneficiaries, thus facilitating collaborative design, implementation and monitoring of projects to assure they adequately responded to genuine needs of the target population. Through its headquarters in Bogotá and six regional offices in the cities of Bucaramanga, Cartagena, Ibagué, Popayán, Quibdó and Bogotá\(^2\) and nine satellite offices, PADF was able to develop close personal relationships with beneficiaries, local government and other stakeholders in the target regions and carryout management, advisory and monitoring activities with a high degree of counterpart collaboration.

\(^2\) A separate regional office was established, attached to headquarters, to cover the city of Bogotá and surrounding areas in addition to Villavencio and other municipalities in Meta.
4.3.2 Comprehensive Assistance:

As PADF learned from IDP I, in addition to income generation, it is critical to ensure that IDP and vulnerable populations have access to basic social services to achieve the overriding objective of socio-economic stabilization. In general the Program promoted assistance for beneficiaries through coordination with the National System for Integrated Assistance to the Displaced Population (Sistema Nacional de Atención Integral a la Población Desplazada -SNAIPD) to facilitate coverage of health, education, housing, basic sanitation, food security and a sustainable livelihood to achieve long-term self sufficiency. (Please see Annex A for quantitative indicators achieved for the categories below.)

4.3.2.1 Income Generation and Employment

Income generation was the primary element of IDP II strategy for achievement of socio-economic stabilization of the target group. The Program incorporated rural and urban solutions as required by the nature and location of populations assisted. In rural areas PADF supported communities relocating or returning to original land holdings. Urban areas were prioritized due to the fact that a high percentage of IDPs had displaced to larger metropolitan areas and secondary cities in search of economic opportunity. Further, according to survey data, most IDPs, especially the younger members of this group, had little desire to return to rural settings after spending years away from former communities and becoming accustomed to opportunities and services available in the urban environment.

Principal supporting partners in the effort included universities, business associations, NGOs with business experience and SENA.

Rural: PADF’s income generation strategy in rural areas focused on agriculture, including fish culture.

13 Under the Santos Government, the SNAIPD system was restructured to support implementation of the new Victims Law, now known as the National System for Integrated Attention to Victims (Sistema Nacional de Atención y Reparación Integral a las Víctimas - SNARIV).
Integrated humanitarian assistance support to internally displaced persons and other vulnerable groups and small livestock - poultry and swine. During the early years, PADF worked primarily with two categories of displaced and vulnerable families: (1) IDPs that had returned to original holdings that had been previously abandoned and (2) IDPs and vulnerable families relocated to underutilized land with low-quality crops and poor sales. Both groups, in addition to production assistance, required urgent food security support to meet basic needs consisting of individual and communal gardens for home consumption and local markets. Supporting packages included donated seeds and other agricultural inputs to grow endogenous crops in addition to marketing assistance.

Later in the Program, PADF focused more on improving efficiency and increasing profits through the creation and strengthening of producer associations and market identification. Associations were assisted to become legally registered and eligible for government support and incorporation within value chains. Other support included infrastructure to improve production efficiency and training for strengthening of administrative and financial management capacity and strategic planning. PADF assisted with equipment where necessary and advice to determine the best land use and agricultural techniques for achieving surplus production for local and regional sales. PADF also facilitated access to capital through alliances with formal sources including FINAGRO, the Banco Agrario, Bancoldex and others in cooperation, where possible, with the MIDAS policy element dedicated to credit system reform.  

During the last eighteen months of the Program, PADF identified associations best positioned to create or become a part of a productive chain. These associations were assisted in the implementation of commercialization strategies in addition to on-going institutional strengthening and development of linkages between producers, marketing intermediaries and private sector buyers. During this period, 3,163 persons were

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14 The MIDAS project included a policy element dedicated to credit system reform among other elements. The objective was to make the formal banking system, public and private, more responsive to credit requirements of small producers.
assisted in the stabilization phase of the return process, or 136% of the goal of 2,330. Another 56,345 were assisted in the relocation process for 250% of the goal of 22,500.

**Urban:** In urban areas PADF focused its efforts on creating and strengthening productive and commercial enterprises in a variety of areas depending on local markets. Examples included small scale manufacturing and services such as food preparation, baking, tailoring, laundry, and beauty shops. Artisan production was supported where indicated by local talent and marketing possibilities. The program also focused on job training based on market conditions and in cooperation with potential employers.

*The strategy included:*

- Local market assessments to identify business opportunities and employment options
- Beneficiary skill assessments matched against regional demand for products and services and opportunities for enterprise development
- Technical assistance and training to build or improve skills for the jobs identified in assessments
- Training in entrepreneurial skills and administrative management
- Support to produce and implement business plans for small and micro-enterprises

PADF also focused on job training and placement, working closely with the private sector to identify employment opportunities. The Foundation carried out an integrated strategy that: (1) built partnerships with private entities to promote employment of IDP and vulnerable groups; (2) created employment opportunities based on private sector demand; and (3) aligned and improved beneficiary skills to meet market demand through courses offered by vocational training centers, principally the National Training Service (SENA) to train students in technical areas required by companies. Graduates often commenced working as interns and were subsequently hired if the employer determined them to be qualified. In ideal cases collaborating companies provided part of the training or assisted with costs.

A total of 38,442 IDPs and vulnerable persons benefitted from increased income from licit job creation and strengthening for 101% achievement of the goal of 38,053.
4.3.2.2. Food Security

Food security has been found essential in the majority of cases involving IDPs. It is difficult for participants to devote themselves to needed interventions when suffering from hunger, especially in cases where children must be fed. Food security assistance was provided to all beneficiaries in need through technical assistance, training and donation of farming tools, seeds and other agricultural inputs required for rural communities to become self-sufficient. Traditional crops were supported where possible. Individual and community gardens were promoted for local consumption and markets to supplement income. In addition, PADF arranged Food for Work assistance by the World Food Program where an immediate need was evident, frequently the case. Total beneficiaries came to 99,195, representing 113% of the goal of 87,870.

4.3.2.3 Social Services

- Health

In cooperation with the Ministry of Health, the Colombian Institute for Family Welfare (ICBF), Departmental health secretariats, Acción Social and other entities like the Pan American Health Organization that make up or support the National Health Care system, the Program focused on facilitating access to health care. This included opening doors to the formal system through registration and empowerment of beneficiaries to demand their rights and improving the response capability of local facilities. All projects were to incorporate an emphasis on health, including food security and proper diet, personal hygiene practices, water and sanitation and psychosocial assistance - crucial for overcoming grief, improving self-esteem, and achieving active participation. Interventions also assisted in the development of “life plans” focused on rebuilding lives through formulation of long-term goals and paths to achieve them as well as decision making capacity and processes for undertaking new initiatives and the adoption of techniques to improve productivity and quality of life.

One project of particular note was carried out by the Colombian Association of Medical faculties, (ASCOFAME) under which more than 1,300 medical students and faculty members from nine universities, provided high quality, comprehensive health assistance and education (including psycho-social support) to thousands of families throughout most of the urban centers of the
program area. The ASCOFAME program, although USAID support ended in 2008, has continued on its own and expanded to other universities in more fields than just medicine.

Total beneficiaries with access to health programs came to \textbf{341,467 representing 107\% of the goal of 319,717}.

\begin{itemize}
\item \textbf{Education}
\end{itemize}

As with Health, the Program focused on providing access to education for children and youth to develop capacities and facilitate employment and integration of displaced populations within receptor communities. This was carried out in cooperation with the Ministry of Education, Plan Padrino\textsuperscript{15} of the Presidency, Cajas de Compensación and various private sector entities. A major emphasis was placed on leveraging private sector support for investment in education for target populations.

\textsuperscript{15} Plan Padrino was a program attached to the Presidency and under the direction of the First Lady dedicated to providing assistance for school construction and strengthening

\begin{itemize}
\item PADF also promoted the formation of Centros de Atención Integral para la Familia (CAIFs), a particularly innovative model supported and subsidized by ICBF, first developed under IDP I in Soacha, incorporating early childhood education, training for youth, and key learning options for parents, especially mothers. (See treatment of the CAIF model under Major Program Accomplishments, Section 5.2 below.)
\end{itemize}

\begin{itemize}
\item Other specialized educational and training activities, such as with the Fundación Batuta in music (pre-orchestral) education, also incorporating life plans, were utilized as a prevention measure to ward off recruitment of at-risk youth by illegal armed groups. Literacy training was widely promoted. One particularly successful project, implemented through the Colombian NGO Vision Social, in cooperation with the Ministry of Education, trained more than 6,000 adults and young people through 100 educational facilitators in 13 municipalities applying the uniquely effective \textit{abcdespañol} methodology supported by Citibank.
\end{itemize}

Total beneficiaries with access to education programs came to \textbf{114,153 representing 102\% of the goal of 112,178}.

\begin{itemize}
\item \textbf{Housing and Community Infrastructure}
\end{itemize}

The component implemented a total of 18 housing projects in a mix of urban and rural settings. Two urban projects were carried out in cooperation with the national housing subsidy program of the Vice-Ministry of Housing with approval and support from the National Infrastructure Committee. The
A total of 2,930 housing units were developed and/or improved (181% of the goal of 2,970).

The Program also focused on ensuring IDP housing had adequate supporting infrastructure. Preventive health care campaigns to promote healthy living practices and illness prevention were also incorporated along with assistance to improve community-based maintenance of sanitation and bathroom facilities (mostly for housing and schools). In addition, the Program built or improved health and educational facilities where needed in projects to improve access to these services. In rural areas, facilities were constructed for energy production, processing, storage and other social and productive requirements. Examples include school construction and other supporting infrastructure in Carmen de Bolívar in the Montes de María area and in Huila in cooperation with the Plan Padrino of the Presidency.

The remaining projects were distributed as follows: a) Villavicencio (164 units), b) Chocó (50 units in Istmina, and 166 in Medio Atrato), c) Cauca (two projects in nine municipalities – 419 units), d) Costa Atlántica (two projects, one in Barranquilla and one in San Juan del Cesar, La Guajira – 254 units) e) Magdalena Medio (four projects in Southern Bolívar and Santander including Bucaramanga and Barrancabermeja – 364 units) and f) Tolima/Huila (2 projects in Ibague and Neiva – 259 units). In addition, the Program carried out several housing improvement projects needing a lower level of financing. For sustainability each housing project had to be accompanied by an income generation component along with other social services to ensure long term viability.

These projects required a complex application process involving certification of eligibility of beneficiaries for the subsidy, including assured land tenure and co-financing requirements. There were also strict “urbanization” requirements and the beneficiaries had to be prepared to live together as a group. This involved heavy participation of the local municipality for urbanization elements, with support from the departmental governments due to the magnitude of financial commitments needed. These projects were also carried out in cooperation with the IDP component of the ADAM project, implemented by Associates in Rural Development (ARD) and the Acción Social Infrastructure Committee, which had to approve all such projects.

first was in Popayán with the Caja de Compensación COMFACAUCA as the executing entity (257 units). The second was in Neiva, Huila, (183 units).
4.3.2.4 Institutional Strengthening

Community Based Organizations: This element consisted of financing, technical assistance, training and infrastructure to improve leadership, administrative and financial management, planning, operational and M&E capabilities and sustainability through leveraging community, private and public sector resources. The Program identified organizations requiring support to improve management and leadership skills. Support included facilitation of participation by IDPs in formulation of strategic plans and decision-making.

For producer organizations support included the development of administrative procedures to improve production and marketing activity along with assistance to become legally registered. PADF provided financial support to purchase materials and equipment and technical assistance in administration, accounting, finance, and legal and marketing strategies.

The Program tailored its support to the specific characteristics of each organization, the regions in which they operated and the cultural context. To ensure this was done properly, the Program conducted baseline studies using the Organizational Capacity Index (Índice de Capacidad Organizacional – ICO) which determined the organization’s capacity and the support required.

With a focus on ethnic communities, the Program prioritized Afro-Colombian Consejos Comunitarios, Asociaciones de Consejos and indigenous Cabildos that administered territories and upheld rights of these traditionally vulnerable populations, which often included displaced persons. The Program provided them with infrastructure and technical assistance to improve financial and administrative capabilities. In response to the fact that these organizations were legitimate representatives of their populations, but unfamiliar with local development plans and IDP-related policies, the Program hired consultants to design and update planning and operational tools such as manuals on topics including internal management, ethno-development plans, indigenous life plans\(^\text{16}\) and archive management. The Program also trained leaders of Afro-Colombian and Indigenous organizations to

\(^{16}\) Indigenous Life Plans are distinct from the individual life plans developed by the Program in many other projects focused on personal goals and objectives. In the case of Indigenous communities, these consisted of long term plans for community development, protection of the environment, preservation of cultural heritage, etc.
prepare them to participate in public policy discussions to reestablish differential treatment.

Through a direct implementation project funded by USAID with major financing from the GOC (total project cost of $2.3 million), PADF assisted Acción Social on compliance with Constitutional Court Rulings on assistance to IDPs, which among other elements required IDP participation in public policy implementation. Under this project PADF expanded its institutional strengthening effort through provision of technical support to improve the capacity of the National Board for Strengthening of Displaced Population Organizations, improved institutional capacity of 250 IDP organizations and provided technical assistance to 15 displaced women’s organizations. A series of regional roundtables, workshops and assemblies were held; a national bulletin was published; and a set of recommendations on the implications of the Victim’s law was submitted to Acción Social. A total of 1,827 (64% women) leaders participated in the project from 432 organizations. The Escuela Galán worked with Women’s organizations, developing plans and assisting in their incorporation in PIUs.17

It is worth noting that throughout the program PADF consistently strived to strengthen both executing agencies and other stakeholders, including startup grants to prepare weaker organizations to properly manage USAID funds. This included Governmental units at all levels as explained below. In addition, in the majority of projects the Foundation set up a network of supporting allies under a concept termed red de responsabilidad social to enhance effective implementation and make for sustainability. (See section 5.8 on sustainability under Major Program Accomplishments below.)

**Strengthening of Government – All Levels:** From the beginning of the program PADF worked diligently where necessary to strengthen the response capability of all units of government involved in project planning and execution. The greatest effort was extended to municipalities to facilitate performance against sub-project commitments. This included assistance in planning, technical (agriculture, engineering, social services) administrative and budgetary areas. The same was true in the case of Departments, mainly the technical secretariats – agriculture, health and education - as well as infrastructure in the case of housing and water and sanitation. PADF also worked with Ministries and National Agencies to improve performance in areas relevant to program execution. This included Acción Social; Ministries of Health, Education and Labor; the National Planning Department and ICBF among others. A major contribution by PADF was in the area of coordination between National Entities horizontally, and vertically with Departments and local governments. Examples included brokering understandings and respective roles for specific initiatives between Acción Social, various Ministries, local and departmental

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17 PIU: Plan Integral Único – a planning tool required by Departmental and Local Government to protect the rights of IDP populations. See treatment of PIU development under Major Accomplishments below.
governments and other stakeholders in terms of budgets, timing, and action items. It was critical to have all the major actors on the same page and all with a sense of ownership and responsibility. (See Section 8.1, Lessons Learned, General, under Synergies and Networks of Social Responsibility.)

In the case of Acción Social (now the Department of Social Prosperity – DPS), during the program PADF received a series of grants and contracts for implementation of IDP related projects, normally with USAID funds as counterpart, to improve outreach and deliver assistance to thousands of displaced families, especially for income generation. Over the life of IDP II, PADF executed a total of 9 projects for Acción Social for a total funding of roughly $9.7 million. PADF also received funding from the Ministries of Health and Labor for local level assistance to IDP groups and to improve implementation and coordination. A pilot project was funded in 2011 by the Ministry of Labor and executed in 16 municipalities for design of work plans with local government for implementation of public policy through dialogue promotion among public and private participating actors.

Priority attention was directed to providing assistance to local and departmental governments to develop municipal and departmental PIUs. PADF’s regional offices coordinated activities with organizations representing displaced populations, Organizaciones de Población Desplazada (OPDs), and entities of the SNAIPD to test methodologies and procedures for the design and updating of PIUs. The Program provided technical and logistical support for PIU construction and implementation. (Please see the Section on PIUs under Major Program Accomplishments below.)

The Program also provided logistical support to IDP Committees and Round Tables to facilitate participation of displaced populations in the formulation and implementation of IDP-related public policy. For municipalities and departments that had approved PIUs, the Program provided technical support to improve OPD planning, organization and budget management capacity to better serve the IDP population in accordance with PIUs and development plans. National and regional-level initiatives also supported the GOC’s “To Return is to Live” program for groups of returnees and the implementation of local Prevention Plans.

Total beneficiaries under the Institutional Strengthening component came to 103,588 (103% of the goal of 95,504).
4.3.3 Colombianization

Colombianization was a principal theme promoted by USAID and the Program throughout implementation. It focused primarily on institutional strengthening support for a wide range of community based organizations, producer associations, cabildos, consejos comunitarios, and NGOs as well as GOC entities at all levels. A major priority was to strengthen local and national institutions that worked on implementation of displacement-related policy. Improving the capacity of these organizations and their leaders was fundamental to ensuring sustainability of Program activities. The objective was to leave in place ongoing local capability to maintain program operations in the future without the need for foreign operators.
The concept included the goal of preparing Colombian organizations to substitute for foreign organizations as recipients of assistance awards from USAID and other donors. The degree of success of this effort is illustrated by the fact that in the future USAID will work to a significantly greater extent with Colombian organizations that are now much better prepared to implement program initiatives for direct assistance to victims of the conflict.

4.3.4 Pilot Projects – Prevention and Support to Returnees

The Work Plan for the last 18 months of the Program (October 2010 – March 2012) called for the implementing of three pilot projects in areas newly prioritized by the new Government and USAID on prevention, support to returnees and public-private sector alliances. These areas had been addressed in previous projects, but at the time did not have projects dedicated exclusively to them. Given that the Program was in its last phase, and that there were limited resources and time, the pilots were to test these initiatives and document lessons learned to be used by USAID and the GOC in the future. This section addresses the first two pilots, prevention and return. The public-private alliance pilot, dedicated to creating equal employment opportunity in the business sector, is described in the Section below on Major Program Accomplishments.

4.3.4.1 Prevention

Displacement prevention was a key aspect of a new USAID assistance strategy for IDPs presented to PADF in 2010. In response, PADF developed a pilot project conceived in collaboration with USAID’s Human Rights Program contractor, Management Systems for Development (MSD). The pilot focused on support for productive projects as part of the prevention plan strategy for three municipalities of the Pacific Coast of Cauca where displacement had affected 22% of the population. These municipalities were particularly vulnerable due to extreme levels of poverty, significant presence of illegal armed groups and high levels of recruitment. Thus, a key aspect of the plan was to reduce risk of displacement through poverty alleviation, generation of deeper roots and a strong sense of belonging (socio-economic stabilization) on the part of community members. The pilot consisted of two productive projects covering the three municipalities with the following objectives:

1. Promotion of effective inclusion of six Afro-Colombian Consejos based in the municipalities of Guapi, Timbiquí and Lopez de Micay to participate in municipal and departmental committees dedicated to overseeing implementation, monitoring and evaluation of prevention plans. This included institutional strengthening in the form of leadership training, technical and planning assistance.

18 Prevention was not a new concept to PADF. The Foundation had been applying the basic principles of prevention throughout IDP I and II with resettled IDP groups to enhance stability and sustainability. It was also strongly applied in the TEP program described below under Program Accomplishments.
2. Improved health and living conditions of 250 displaced and vulnerable families from the municipality of López de Micay through projects including, housing improvement, potable water installations and training in healthy living practices.

3. Improved food security for 326 families in López de Micay and Timbiquí by supporting rice cultivation and traditional regional crops and the establishment of nurseries for cocoa (cacao). Rooftop gardens were created and beneficiaries were provided with seeds to plant rice, corn and plantains. 1,250 established for the last 18 months of the Program.

Fish and poultry production were also assisted.

PADF promoted project sustainability through regular meetings with offices of the mayors and the Governor, SENA and the Unidad Municipal de Asistencia Técnica Agropecuaria (UMATA) to encourage continuation of services to project beneficiaries. Important lessons were learned from this experience. (Please see Section 8.)

In the Prevention category, the Program assisted a total of 3,198 beneficiaries, or 256% of the goal of 1,250 set for the last 18 months of the Program.
Traditionally, the ideal solution for displaced families was considered to be to return to places of origin. While many families would like to return, they are sceptical about changes in their communities and the Government’s ability to protect them, as violence in many rural areas has continued. According to surveys conducted by the Commission to Monitor Public Policy on Forced Displacement (created to monitor Constitutional Court measures) only about three percent of IDPs expressed intention to return.

To assist those willing to return and encourage others, Acción Social issued a Protocol for management of the return process in October 2009. The Protocol follows Court-ordered measures to make land and housing available and provide food security, basic facilities for health, psycho-social assistance, education, and stable income-generation opportunities for returnees. The resources and preparation needed, if returns are to be durable, is daunting. If people are able to return within a few months after they leave, they can often recover lost property and livelihoods, thus increasing probability for reestablishment of viable and dignified conditions of life. Often this is not the case. IDP returns cannot be sustained without good security, economic solutions on which returnee livelihoods depend, consolidation of the community and a sense of belonging and putting down roots that are critical under the prevention concept.

This was a direct execution project. A PADF team consisting of indigenous promoters contracted from the community, an agronomist from the
Integrated humanitarian assistance support to internally displaced persons and other vulnerable groups

Foundation’s Regional Office in Quibdó and a contracted social worker implemented the project over an 11 month period in 2011. The first priority for the team was to provide for food security, initially through provisions from WFP and subsequently through community gardens to re-establish the food supply by providing tools and seeds to harvest three hectares of corn, rice and plantains for each family. The social worker provided psycho-social counseling to traumatized family members and facilitated community participation, particularly on the part of women who had not been involved previously. The PADF agronomist trained members of the Wounaan Indigenous Workers Association (ATIWE) in barn construction and poultry management among other productive activities.

In the pilot, PADF worked with Acción Social to restore socio-economic stabilization for 220 recently returned indigenous families within the Wounaan and Embera communities in the municipality of Bajo Baudó in Chocó incorporated within five cabildos. The project was carried out within the framework of the new Protocol to the extent possible, although in this case the groups had already returned, and the challenge was to achieve stability and consolidate the groups under the prevention concept.

The project had good cooperation from the Instituto de Investigaciones Ambientales del Pacífico (IIAP) that supplied a technician to assist with development of Life Plans. The Mayor of Bajo Baudó also cooperated with the project and facilitated the eventual inclusion of life plans from the communities within the Municipal Development Plan. The UN High Commission for Refugees (UNHCR) and the UN Office for the Coordination of Humanitarian Affairs (OCHA) further supported the project.

These measures and assistance increased the likelihood that the returnees will be successful in re-establishing their lives, and that GOC efforts will be sustainable, although it is too early to know for sure. The project only ended in January 2012. (Please see Section 8.2 for lessons learned from this experience.)

In the return category, PADF assisted three different return plans. Total beneficiaries came to 3,163 (136% of the goal of 2,330 established for the last 18 months of the Program).

4.4 Cross-Cutting Focus Areas

4.4.1 Differential Support (Minorities and Disadvantaged Communities)

Differential support in this context refers to specialized program strategies tailored to the unique social and cultural characteristics of specific disadvantaged target populations. Application of the concept is vital for the successful program interventions and to achieve indispensable participation and commitment by beneficiary groups.

4.4.1.1 Afro-Colombian and Indigenous populations

General: Attention to Afro-Colombian and Indigenous groups was stressed in the RFA for IDP II, but the area was already a major priority for PADF from its experience with these communities in IDP I. These populations are disproportionately vulnerable and affected by displacement due to illegal land seizures,

19 Throughout the project period PADF had at least one, and normally two, Afro-Colombian specialists, on its staff dedicated totally to this sector in Bogotá headquarters.
exploitation, and confrontations with and between armed groups and the army in addition to generations of exclusion from opportunities offered by mainstream society and the economy as a whole, including the Government, the business community and civil society.

According to a 2009 study conducted by the Universidad de los Andes, Afro-Colombians have the highest rate of forced displacement, followed by indigenous communities. It is estimated that up to 26% of the population of Colombia is of Afro-Colombian descent with another 3% making up the indigenous community. UNHCR estimates posit that up to a third of the IDP population is Afro-Colombian or Indigenous. These people live in the worst of all worlds, pockets of extreme poverty within a generalized poverty landscape, and have traditionally suffered from inadequate attention by the GOC and other providers of humanitarian and development assistance.

The overall strategy was to prioritize projects to assist these communities in the areas of institutional strengthening of Afro-Colombian consejos and indigenous cabildos; income generation; advocacy and leadership skills; communication and visibility and consciousness raising activities. According to differential precepts, PADF attempted to involve members of the community during every stage of the project—design, implementation, monitoring, and evaluation. This approach ensured projects were culturally appropriate and that indispensable beneficiary consensus and active stakeholder participation was achieved. Implementation of the Territorios Étnicos Productivos (TEP) program, commencing in 2009, carried the differential approach to an even higher plain. (See treatment of the TEP program in the section on Pioneering Initiatives below.)

**Geographic focus:** Projects with Afro-Colombian communities were primarily implemented in Chocó (90% Afro-Colombian), Cauca through the TEP initiative and the Atlantic Coast with its heavy concentrations of this population in Northern Bolívar, Magdalena, Atlántico and La Guajira in addition to national level initiatives with Afro-Colombian representative and advocacy groups. Indigenous projects were concentrated in La Guajira, Chocó, and especially Cauca with the Guambiano people.

**Income generation:** Projects for Afro-Colombian and indigenous communities focused mainly on rural agricultural production, first ensuring food security through an emphasis on diversification, followed by local sale of produce. The Program emphasized traditional agro-systems friendly to
Integrated humanitarian assistance support to internally displaced persons and other vulnerable groups

the environment and sustainable use practices for conservation with sensitivity to cultural, social and legal norms. In urban settings, particularly in Cartagena, PADF focused on small and micro business and job training for the tourist industry and local manufacturing businesses. In late 2007, PADF signed a framework agreement with FOMIPYME dedicated to supporting business development of Afro-Colombian communities with the goal of strengthening capacities, increasing the potential of business initiatives and promoting growth in the regions where concentrations of Afro-descendent populations were residing. Five projects were funded under this agreement in the Atlantic region, Chocó and Cauca – both rural and urban.

**Institutional strengthening:** This element concentrated on strengthening of **consejos** and **cabildos** through improvement of advocacy, planning and administrative and financial management capacity. The Program provided a range of technical assistance and training inputs to both groups, including consultants to improve planning, the purchase of office supplies and accounting software. The Program also assisted with development of indigenous life plans and **Afro-Colombian ethno-development plans consonant with existing public policy on displacement and Ley 70**.

An illustrative example of the Program’s institutional strengthening for Afro-Colombian consejos was the support provided over several years to COCOMACIA (Consejo Comunitario Mayor de la Asociación Campesina Integral de Atrato) which included strengthening of 124 local counsels representing a population of 45,000. Support included training and fortifying base level organizations and establishing capability and supporting relationships for sustainable growth and improved living conditions.

A good example of support for indigenous cabildos was the in-depth assistance provided to Guambiano community in Cauca. Initial assistance included training of leaders in administration and financial management, donation of accounting software and training in proposal preparation. As a result, the population became eligible for participation in USAID’s TEP program. In this case, the project worked on income generation for 250 indigenous families in the Misak pueblo

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20 Ley 70 and its regulation provide the policy and legal framework for Afro-Colombian and Indigenous communities. It is important to be conversant with the law as it pertains to rights and responsibilities for these sectors and to be able to work with the it in pursuit of project objectives.
of the Guambiano people in the municipality of Silvia. The intervention focused on food security, processing and marketing of agricultural and fish production, environmental management and biodiversity, community organization, logistics, and institutional strengthening of the Cabildo and its Plan de Vida.

Visibility and awareness:
At the Consejo and Cabildo level the Program worked on restoration of community values, recuperation of history, and the validation of traditional cultural activities, including art, music and dance. At the national level PADF supported conferences and gatherings of all types for representative entities in an effort to build cohesion and facilitate development of unified strategies. Activities supported included such events as Afro-Colombian Day in Chocó to raise awareness and celebrate the community's culture and the Day of the Student celebration with indigenous youth in La Guajira.

Leadership: In this area the program supported the Martin Luther King (MLK) scholarship program dedicated to development of leadership capacity in youth identified as potential leaders. English language training was supported in cooperation with the US Embassy as well as a variety of other educational and training activities with Afro-Colombian youth within areas of high Afro-population density. The Program also sponsored a MLK Leadership Conference through the Centro Binacional Colombo Americano de Medellín to gather 101 MLK English language fellows from Chocó, Valle del Cauca and Bogotá to discuss experience as fellows, design a volunteer program with past scholarship students and foster networking opportunities.

In the indigenous area, leadership development was primarily facilitated through the development of life plans and institutional strengthening to generate advocacy and negotiation capacity relative to Government programs and private sector interests encroaching on their territories and damaging their environments.

4.4.1.2 Gender
Women make up the majority of heads of households of the displaced community. Effective programming for IDP assistance requires priority attention to women beneficiaries and measures to guarantee equal treatment and respect for their human and legal rights. They also need protection from the domestic abuse often found within IDP and vulnerable group families due to conditions of extreme poverty and resulting depression and anger.

A differential approach to women was employed throughout program elements relating to both income generation and social issues such as reproductive health, infant care, domestic violence, and cultural activities where a targeted strategy was necessary to achieve desired impact. Communications campaigns and cultural and ethnic activities took into account gender factors.
relative to women's rights and fair treatment. Strong engagement by women was also important to the success of many activities, especially those related to participation and involving small and micro-business startups, farm management and producer associations. An especially dynamic process, financed by Acción Social, focused on strengthening groups of women producers in Chocó, facilitating the re-composition of productive and social systems and supporting effective return and relocation processes.

Finally, as noted above, the Institutional Strengthening program emphasized targeted assistance to women's organizations and women leaders. The CAIF program, described below under Major Program Accomplishments, also provided specialized attention to mothers of children in the program, with strong cooperation from ICBF.

4.4.1.3 Youth

In the youth area the program focused on new business development and training for employment, agricultural practices and improved citizenship through “life plans”. Examples include the four CAIFs developed in Florida Blanca, Piedecuesta, Popayán and Barrancabermeja, all of which provided education for children and training of youth for employment and good citizenship. Other examples include the MLK program for Afro-Colombian youth referenced above.

Productive Women's Project in Cartagena

Luz y Vida Women's Artisan Project in Bucaramanga, Santander
the Escuela de Floricultura run by ASOCOLFLORES for employment in the flower industry, the Fundación Batuta project offering youth development through music, the work of Fundación Indufrial with job training for youth in Cartagena, the Liga de Canotaje project in Chocó for youth strengthening, the Granitos de Paz project in Cartagena for training young people for the tourist industry, and the Fundación Surtigas project (also in Cartagena) for youth employment. In general, job training and micro-business activities tended to focus on youth as the younger elements of IDP groups by and large wanted to remain in urban centers. Youth activities also responded to the need for armoring of young people against ongoing recruitment by illegal groups offering financial incentives and escape from boredom and depressed living conditions.

### 4.4.1.4 Disabled

The Program provided assistance for persons with intellectual and developmental disabilities over the program period. The two standout projects were with the NGO Best Buddies and the Center for Integral Rehabilitation in Colombia (CIREC). With Best Buddies, PADF created opportunities for youth with intellectual and developmental disabilities in Bogotá through vocational training and job placement of 90 youth in companies and supported members of an inter-institutional network of special education foundations, companies, and disabled heads of households.

With CIREC, the Program increased assistance to disabled victims of the armed conflict in regions where the capacity to deliver services to this
population was lacking. Program assistance included institutional strengthening support to improve CIREC's strategic planning and strengthen its operational capacity to comply with defined standards of timeliness, productivity and quality. In this context, thanks to PADF's support, CIREC became certified in ISO 9000. The project also produced rehabilitation and prosthetic devices for over 500 beneficiaries.

4.4.2 Environmental Approach

As mentioned earlier, PADF was a pioneer in Colombia for successful and aggressive application of USAID's environmental regulations, including comprehensive training of implementing organizations. Early in the Program, the Foundation developed the SIGA system (Sistema de Información y Gestion Ambiental), subsequently adopted by USAID for application by operators in Colombia and the Andean region. PADF's guiding principle for environmental management was to comply meticulously with regulations and secure solid commitments by executing and recipient organizations.

Throughout the project period, the Foundation consistently earned high praise from the Mission's environmental team for excellence in compliance, mitigation, and follow-up.

Illustrative examples of PADF's application of best environment practices include:

- A project with the Guambiano community in Cauca to increase income of 250 families through strengthening of productive chains for trout, corn and grain production. The project also included hydropower for a corn-processing mill and a water treatment plant.

- The Program assisted beneficiaries from a women's producer group of organic herbs (Taná) to become certified in organic production to promote sales in Colombia, Europe and the United States.

- In Isla de Rosario off the Atlantic coast, the Program installed solar panels to generate household electricity and waterless toilet facilities in IDP and vulnerable communities.
The Program also assisted beneficiaries to create and market hand-made purses, wallets and belts made from recycled beer cans and snack packaging. An ecotourism guide service was created as a result of the project.

- The Program supported a mining project in Chocó that applied eco-friendly manual extraction techniques to mine gold certified by Oro Verde (a certification system of environmentally and socially responsible practices for extraction). Natural materials were used to separate the metals rather than chemicals, thereby preventing water contamination. The project led to an increase in awareness of the benefits of alternative mining practices and an improved quality of life for the minors.

In its efforts to mitigate negative impacts on natural resources and participants, PADF conducted an initial environmental review on each sub-project prior to startup. If the intervention had no impact, a “Categorical Exclusion” was issued through the SIGA system. When an impact was likely to occur, a detailed assessment was carried out to evaluate a range of factors (i.e. air, soil, water, fauna, plants, and human health). Based on the assessment, an Environmental Management Plan and corresponding budget was developed and implemented. The Program received approval from SIGA on 467 environmental submissions: 363 Environmental Review Forms and Environmental Management Plans; 102 categorical exclusions and 2 pesticide use reviews.

5. MAJOR PROGRAM ACCOMPLISHMENTS

This section documents program achievements the Foundation believes are worthy of note. These were pioneering efforts and important lessons were learned. PADF developed and implemented methodologies during implementation that made a lasting impact on beneficiary lives, unique contributions that improved the efficiency and impact of USAID and GOC assistance. Driven by a single vision to improve the quality of life for the target group, PADF and its partners achieved enduring results while equipping local partners with tools and know-how to continue the work of the program.

At the outset, PADF and USAID set forth several guiding principles. First, interventions had to be sustainable. Second, activities needed to have an impact on people’s lives and behavior. Third, methodologies had to be replicable, that is, documented and systematized so that partner organizations could adopt and utilize these approaches beyond the life of the program. Following are examples of program accomplishments that embody these principles.
5.1 Ethnic Productive Territories Initiative - TEP

In July 2008, PADF was assigned $1.5 million by the Mission, based on a Congressional earmark but drawn from its existing IDP II budget, to implement USAID's innovative TEP initiative in rural areas of Cauca. The activity arose from the mutual interest of the Colombian and American Governments to provide priority support to Afro-Colombian and indigenous communities and ameliorate the conditions of extreme poverty suffered by these groups. Other operators included IOM and Associates in Rural Development (ARD), which focused on different geographic areas.

The amount disbursed by PADF for TEP projects by the end of the program was $1.5 million, including $135,000 in operating costs for the program, which covered installation of satellite offices in Guapi and Santander de Quilichao and staff for those offices and the regional office for Cauca in Popayán. Another $2.1 million in counterpart funding was raised from a combination of public and private sources and participating communities.

PADF implemented eight projects in three zones of the Department of Cauca with Afro-Colombian and Indigenous groups targeted by the program. The interventions were dedicated to institutional strengthening of recipient ethnic organizations, food security and income generation. A special focus included support to agricultural producer associations focusing on value added crops such as plantain, pineapple, sugar cane, rice, potato, amaranth, quinoa, wheat, corn, and trout.

The strategy was conceived as a set of unique productive initiatives to be implemented in a culturally sensitive fashion to support development of Afro-Colombian and Indigenous communities. It was viewed as an experimental learning initiative and had the following objectives:

- Improved income and employment levels in target communities by means of rapid start-up and implementation activities with immediate impact.
- Strengthened institutional capabilities and the organization of communities around productive initiatives.
- Development and strengthening of ethnic development and life plans to improve quality of life.

For implementation of the TEP initiative, PADF faced a major challenge in a short period of time with minimal resources. In summary, eight projects were carried out in three designated zones of the Department including three in Northern Cauca managed out of Santander de Quilichao, four on the Pacific Coast through the Guapi office, and an indigenous project with the
Integrated humanitarian assistance support to internally displaced persons and other vulnerable groups

Guambiano community in the central region out of Popayán. Selection and implementation of activities was based on the following principles:

- Facilitation of a high level of citizen participation and community approval through achieving consensus on ethno-development plans and individual initiatives
- Development of production capabilities and income generation based on traditional agro-systems
- Linkages to food commodity programs and promotion of family and community gardens to guarantee food security
- Organizational strengthening
- Contributions to development of local and sub-regional economies while ensuring community participation
- Respect for cultural and ethnic traditions and values
- Promotion of practices that ensure sustainable use of natural resources
- High levels of coordination and support in relation to national and regional government initiatives. (All activities had to be coordinated and validated by local, departmental and national government officials and committees in a complex TEP management and oversight chain)
- Promotion of a culture of lawfulness
- Development based on existing initiatives with the potential to expand

**PADF’s TEP projects resulted in:**

- 8,050 Afro-Colombian and indigenous beneficiaries (40% above target)
- 19 organizations strengthened
- 947 jobs created
- 372 hectares planted
- 56,961 person-days of employment generated
- 245 business enterprises created and strengthened
- Participants trained
- Consensus agreements achieved

- All initiatives were to be sustainable, replicable, and expandable

According to a massive participatory evaluation held on the TEP program in Cali in December 2009, 21 PADF received high marks from beneficiaries in relation to acceptance by recipient communities, community strengthening, families benefited, and employment generated. This external reading represented solid performance given that the program had only been running for 15 months and that the Foundation had engaged in a somewhat slower, more systematic startup than other operators in terms of compliance with requirements for consensus and commitment building activities with participating organizations. PADF also received praise from Mission staff and the national committees for its close adherence to program philosophy, operating principles and guidelines and the time-consuming effort it made to achieve adequate *concertación* 22 with beneficiary groups and supporting entities.

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21 The evaluation, included representatives of all Afro-Colombian and Indigenous groups addressed by the program (including those from other operators) as well as representatives of all participating public and private stakeholders. The exercise called upon all beneficiaries to rate the effectiveness of program interventions and performance of implementing operators. It was a highly organized open process where opinions were freely expressed. Much criticism was leveled at the program for failure to adequately take into account the views and priorities of the communities assisted. PADF, however, was rated relatively higher than most other operators for its attention to this consultative and participatory mandate.

22 *Concertación*: There is no direct translation of this concept, but in this case it means to achieve a state of harmony and understanding relative to the importance of the commitment necessary to assure that the selected solution will endure and to take the actions required to support that conclusion – a type of “pact”, written or felt, among dialoguing entities.
Important lessons were learned from the TEP experience. (SEE Section 8.4)

5.2 The CAIF Model – Reconstructing Social Fabric

The Centro de Atención Integral para la Familia (CAIF) model was developed by PADF in alliance with local and national entities, especially the Instituto Colombiano de Bienestar Familiar (ICBF). The purpose of CAIFs is to provide poor and displaced families with a multipurpose center equipped to provide basic services in health, education, workforce training, nutrition, and family counseling. With a focus on children, youth, women and parents, each CAIF is located in the community it serves, offering services tailored to community needs and with strong community support. Local volunteers and professionals operate the Centers under the auspices of the ICBF.

The first CAIF was created by PADF with USAID funding in 2003 in Soacha. It was one of the more successful projects in IDP I and was designed to respond to the urgent needs of the Afro-Colombian population of Altos de Cazucá in Soacha as represented by the Afro-Colombian Association of Displaced Persons (AFRODES). The IDP II program built on this success, further improved the model, and proceeded to establish four additional CAIFs that are currently operating in Popayán, Bucaramanga (Floridablanca and Piedecuesta), and Barrancabermeja.

The first CAIF under IDP II was inaugurated in Floridablanca in 2007. Its success led to the construction of the other three CAIFs mentioned, as support and funding from the private- and public-sector grew. In Popayán $650,000 in counterpart funding was raised from the private sector, tripling USAID’s investment. In Barrancabermeja, the mayor donated the land on which the CAIF was constructed and the Caja de Compensación provided $300,000 for operations, quadrupling USAID’s investment. More importantly, these CAIFs have helped rebuild social cohesion in communities that have been torn apart by the conflict. Moreover, their success has raised awareness of IDP needs and unified communities, local public institutions and public and private enterprise, such as Ecopetrol, around important social issues.

23 ECOPETROL: Colombian Petroleum Company, an autonomous Government corporation that has supported several PADF projects.
Today all five CAIFs are continuing to operate in a sustainable manner. Based on participatory evaluations conducted by PADF staff, these centers have had an extraordinarily positive impact on IDP family lives, especially children, youth and women, while proving to be sustainable and replicable. ICBF is officially committed to the model and consistently provides an ongoing subsidy for operations.

The exceptional success and sustainability of the CAIF model is based to a large degree on two factors. First, it is always grounded on a thorough participatory diagnostic of local requirements with heavy community involvement throughout design and development. In each case, the community feels a strong sense of ownership and fully supports the operation. Every effort is made to assure the highest quality of education and services for participating families. For IDPs the CAIF is a godsend as it responds to family needs across the board – all members, including parents (especially women), young people and children. It is accessible and constantly utilized by families in the area. Families contribute volunteer services and financial support to the extent possible. The second factor is the financial and administrative support provided by ICBF, which has adopted the model as an official program of the Colombian Government.

Table 3 shows the CAIFs currently operating in Colombia that have been constructed with USAID funding under the IDP II program. Not shown is the CAIF developed under IDP I in Soacha, Cundinamarca, adjacent to Bogotá.
Integrated humanitarian assistance support to internally displaced persons and other vulnerable groups

5.3 Equal Employment Opportunity: Changing Practices and Attitudes in the Workplace

PADF led an innovative diversity project with the Colombian-American Chamber of Commerce (AmCham) and PricewaterhouseCoopers to promote non-discriminatory practices in the workplace. The purpose was to encourage Colombian companies to promote non-discriminatory practices, foster job diversity and stimulate the inclusion of traditionally marginalized groups in the job market. The project includes strategies to encourage adoption of equal opportunity policies within participating companies.

During the first phase of the project, 23 Colombian companies signed an Equal Opportunity Pact and agreed to implement non-discriminatory equal opportunity practices in their workplaces. Six more are in the process of becoming members in the program. Events and meetings to inform companies of the project were held in which 40 additional companies expressed interest. During the second phase of the effort, PADF consultants carried out a five-step process that began with raising awareness of participating companies, followed by visits with management to define baselines and targets and develop joint plans to implement new practices, and ended with a series of monitoring and evaluation visits to ensure that the companies had adopted the policies agreed upon. The third phase entailed recognizing

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Table 2

CAIFs Developed under IDP II
companies in public events that had improved practices and increased employment for marginalized groups.

Results showed that in many of the participating companies the number of workers from historically marginalized groups (i.e. Afro-Colombian, Indigenous, and women) had increased. Program methodologies were well-documented and can be easily adopted by other chambers of commerce throughout Colombia. Workshops were held to promote the initiative in Colombia’s four principal cities (Bogotá, Barranquilla, Medellín and Cali), and more than 200 people were trained in equal opportunity principles. AmCham will continue the initiative. Over time the results will multiply and improve lives by providing better employment opportunities. In a recent meeting with representatives from the U.S. State Department, they expressed interest in replicating this model in other Latin American countries, especially Brazil.

One constraint faced by the program was that despite willingness of companies to hire minority and disadvantaged workers, the supply of potential employees with the required education and skill sets was often severely limited. Future programs, particularly ACIP, should respond to this factor in cooperation with the AmCham and other Chambers of Commerce through targeted educational and training programs to enlarge the pool of eligible candidates seeking employment.

5.4 Support for PIU Development and Application

The Unique Integral Plan (Plan Integral Único - PIU) is the most important document at the local level to assist in prevention of forced displacement and protect the rights of IDPs. It is a planning tool used by all levels of government to ensure that public policies that protect the human, civic, political, social, economic and cultural rights of IDPs are properly implemented. Municipal and departmental IDP committees and working groups are responsible for formulating PIUs and coordinating inter-institutional activities among the 27 members of what used to be the National System of Integrated Attention to Displaced People (SNAIPD), now converted and known as the National System for Integrated Attention and Reparation for Victims (SNARIV). The Constitutional Court and the National Government have directly called upon local governments to take a more active role in meeting IDPs needs, compliance with the law, and formulation and implementation of PIUs.
Despite a clear and comprehensive legal framework that began with Law 387 in 1997 and a series of reprimands by the Constitutional Court (the latest being Writ 383 issued in 2010), most municipalities have yet to draft their Plans, both because of lack of capacity and lack of will. Minimal budgetary resources at the local level was another constraint. By 2010, PIUs had been created only in about 25 percent of municipalities with significant IDP presence. Moreover, some that had been completed were inoperable, because they had not been incorporated in municipal or departmental development plans. The potential benefits of this planning tool are further stymied by the small number of PIUs operating, the financial and organisational weaknesses of municipal and departmental authorities and the absence of monitoring mechanisms.

Under the IDP II program, PADF worked closely with local IDP committees, working groups, and government officials to develop a methodology and software to formulate PIUs in a rapid and uniform manner. The PIU defines programs, projects, actions and corresponding budgets to protect IDP rights, prevent violations and forced displacements and provide humanitarian assistance in the event of emergencies.

The software and methodology developed by PADF had three modules. The first, called characterization, provides a profile of the municipality or department with respect to displacement and identifies characteristics of IDPs in the area, including the origin of displacement, the problems faced and IDP needs. Based on the characterization, the second module sets forth short, medium and long-term objectives and strategies, including projects and actions to attend to IDP needs and prevent future displacements. The third module provides monitoring and evaluation methodology. PADF assisted in the formulation of PIUs for municipalities in Huila, Cauca, Chocó, Tolima, Santander, Magdalena, Meta and Bogotá that were approved by local authorities. The software and methodologies can be shared with local administrations so that municipalities throughout Colombia can comply with legal requirements and properly address needs and restore rights of IDPs.

The total number of PIUs completed with Program assistance came to 15 against a target of 13 set for the last 18 months of the program.

5.5 Communications

The impact of the IDP Program from the beginning has been extended and enhanced by a robust communications strategy, which included three principal aspects: 1) communication for development; 2) visibility and information dissemination; and 3) knowledge management. It was immensely productive, both for program
implementation and resource mobilization from the Government and other sources. The activity described below was accomplished by a Communications unit established at Program commencement consisting of a Director and one to two skilled assistants.

**Communication for development** was PADF’s strategy to teach beneficiaries, community organizations and executing entities communication skills, media outreach techniques and the use of tools of the trade. This served to advance goals, empower beneficiaries and foster project ownership through appropriation of information by communities leading to increased commitment and motivation. For every project the program included a communications component with an identified person or committee responsible for it. Examples include PADF training of youth groups in La Guajira (Wayuu Ethnic Education Center) and CAIF children, youth and mothers from the marginalized neighborhood Comuna 3, in Barrancabermeja, on the use of audiovisuals, photography, and press releases to promote social objectives. The Program team also provided trainings in website design and content such as support to develop the National IDP Organization Roundtable site: [www.mesavictimasidp.org](http://www.mesavictimasidp.org)
Visibility and Information Dissemination initiatives were consistently supported throughout the Program, always in compliance with USAID branding and marking requirements. The Program produced over 100 informational newsletters to promote projects and alliances and highlight the impact of USAID funding in support of IDP and vulnerable populations. The newsletters were distributed electronically to hundreds of public and private sector partners and stakeholders.

PADF also highlighted projects and promoted partnerships through its web site [www.fupad.org]. The Program’s media outreach activity produced continuing coverage of IDP projects in many national and local newspapers, TV news programs and radio shows. PADF also showcased USAID’s assistance through over 300 public events including fairs, opening, closing and other ceremonies. To celebrate individuals who had made an outstanding impact in the region, PADF created a marquee event called Heroes of the Hemisphere. The Program supported beneficiaries to attend the event in 2009 and 2010 with prominent American company representatives to share how USAID had impacted their lives.

Examples of PADF Newsletter and Bulletin

Knowledge management activities were carried out to document successful methodologies, such as a manual of microenterprise practices and an outstanding book on support of an Afro-Colombian return project Tejiendo el Camino del Retorno,
relating, with extraordinary photography, the process in the municipalities of Carmen de Darién in Northern Chocó and Murindó across the border in Antioquia. PADF also developed guidelines for major projects to require documentation of lessons learned and methodologies applied.

The following partial list of publications is illustrative of the productive capacity and activity of the Communications Unit in cooperation with executing entities.

- Fundamentals in Family Health – book produced with ASCOFAME
- Primer on Family Gardens and Small Livestock
- Tales of Dreams, Letters, and Numbers – a teaching tool for literacy training
- Primer on business development and strengthening of productive units
- Improvement of production and marketing of plantains in Bojayá
- Primer on employment and income generation for youth with learning disabilities
- Primer on ethnic strengthening and human development
- Primer on strengthening of microenterprise for IDP populations in Bogotá
- Manuals on swine and poultry production
- Primers on accounting, gastronomy, marketing and sales, tourism, organizational management
- Primer on family and business strengthening
- Primer on housing improvement and income generation for municipalities in Chocó

Not included in the above are an endless stream of informative newsletters, bulletins and informative pieces issued by the Communications office to keep all stakeholders up to date on Program activities, events and accomplishments.

5.6 Alliances – Public and Private

From the beginning the Program successfully formed alliances with private firms, the public sector and local NGOs with the intent of combining effort and resources to enhance development impact. Innovative partnerships drove results throughout and increased prospects for sustainability. The strategy entailed: 1) maintaining an active dialogue with the GOC at all levels in order to prioritize investment in IDP II projects, 2) emphasizing mutual benefits from collaboration between business and Government, 3) leveraging Corporate Social Responsibility (CSR)
resources from private enterprise to deliver goods and services using Public Private Partnerships (PPPs) as the framework, and 4) allowing private-sector actors to play an equal role in all stages of the partnership – from planning and implementation to final evaluations.

As a result PADF succeeded in mobilizing significant public and private resources in support of socio-economic initiatives for vulnerable groups, more than doubling USAID’s investment in the IDP II program. By the end of the program PADF had raised $96.018 million in counterpart funds for the IDP II program, $54.480 million from public sources and $39.103 million from private entities, the total representing 124 percent of USAID funds invested.

5.6.1 Partnering with the Private Sector

PADF’s private sector partners for the Program included private companies, business associations, Family Compensation Funds (Cajas de Compensación), Chambers of Commerce, corporate foundations and some universities. In many cases contributions were in cash and in kind in others in the form of goods or technical inputs. Some examples of effective private sector collaboration include the following:

- Major assistance from Chevron for the Wayuu community in La Guajira for education, health, institutional strengthening, income generation and solar energy in cooperation with the Department and municipalities of Riohacha and Manaure.

- The innovative equal opportunity employment program with AmCham.

- Support from Citibank for bilingual training for youth in Cartagena for employment in the tourist industry in association with the Hotel and Tourism Association of Colombia (COTELCO).

- ECOPETROL’s support for development of productive projects in Antioquia and Santander. (ECOPETROL is a public company, but acts as a private entity.)

- Support from COLTABACO for socio-economic reestablishment of 400 families in the Montes de María Region.

- The National Industrial Association (ANDI) for innovative job training and placement programs in Cauca.
The National Flower Exporters Association (ASOCOLFLORES) for its effective IDP training program for placement in the state of the art flower industry.

Private sector entities have also served as executing entities including FUNDESMAG (the ECOPETROL Foundation), Fundación Surtigas, FUNDAUNIBAN (the foundation of the banana company, UNIBAN), Postobón S.A., Impact International, Actuar por Bolívar (supported by the business community of Cartagena) various chambers of commerce, and a number of corporate foundations. In addition other companies have cooperated as buyers of products generated by the program including the super-market chains Carrefour and Carulla Vivero, Frito Lay, and Texmoda.

In addition to Colombian private contributors, between 2009 and 2011, PADF’s in-kind donation program raised over $1.7 million for NGOs and hospital beneficiaries of the IDP II program, providing vocational tools, medical and dental supplies and equipment (including hospital beds), and office supplies and equipment (including computers).

5.6.2 Partnering with the Government of Colombia

The vast majority of PADF projects under IDP II involved Government collaboration at National, Departmental or local levels, frequently with at least two of these. This was the nature of the program. To be effective, local government cooperation, and often from the Department, was critical for all projects assisting beneficiaries at the community level, especially in rural areas. This section, however, will focus on National Government partnerships worthy of mention due to their high level of importance to the program in terms magnitude and impact.

PADF’s principal partner for IDP II implementation was Acción Social, now the Department of Social Prosperity (DPS). First, the Foundation coordinated plans and implementation across the board with Acción Social through the vehicle of the national coordination mechanism and sector committees set up this purpose between USAID, the Government and program operators. Acción Social was responsible for oversight of the overall program, including alternative development and other initiatives focused on disadvantaged populations throughout the country. Second, in the field PADF consistently coordinated with the local Acción Social office to assure collaboration at that level. Third, the Foundation signed a number of specific agreements with Acción Social through which Government funding was provided through grants and contracts as counterpart to the USAID project as well as other cases where the entity wanted to address specific priority initiatives of its own, but that were consonant with program objectives. Specific examples follow:

- Agreement for technical support to implement an income and business development program through strengthening productive, social and administrative capacity of poor and vulnerable families by providing training and technical assistance for small businesses in 17 municipalities. Funding by Acción Social was the equivalent of approximately US $3.5 million.\(^{26}\) USAID counterpart was $571,000.

- Contract to strengthen economic units through improving productive assets of vulnerable groups that had the capacity to develop income generation projects in articulation with local economies. Funding by Acción Social: approximately $1.4 million.

- Agreement to implement socio-economic stabilization activities with IDP populations

\(^{26}\) Approximately due to fluctuating exchange rates. For the report, PADF is using the rate of US$1.00 = COP 1,750. Figures are rounded.
in 22 Departments. This incorporated a variety of collaborating entities including municipalities and departments, other Government entities (SENA, FONADE\(^27\), ICBF and IPES), and various NGOs and private sector organizations, including the AmCham, Aid to Artisans, ASCOFAME, Profamilia, Mercy Corps, several universities, Citibank, Gas Natural Bogotá and Fundación Surtigas in addition to 15 local operators. Funding by Acción Social: Approximately $1.7 million. USAID counterpart: about $6.8 million.

- Agreement for implementation of income generation projects contributing to self-sustainability of IDP populations in selected municipalities of Sucre, Northern Bolívar, Santander, Antioquia, La Guajira, Tolima, and Meta. Acción Social funding: $1.4 million. USAID counterpart: $1.6 million.

- Agreement to support reestablishment of fundamental rights of displaced children and adolescents through accompaniment, monitoring and evaluation of 15 pilot projects to comply with the Constitutional Court’s Auto 251 for differential protection of these groups. PADF provided technical assistance to Acción Social for this in addition to a variety of other entities of the SNAIPD. Acción Social funding: Approximately $487,000.

- Agreement to improve conditions of life for 600 women located in 21 departments affected by displacement. The project was designed to counter negative effects of the conflict and provide productive opportunities to “dignify” the lives of IDP women and their families. Acción Social funding: Approximately $946,000.

- Agreement to develop income generation strategies contributing to sustainability of vulnerable populations through business creation and strengthening, improvement of productive units, employment generation and assistance to 100 Indigenous families of the Awa community. Acción Social funding: Approximately: $3.5 million.

As can be seen from the above examples, not a complete list, the GOC played a huge collaborative role in the program. Acción Social alone provided over $15.8 million against $9.7 million in counterpart USAID funding for these projects reflecting the high confidence of the Agency in PADF’s ability to effectively implement programs on time, within budget and in accord with the organization’s policy, precepts and objectives. Other National Government units that partnered with the program include the Ministries of Education (literacy training), Labor (income and employment generation), Culture (citizen radio coverage to promote democratic principles and strengthen local governance) Environment (housing through the Vice Ministry), and Social Protection (access to the National Health system). ICBF was also a major collaborator (CAIFs and humanitarian assistance) as was FOMIPYME (financing for Afro-Colombian business initiatives).

In all of these cases there was cooperation with departmental and local government and a host of organizations from the NGO and private sectors and the community.

### 5.7 Coordination

The coordination challenge for the program was daunting. At the top it included monthly meetings with the Acción Social, USAID and other operators on the IDP program, which PADF frequently hosted. Within this structure there were periodic sector specific meetings on infrastructure and other program components. At the working level, there were daily meetings with hundreds of partners and stakeholders including involved GOC entities within the SNAIPD structure, executing organizations,
municipalities, departmental governments, private sector companies and associations, and, most importantly, the communities and beneficiaries themselves for 240 projects. This also required frequent travel of headquarters staff in addition to strong support from PADF’s regional offices. Finally, there was an unending series of meetings with USAID staff for program management, supported by a formal planning and reporting structure and constant requests for ad hoc reporting on specific issues and actions.

PADF excelled at this challenge and received high marks from both the Government and USAID for the quality of its preparation and participation. This was vital for success of the program. Especially in the field, face to face communication was essential to maintain compliance and commitment for program interventions. At the community level, particularly with base level organizations, including consejos and cabildos, producer organizations, and a variety of associations dedicated to specific areas such as women and youth, this was critical for performance. PADF was also constantly facilitating dialogue between participating actors among whom cooperation was key for execution. This was likewise important for the establishment of the network of social responsibility (red de responsabilidad social) for specific ongoing activities to promote sustainability through establishment of lasting commitments and a sense of ownership on the part of supporting entities. Strong community commitment and buy-in for support of the four CAIFs is a good illustration. Another example was effective implementation of the TEP program, under which prior consultation and constant accompaniment was vital to performance.

5.8 Sustainability

Sustainability was a high priority in all Program activities. All critical stakeholders were engaged; capacity was built through technical assistance and training; vested interests were fostered; and dependency-creating approaches were avoided. In income generation components involving business development and rural production activities special attention was paid to development of sound business and farm plans, effective market linkages and incorporation within viable value chains where possible.

The majority of projects included an institutional strengthening component for partners and sub-grantees that covered management, administration, finance, communications and advocacy. Partnering with the GOC to complement its initiatives and achieve long-term commitment for support for the target community was actively pursued. Joint activities were undertaken with the private sector and other stakeholders nationally and locally to leverage resources and continuing support, increasing impact, enhancing USAID investment and encouraging lasting support for IDP and vulnerable populations.

5.8.1 Networks of Social Responsibility (Redes de Responsabilidad Social)

Networks of social responsibility was a concept developed by PADF early in the Program, and the Foundation attempted to create them for all projects providing direct assistance to the target group. This involved establishing an ongoing linkage of commitment between beneficiary groups and supporting stakeholders, including the executing entity, local and departmental government, Ministries and national agencies in the area, organizations from civil society including technical and advocacy groups, and the private sector – local enterprise, universities and business associations. To construct these networks required an extraordinary effort in concertación.
The linkage required was not only between the benefiting community and stakeholders, but also among them. The players needed to be in sync with each other and avoid working at cross purposes. This results in the development of social capital, which in Colombia is vital also for “protection” of the community and the establishment of roots essential for the endurance and strength to overcome ever present obstacles.

To achieve these networks, PADF utilized the tools and talent at its disposal. It required extraordinary time and effort in endless meetings, but the payoff was clearly worth it in cases where these networks were achieved. The communications program, described above, was also instrumental in creating the necessary understanding and commitment on all sides. The best illustration of the concept is probably the case of the four CAIFs created under the Program, which have ongoing support from the communities and public and private stakeholders in the area. Another example is the success of PADF’s share of the TEP program. This was also critical to success of Program interventions with rural returned and relocated communities, including the recent return pilot in Chocó, where a strong supporting linkage was created between participating cabildos and the Municipality of Bajo Baudó. This is especially critical for assistance activities with minority groups, including women, where there is a special obligation to overcome abuse and discrimination.

5.8.2 Participation and Ownership

This is the most important element to guarantee sustainability at the community level. Again, it requires a major concertación effort. The group must “own” the project. This means the entire group, not just the leaders. In the case of “consulta previa”\(^{28}\) for example, with Afro-Colombian and Indigenous communities, the *concertación* must be with the entire group. With *consejos* this means community wide meetings to achieve the needed consensus in response to real needs. With cabildos it depends on the culture of the group; authority structures must be understood and respected, and sufficient time allowed for the development of long term goals and plans. In other cases, particularly with returnees, as has been recently documented, the effort must be made with individual families to facilitate unique family-specific decision making processes, which can be painful and time-consuming. This is where PADF’s commitment to the consistent application of psycho-social support was vital to success.

As with the networks of social responsibility, this likewise required a major staff effort to devote the time and energy required. This is where the regional offices excelled. They reached out to the projects on a consistent basis. They also honored commitments and delivered as promised or explained reasons for delays, creating credibility in the process. PADF also hired promoters from the community, people who understood the culture, could speak the language and interpret what was going on in terms the group could accept and internalize. This was the case with TEP and a variety of activities contracted with *Acción Social*. In the process the Foundation established a strong record with the Government and other players for its ability to deliver solid results. PADF is welcomed throughout the Program area as a legitimate partner in development.

5.8.3 Enterprise Viability

Through experience PADF learned what works in business creation and strengthening in Colombia and applied the lessons throughout the program. To mention the obvious, but often overlooked

\(^{28}\) *Consulta Previa*, or prior consultation, is required by law in Colombia when planning investment projects with Afro-Colombian and Indigenous communities. Rigorous regulations govern its application.
Integrated humanitarian assistance support to internally displaced persons and other vulnerable groups in similar programs, the major factor is the market. Interventions have to be demand-driven and based on analysis of market opportunities. Also critical is preparation in the form of sound business plans and capacity development through technical assistance and training. Financing is likewise critical, in the form of either credit or seed capital. Finally, program accompaniment is vital to address constraints that appear in the process of implementation. The executing entity must be experienced and qualified. A good example was the effective work that ANDI accomplished for PADF in Popayán and northern Cauca in job training, placement and business formation. Types of enterprises supported included preparation of goods for consumption, restaurants and fast food establishments in addition to beauty shops, small manufacturing, garment production, recycling, and artisan handicrafts.

In rural settings, these points are also valid, although the incorporation of the agricultural production activity in viable value chains should be added where possible such as sugar (caña panlera), pineapple, fish production and ecotourism. These projects included technology and agricultural inputs, productive infrastructure and marketing assistance. In micro settings, ongoing production of food for family consumption was most important, but carried out in such a way that produce could be made available for local markets. Most important, production profiles were tailored to local tastes and preferences in the target areas. The concept of teaching people to do what they already know how to do, but to do it better, was applied to good effect. Organizational strengthening of producer groups was also important and included planning, administration, accounting, and commercialization elements.

Finally, in both rural and urban settings, artisan handicraft production was found to be a viable enterprise option for IDP and vulnerable communities alike. Good examples were projects with the NGOs Luz y Vida in Santander and Aid to Artisans (a US NGO) in Chocó. In the case of Luz y Vida, the project strengthened the marketing capability of the local organization through introduction of catalogue and website sales along with participation in artisan fairs (exhibited three times in the National Fair Expoartesanías) and the opening of a sale point in a shopping center in Bucaramanga.
6. MONITORING AND EVALUATION

6.1 The System

PADF’s monitoring and evaluation (M&E) system was essential for effective Program management to track progress, quantify impact and identify needed mid-course adjustments. Throughout the project period the Foundation maintained a staff office dedicated exclusively to this function. The instruments and activities at its disposal consisted of:

- Two database systems, one for monitoring implementation and follow-up entitled SIPAD (Sistema de Información del Programa de Atención a Desplazados) and the other for environmental management, described above – the SIGA system. In both cases regional offices and executing entities were trained and given the software so that real time information could be entered directly in the field, thus improving accuracy and transparency. Objectives were registered in the system along with progress of each activity developed, disbursements and legalized counterpart contributions of contributing stakeholders. SIPAD was the principal tool to capture information from all projects in a centralized form in order to carry out follow-up activity with each in cooperation with regional offices and beneficiary groups. SIPAD was the main source of data for reports to USAID and the Government.

- Active monitoring of implementation by regional offices close to activity areas through regular site visits. For each project a technical committee was established with responsibility to review progress, identify and solve problems and make needed adjustments. In cases where required, staff from the area, and sometimes from beneficiary groups, was hired and trained in field promotion to assist with implementation and monitoring of project activity. This was augmented by visits from headquarters technical, financial and auditing staff on a scheduled basis.

- Participatory Evaluations: This model, originally developed by PADF during IDP I, consisted of a structured format designed to draw maximum participation from sub-project beneficiaries and collaborating entities in a facilitated scheme including working groups with assigned tasks and large group sessions for presentation and feedback. The methodology elicits and captures candid information from beneficiaries and other participants alike in a relaxed, but carefully designed process that brings forth considerable candor. The Program carried out an evaluation within the first three months of each sub-project to orient beneficiaries and others on the undertaking, analyze expectations against reality and make...
adjustments where necessary. In projects lasting more than one year, additional evaluations were carried out to gather feedback and make adjustments. Another evaluation was held at the close of the project to measure compliance with objectives and capture key accomplishment data that may or may not have been reported through other means.

This process facilitated sustainability, serving as a platform to identify and plan follow-up activities that could be implemented without further donor support.

The PADF M&E program was designed to establish channels of communication and accompaniment appropriate for each executing entity and groups assisted to construct linkages of confidence for effective supervision through project committees and field visits. The inclusion of beneficiaries and implementing entities in project evaluations, and the permanent sharing of results, were important factors in the identification of lessons learned to replicate successful experience and correct shortcomings.

One of the more significant accomplishments in the implementation of SIPAD was the creation of a database for each project where a user could find identification information and the location of each beneficiary along with services received. Beneficiary registration was carried out in three stages for each project. The first produced a preliminary list of beneficiaries that was compared to existing databases of PADF and Acción Social to determine if these persons had been subjects of previous interventions. This was to avoid repetition of benefits to the same beneficiary. In the second stage, a survey was done to produce a characterization of the identified beneficiaries and their families, which was likewise incorporated in the database. The third stage consisted of final registration and monthly updating of each of the services received by the beneficiaries.

IDP II databases were shared with Acción Social, which allowed updating of information and location of beneficiaries in databases of Government entities including the Displaced Populations Information System (Sistema de Información de la Población Desplazada – SIPOD) maintained by Acción Social and the Red Juntos (GOC strategy for addressing conditions of extreme poverty for displaced and vulnerable populations supported by 17 different Government organizations that make up the network.) In parallel, in implementation of agreements with Acción Social, PADF developed other characterization instruments and follow-up mechanisms. Modifications were made to SIPAD to comply with Acción Social requirements so that the Government’s systems could be fed directly from the PADF system.

6.2 Challenges

The following are areas that presented special challenges to PADF’s M&E program which were addressed as explained below. For the future, the Foundation will be better equipped to present a more complete and detailed picture reflecting impact at the beneficiary level as well as for participating institutions.

- **Socio-economic stabilization**: This relates to the need to define “graduation” from IDP status and effective reintegration in Colombian society. This is critical for USAID and the GOC. It would be ideal if a clear definition could be established demonstrating when a beneficiary family had achieved a certain income level with basic needs adequately addressed in terms of food security, shelter, and social services. Lacking that, however, in 2011 PADF, USAID and the Government agreed upon new indicators based on an acceptable level of services received by each beneficiary or beneficiary family including income generation, access to social services (health and education), housing and psycho-
social assistance. These indicators are now fed from two sources, first from the PADF database and second from the Government's system. As of this writing PADF data for beneficiary status as of the end of 2011 is being crossed checked and filtered by the Government.

More analytical work remains to be done in this area and remains a challenge for USAID and the GOC. The task is daunting due to the wide dispersion of the beneficiary community and the complexity of determining when conditions have actually been met on a sustainable basis for different family sizes in different regions with different economic profiles and different ethnic groups and cultures. An acceptable income level on the coast of Chocó, for example, would not be adequate for a dignified life in a barrio of Bogotá or Medellín.

- **Institutional Strengthening:** Throughout the program PADF and other operators reported institutional strengthening in terms of beneficiaries that had been assisted as a result of organizations strengthened. This does not demonstrate the actual strengthened state of the institution. For this reason, in cooperation with USAID, in 2011 PADF contracted with a qualified analyst to develop a methodology for evaluating the capacity of target institutions. This was an exceedingly complex undertaking in that a variety of organizations have to be evaluated including OPDs, JACs, Consejos, Cabildos, NGOs and producer or community organizations. The methodology developed, now delivered to PADF, is designed to measure the strengths and weaknesses of an organization and obtain the information necessary to formulate a strategy for its strengthening. This can then be used to establish a baseline and measure improvement progress. An original set of 168 questions has been reduced to 85 in the following areas: Leadership and capacity to achieve results, planning, M&E, administration and human resources, financial management, services provision and sustainability including infrastructure, financial solvency and external relations. PADF had access to the methodology too late in the implementation period to actually apply it to the existing portfolio of projects. It could be an important tool, however, for use in future interventions.

- **Income Generation:** During the project PADF gathered and reported licit jobs created or strengthened including students that had graduated from vocational training programs and successfully secured employment and rural farm workers. A total of 38,496 jobs were created over the project period in this category. It is believed, however, that the real impact was considerably higher taking into account the spread effect of employment created in both urban and rural areas.


7. MANAGEMENT AND ADMINISTRATION

7.1 Organization and Staff

During the project period PADF maintained a Bogotá headquarters staff consisting of general management, technical and supporting divisions. On the technical side the IDP division included management and staff dedicated to planning, supervision and global coordination with subject area specialists in relevant fields including income generation, social services, rural development, institutional development, assistance to Afro-Colombian and Indigenous communities and environmental considerations in addition to
an M&E section. Supporting services included sections for contracting and grant making, administration (including computer systems, security, procurement and logistics), human resources, finance (including auditing) and communications (public and media relations and fundraising).

The real action, however, was in the field. The program was implemented through six regional offices in the cities of Bucaramanga for Santander and the Magdalena Medio region, Cartagena for the Atlantic Coast, Ibagué for Tolima and Huila, Popayán for Cauca, Quibdó for Chocó, and Bogotá which included the city plus Villavicencio and Meta. There were also up to nine satellite offices affiliated with regional offices for area specific requirements. These came and went in accordance with evolving program needs. The TEP program, for example, included satellite offices in Santander de Quilichao and Guapi.

Each regional office had a team dedicated to program management and coordination, strategy development, project negotiation and design and supervision including monitoring and follow-up with all interventions. These teams maintained close contact with executing entities, beneficiary groups and public and private stakeholders. This is what made the difference in achieving the degree of participation and commitment needed from program stakeholders, especially departmental and local governments.

The overall operation was self contained, needing minimal support from PADF Headquarters in Washington. In-country staff was all Colombian with the exception of expatriates for country direction, finance and contracting during most

Figure 3
Map showing location of PADF’s regional and satellite offices
of the period. This was in keeping with PADF’s philosophy, which was to seek Colombian solutions for Colombian problems and to further the USAID cause of Colombianization to the extent possible. This also kept costs within reason.\footnote{It is worth noting that during most of the period PADF was simultaneously managing other projects in Colombia, including a major sub-contract under ADAM, the Buffer Zone project and separate activities financed by the State Department’s Program for Refugees and Migration (PRM) and the Ministry of Foreign Affairs (FRONTERAS and Sur-Sur projects). This allowed for cost reduction through sharing of supporting services and cross fertilization between programs.}

7.2 Procurement Modalities

Effective grant making and contracting is obviously vital to successful management of a program of this nature. Over the period, PADFs practices, especially in relation to grants and cooperative agreements, evolved on the basis of experience.

When the program first started in July 2005, in observation of USAID’s procurement rules and regulations, PADF’s principal modality was the issuance of APS documents calling for proposals against sets of requirements for specific territories. All proposing organizations also had to satisfy USAID criteria for eligibility in terms of organizational status and managerial and financial capability. Pre-award surveys were carried out prior to all grants and cooperative agreements. This resulted in a tortuous process for getting activities underway and frustrating delays in program initiation during the early years.

A high percentage of potential grantees with good technical potential and which could operate effectively in the often isolated and complex zones of the project, such as Chocó (for which the first APS of the project was issued), could not qualify under eligibility criteria. To address this problem, PADF would issue small start-up grants designed to install the capability required. It also required some grantees, like COCOMACIA in Chocó, to accept PADF placed personnel, who could provide the managerial and financial capability needed. In other cases, PADF had to turn to direct execution and contractors to get the work done, especially for studies and surveys.

At length, failing a better alternative, and needing to move the program forward in a more expeditious fashion, PADF turned to the alternative of non-competitive procurement on the basis of predominant or sole capability in particular zones. These cases were carefully documented and approved by USAID where necessary.

8. LESSONS LEARNED AND RECOMMENDATIONS

Lessons learned throughout the 11 years of the projects IDP I and II are so numerous and detailed that it is not practical to repeat them all here. What follows is a summary of those PADF believes are most relevant for strategy formulation, program and project design in the future. One general recommendation the Foundation would make at this time is that in cooperation with the GOC, USAID/Colombia should conduct a thorough review of all lessons learned from IDP program operators in order to produce a final set of principles and guidelines for implementation of the Victims Program and other related projects for direct assistance to disadvantaged groups.

8.1 General

- Participation: PADF believes the single most important principle to be observed in strategy formulation, program design and implementation is participation. This should be applied across the board with beneficiaries, executing entities, program operators, and stakeholders, including the host government at all levels.
Many of the flaws in past programming could have been avoided through adequate prior consultation with operators. IDP II commenced under an RFA and a USAID coverage mandate that totally excluded the huge concentrations of IDPs in the Atlantic Zone. This was corrected after a year as a product of PADF analysis that argued that the project should “go where the target group is”.  

In general, PADF has found that effective implementation of assistance activity with all types of groups depends on the concept of ownership and buy-in by participants. This is a must for achievement of the commitment and motivation necessary for successful performance. The same is true of involved stakeholders, local government, for example, and other supporting entities in the field. They need to believe in what they are doing and they need to be in sync with each other and the community. Beneficiaries need to believe that commitment of their benefactors is genuine, essential for trust and credibility. This is also critical for receipt of feedback necessary for corrective action in the face of inevitable obstacles that emerge in the course of execution.

- **Integration and complete solutions:** The nature of a displaced person means they have lost it all, and therefore they need it all. Partial and piecemeal solutions normally don’t work for them. IDP and vulnerable groups need the full package for socio-economic stabilization – income, food, shelter, social services (health and education), and psychosocial assistance. They also need protection, which means security in addition to viable long term stabilization, the establishment of firm roots in the community and a sense of group cohesion. When this is missing, the group will flounder, because it will be distracted and unable to concentrate on required performance until its most serious human needs are addressed.

- **Strong Institutions and Competent Personnel:** At the risk of saying the obvious, effective assistance depends on the quality and commitment of the provider. In IDP I, PADF, initially under pressure to show quick results, made the mistake of granting to some weak executing entities. This required backing and filling to correct problems, including early termination and changing organizations in serious cases. Assisting organizations can be trained and institutions can be strengthened, but the quality and commitment of the people must be there. It is also vital to retain people with the necessary know-how, experience and motivation.

- **Network of Social Responsibility:** This goes to the heart of the sustainability mandate. Beneficiary groups, to survive and prosper, should have a network of organizational actors committed to their support and wellbeing. This obviously includes local government, departmental government, JACs, involved NGOs of the area, local businesses and business associations and often others like universities in the area. This should be negotiated by the operator for all direct assistance projects. It also requires that advocacy capacity be installed in the beneficiary group. Where this can be documented by agreement so much the better, but the motivation for compliance must be in place.

- **Colombianization:** This is vital for the long term and also for economic reasons. Sooner or later, operators must move on. In addition to training, experience and institutional strengthening, Colombian entities and communities must be
empowered. This is where participation comes in; they must have voice, visibility and the capacity to make things happen (capacidad de gestión). Identification and promotion of leadership and managerial capacity is critical. This means delegation of authorities, but in way that generates accountability. Accompaniment and follow-up activity need to be in partnership mode.

- **Synergies:** Too often over the past decade, individual programs, projects and operators have worked in isolation with each other, or worse, competed with each other for recognition and assistance dollars, notwithstanding complex coordination mechanisms established at the highest level. Somehow a sense of teamwork needs to be established by USAID and other donors so that programs really will work with each other to solve common problems, share knowledge and lessons, and help each other address difficult challenges. This requires leadership, attention and facilitation on the part of USAID and its contractors and grantees. Implementers should be evaluated and held accountable in this area. The same is true at the local level with Local Government and other stakeholders, who for political or other vested interest reasons are often not eager to share information or perform in such a way as to allow others to excel. Again, this means leadership and a lot of negotiating and harmony building (concertación).

- **Differential Treatment:** IDP II is dedicated to populations with a variety of unique cultures which set them apart from the norm in Colombia. Assistance strategies must be carried out in a culturally compatible fashion with the history, mores, practices and beliefs of the community, including music and dance and food preferences, for example, and traditional environmental practices. Otherwise, the group will not respond as required, or worse, will sabotage the effort. This obviously applies to Afro-Colombian and Indigenous communities, but also to IDP and vulnerable groups in different regions and with different backgrounds.

- **Respect:** Beneficiaries are not children. They must be treated as adults and with same respect accorded to the general population. The key is to listen and observe and learn what the real story is, what the real needs are, and what the community is actually prepared to do. What are the motivating factors?

- **Be close to the action:** Operators should have a presence as close to the communities they are assisting as possible, and where possible be physically with them. This is important to develop trust and honest, open relationships, which allow for discovery of the truth of what is really happening and the ability to address obstacles in the road. Sometimes, particularly where security is a problem, a solution can be to hire people from the community and train them to go back and be facilitators and promoters. They will have the advantage of already having a strong network of relationships and, being of the culture, they are in the strongest position to promote socially and culturally compatible change.

- **The Time Factor:** This program has been dedicated to promoting a change in mindsets in more productive and practical directions to achieve self-sufficiency. In many cases the trick is to get people to work together in organizations that have been used to operating independently for generations. In business development, both urban and rural, it takes years to develop and internalize new sets of behavior – how to behave in the work place, for example. In other cases, several crop cycles have to pass before a viable and durable production and marketing scheme can be put in place. Sub-projects must be given the time required for successful incorporation of new methodologies and systems. One
mistake that the GOC consistently makes is to allow six months or a year for an important assistance objective to be accomplished. USAID, its operators, and the GOC should get together and determine logical time frames for given types of interventions.

- **Deliver as promised:** IDP and vulnerable communities tend to be initially cynical, because they are accustomed to hearing promises that are not fulfilled or where the benefits come too late. This puts up barriers to understanding and performance because credibility is missing. The lesson is, don’t promise what you can’t deliver, and make sure when deadlines are established that they are honored. If seeds are needed before the rains come, they had better be there on time. If the project delivers as promised it will establish the trust needed for good performance.

- **Local Development Plans and Budgets:** Assistance programming should be in accord with local development plans, municipal and departmental as well as other territorial entities to maximize results and accelerate development. All too often, especially in the case of local governments, plans and budgets are inadequate or not in place within the time frames allowed. This requires sound design, planning and negotiation in advance in accordance with the annual cycles. The same is true at departmental and national levels and with other stakeholders. When this is missing it can lead to conflicts in priorities and missing inputs essential for project execution.

### 8.2 Rural – Return, Relocation and Protection

- **Security and Prevention:** Security must be in place or stabilization will be impossible. This can be provided by public forces for a period, but in the longer term it will have to be established through the creation of social capital in the region and group cohesion and a sense of belonging and being “rooted” within the group. This also depends on alleviation of extreme poverty and the creation of a sense of wellbeing. This should lead to a commitment by the group to defend its territory and to protect its members. This can also include standing up to threats from guerilla or criminal bands and knowing how to contact assistance in an emergency.

- **Food Security:** From experience, food security is vital from day one. Hungry people, especially with small children, cannot concentrate on performance and compliance. Where possible local gardens should be established with families or in collective form, depending on the culture. Crops produced must be consistent with local diets and customs. Initially, food for work can be distributed directly to alleviate hunger and improve nutrition.

- **Land Tenure:** It is vital to assure permanent tenure to productive land in order to secure the necessary commitment from beneficiaries for investment and proper development. Farmers must have ownership or at a minimum be in a process that will guarantee ownership within a specified period of time. This is vital to secure financing from the Banco Agrario and other sources. It also complements security provisions. Communities will strive to protect their land.

- **Sound Technical Package for Production:** It is essential to have a sound technical package for improved production of crops suitable for conditions. In general projects should work with farmers to show them how to do what they already know how to do but with better results. The introduction of new crops will often not work because farmers will reject them or will
not devote the attention required. Production should be demand driven, however. The market must be in place.

- **Farmer Associations:** Where possible producer associations or núcleos should be strengthened or formed for efficiencies of scale. This also facilitates technical assistance and training. It likewise fosters commitment to group protection. For effective stabilization, associations should be provided with support for development of functions associated with marketing, supply management, accounting and general management to become viable enterprises in their own right.

- **Value Chains:** For growth, increasing prosperity and sustainability, crops should be incorporated in existing value chains or new ones should be created. This will improve quality and provide greater financial returns.

- **Credit:** Agricultural credit is normally essential, except for operations on a very small scale. This often requires a serious training element to instill responsible habits relative to repayment and dealings with the bank. The most available source is the Banco Agrario, with funds from the National Agricultural Fund (FINAGRO), but it takes time and a serious planning and analysis effort to establish eligibility. In the case of IDP communities, substantial discounts and forgiveness of a portion of the credits can be achieved through satisfying eligibility criteria. At all cost a culture of timely repayment must be reinforced.

### 8.3 Urban – micro-enterprise and job training and placement

- **Business creation methodology:** The quality and experience of the operator is critical. ANDI is the best example. Small business development absolutely depends on the local market, which should be thoroughly analyzed to identify opportunities. Potential participants should also be analyzed for the skills and temperament essential for entrepreneurial activity. Many do not have what it takes, and putting these people in an enterprise setting is doomed to failure.

- **Job training and placement:** Here again, the quality of the operator is paramount. Job training should always be based on market analysis for talent needed in the local setting. It should also be carried out with the cooperation of the local business community, which can provide an accurate reading on what is required. To the extent possible programs should be tailored so that a portion or all of the technical training is carried out by the hiring company. Assistance can also be structured to increase capacity of the company to hire additional people in turnaround situations or where external inputs are needed for growth.

- **Micro-credit:** Micro credit was not allowed in IDP II in favor of seed capital. Nevertheless, from experience in both projects PADF believes it is worth pursuing because it can be an effective and low cost employment producer. Seed capital tends to create a mindset of entitlement and a culture of nonpayment. The Victims law calls for the establishment of rediscount (credit) lines for victim recovery of productive capability through both FINANGRO and BANCOLDEX. There are also a variety of competent private lenders, including NGOs that can be tapped for this.

- **Collaboration of Business Community:** The business community must be persuaded to take its responsibility more seriously to contribute to the severe unemployment problem of disadvantaged groups assisted by the program. A good example of this is the Equal Employment Opportunity program developed by PADF with
the AmCham. A major constraint found within that program is that even where businesses have agreed to hire people from the designated group, candidates must have the requisite skills and ability to behave appropriately in a business setting. Thus, the recommendation is that a major effort should be made in job training to equip candidates with both the technical skills and ability to fit in within professional settings and perform in a responsible fashion. Programs should be planned together with potential hiring companies.

8.4 Afro-Colombian and Indigenous Communities

This includes lessons from the TEP program in addition to those associated with the subject communities in other locations. These are lengthy and will not be repeated here in their entirety. Also, many of the lessons from working with IDP and vulnerable groups also apply to these communities and will not be repeated.

- **Consultation and collective construction of plans and interventions**: In the case of the Afro-Colombian Consejos Comunitarios this means *concertación* with the people, all the people, not just the *junta de gobierno* and leaders. In the case of the Indigenous community, it means extensive dialogue with Cabildo leaders and with participants of their choosing, allowing sufficient time, for decisions to be debated, vetted, and internalized, while respecting existing authority structures. This is vital to develop the sense of ownership necessary for “buy in,” essential for success.

- **Accompaniment and follow-up**: Hands-on management is essential along with timely visits and accompaniment over the life of the activity. This is critical on technical grounds and for problem solving, but also at a political level. The donor must be seen as being involved and personally invested in order to secure the necessary trust and confidence of the community.

- **Draw from the community**: Afro-Colombian and Indigenous communities all have their own unique social and cultural constructs. People from the community know the community. Programs should hire the ones that have communications skills and connections and train them to deliver and accompany the technology.

- **Provide immediate benefits and establish confidence**: It is vital for recipient groups to see an immediate benefit to collaboration. They are accustomed to unfulfilled promises and long delays and are skeptical. They often have an entitlement mindset. Thus, there should be an immediate payoff, even if small.

- **Be close to the people**: This is important for IDP groups in general, but even more so for minority communities. For credibility, access, follow-up and accompaniment, and thorough understanding, it will be important to have an ongoing presence close to the target group.

- **Protect, respect and defend traditional territories, values, cultures and practices**: Build on these principles. Success comes from collective construction, consensus and buy in. It also comes from a sense of security over territories and traditional ways of life.

- **Governance**: or lack thereof, is a serious constraint and should be addressed in all projects through leadership and managerial strengthening. In most cases there are no registers of property, families, soil and other key data. Governance in a vacuum of information is difficult. There is a need to develop basic
information systems that recipient entities can effectively manage.

- **Juntas de Gobierno** need training on basic administration. In many cases there is little experience or capability. Training must be appropriate to the need and level. The best training is to learn by doing. Recipients are tired of courses not producing concrete results. It is the *Consejo* that is the authority structure in the community.

- It is important to make sure *Consejo* plans are synchronized with Municipal plans. In most cases there is little relation, which can lead to problems during implementation.

### 8.5 Monitoring and Evaluation

- **Definition of socio-economic stabilization**: This remains a challenge for USAID and the GOC. The task is daunting. PADF recommends that operators be tasked to produce their own definitions based on experience with these groups. The fact is that different groups in different cultures and different areas require different criteria. The operators are in a good position, from experience running their own M&E programs, to come up with practical solutions. Otherwise, this could turn out to be hopelessly complicated.

- **Definition of the results of Institutional Strengthening**: As explained in the M&E section, in 2011 PADF contracted for the development of methodology and a standard tool for evaluating the capacity of target institutions. The methodology developed is designed to measure the strengths and weaknesses of an organization and obtain the information necessary to formulate a strategy for its strengthening. This can then be used to establish a base line and measure improvement progress. It has already been simplified from earlier drafts. PADF recommends that it be reviewed by USAID and the GOC for further simplification. Its application would be valuable to determine degrees of strengthening as well as the success of Colombianization efforts. It also fits with USAID Forward guidelines for channeling resources to an increasing degree through host country mechanisms.

### 8.6 Acquisition

As explained above, PADF was eventually reduced to selection, properly documented, of many grantees through a non-competitive process based on predominant or sole capacity for given project areas and types. The Foundation is aware that a procurement reform effort is in progress. It is recommended that new, more rapid, and simpler procedures can be developed so that less time and energy can be devoted to expeditious program management as opposed to compliance with rigorous procedures that cause counter-productive delays in execution and increased cost.

### 9. CONCLUSION

This concludes the Final Report for IDP II. Readers are urged to review the attached annexes, which document performance against indicators approved by USAID and provide detailed information on Program implementation by Region. These also include “highlighted project” descriptions or illustrative success stories in each case.

Given its experience in Colombia over more than the past decade, PADF is in a position to provide effective assistance to USAID with future challenges associated with the Victims Program and other activities in support of disadvantaged populations and stands ready to help if asked.
For the Foundation, it would be an honor to be able to continue to contribute in this area. The Foundation also hopes to be able to continue to assist the Colombian Government with this program and is striving to make that possible on the basis of existing agreements and new ones to be signed in the future.

Finally, it only remains to express the Foundation’s appreciation once again for the privilege of working as a partner with the Mission on its IDP program over such a long period of time. It has been an honor and an amazing learning experience. PADF feels that it has made a positive difference in thousands of lives and takes great satisfaction in that reality.

*Photo: PADF Colombia*
The tables below show performance against achievement indicators approved by USAID for the Program.

Indicator results that exceeded or fell below their targets by more than 10% are marked with an asterisk (*). These have end notes of explanation following the tables in this document.

In Table I the numbers in the Life of Project (LOP) Goals column were incorporated within the most recent PADF Work Plan for the period October 1, 2010, through March 2012. However, they pertain to the entire project period of July 2005 through March 31, 2012.

### TABLE I

**LIFE OF PROJECT (LOP) INDICATORS**

<table>
<thead>
<tr>
<th>INDICATORS</th>
<th>LOP GOALS</th>
<th>MARCH 31, 2012</th>
<th>% OF ACHIEVEMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. IDPs benefited</td>
<td>326,964</td>
<td>335,661</td>
<td>103%</td>
</tr>
<tr>
<td>2. Vulnerable persons benefited</td>
<td>244,921</td>
<td>251,630</td>
<td>103%</td>
</tr>
<tr>
<td><strong>3. Total persons benefited</strong></td>
<td><strong>571,885</strong></td>
<td><strong>587,285</strong></td>
<td><strong>103%</strong></td>
</tr>
<tr>
<td>4. Total families benefited</td>
<td>114,377</td>
<td>117,457</td>
<td>103%</td>
</tr>
<tr>
<td>5. IDPs receiving emergency assistance</td>
<td>17,047</td>
<td>21,496</td>
<td>126% *</td>
</tr>
<tr>
<td>6. Total Afro Colombian benefited</td>
<td>111,582</td>
<td>121,458</td>
<td>109%</td>
</tr>
<tr>
<td>7. Total Indigenous benefited</td>
<td>32,020</td>
<td>40,057</td>
<td>125% *</td>
</tr>
<tr>
<td>8. Licit jobs created / strengthened for IDPs and vulnerable persons</td>
<td>38,053</td>
<td>38,496</td>
<td>101%</td>
</tr>
<tr>
<td>9. Graduated students of vocational training programs</td>
<td>27,233</td>
<td>27,413</td>
<td>101%</td>
</tr>
<tr>
<td>11. Persons with access to health programs</td>
<td>319,717</td>
<td>341,467</td>
<td>107%</td>
</tr>
<tr>
<td>12. Persons with access to education programs</td>
<td>112,178</td>
<td>114,153</td>
<td>102%</td>
</tr>
<tr>
<td>13. Persons benefited with food security</td>
<td>87,870</td>
<td>99,195</td>
<td>113% *</td>
</tr>
<tr>
<td>14. Families with progressive housing</td>
<td>1,647</td>
<td>2,931</td>
<td>181% *</td>
</tr>
<tr>
<td>15. Families with access to land</td>
<td>1,647</td>
<td>1,647</td>
<td>100%</td>
</tr>
<tr>
<td>16. Persons benefited with basic sanitation</td>
<td>1,880</td>
<td>1,980</td>
<td>105%</td>
</tr>
<tr>
<td>17. Private sector Funds leveraged USDs</td>
<td>29,523,313</td>
<td>39,103,635</td>
<td>132% *</td>
</tr>
<tr>
<td>18. Public sector Funds leveraged USDs</td>
<td>53,087,303</td>
<td>54,480,149</td>
<td>103%</td>
</tr>
<tr>
<td>19. Beneficiaries of institutional strengthening</td>
<td>95,504</td>
<td>103,588</td>
<td>108%</td>
</tr>
</tbody>
</table>
• IDP percentage of total beneficiary population: 57%
• Vulnerable percentage of total beneficiary population: 43%
• Women percentage of total beneficiary population: 55%
• Afro-Colombian percentage of total beneficiary population: 21% (Goal 20%)
• Indigenous percentage of total beneficiary population: 6% (Goal 5%)

Table II below shows performance indicators established for the last 18 months of the program – October 1, 2010, through March 2012. These indicators reflect new targets established for the period based on evolving USAID priorities. These activities are described in the main report and in Annex B, IDP II in the Regions.

**TABLE II**

**INDICATORS FOR LAST 18 MONTHS OF THE PROGRAM**

October 1, 2010 thru March 31, 2012

<table>
<thead>
<tr>
<th>NO.</th>
<th>INDICATORS</th>
<th>TARGET</th>
<th>RESULTS MAR 31, 2012</th>
<th>% ACHIEVEMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Number of persons benefited due to Prevention Plans</td>
<td>1,250</td>
<td>3,198</td>
<td>256% *</td>
</tr>
<tr>
<td>2</td>
<td>Number of families benefited due to Prevention Plans</td>
<td>250</td>
<td>655</td>
<td>262% *</td>
</tr>
<tr>
<td>3</td>
<td>Number of persons assisted in the stabilization phase of return processes</td>
<td>2,330</td>
<td>3,163</td>
<td>136% *</td>
</tr>
<tr>
<td>4</td>
<td>Number of families assisted in the stabilization phase of return processes</td>
<td>466</td>
<td>633</td>
<td>136% *</td>
</tr>
<tr>
<td>5</td>
<td>Number of return plans supported</td>
<td>3</td>
<td>4</td>
<td>133% *</td>
</tr>
<tr>
<td>6</td>
<td>Number of persons assisted in the stabilization phase of relocation processes</td>
<td>22,500</td>
<td>56,345</td>
<td>250% *</td>
</tr>
<tr>
<td>7</td>
<td>Number of families assisted in the stabilization phase of relocation processes</td>
<td>4,500</td>
<td>11,269</td>
<td>250% *</td>
</tr>
<tr>
<td>8</td>
<td>Number of relocation plans supported</td>
<td>1</td>
<td>1</td>
<td>100%</td>
</tr>
<tr>
<td>9</td>
<td>Number of local IDP Committees strengthened</td>
<td>20</td>
<td>31</td>
<td>155% *</td>
</tr>
<tr>
<td>10</td>
<td>Number of NGOs and Community Based Organizations strengthened</td>
<td>69</td>
<td>204</td>
<td>296% *</td>
</tr>
<tr>
<td>11</td>
<td>Number of committees to coordinate between regional and national levels</td>
<td>5</td>
<td>N/A</td>
<td>N/A *</td>
</tr>
<tr>
<td>12</td>
<td>Number of governmental institutions strengthened</td>
<td>24</td>
<td>20</td>
<td>83% *</td>
</tr>
<tr>
<td>13</td>
<td>Number of PIUs in formulation</td>
<td>16</td>
<td>32</td>
<td>200% *</td>
</tr>
<tr>
<td>14</td>
<td>Number of PIUs formulated</td>
<td>13</td>
<td>15</td>
<td>115% *</td>
</tr>
<tr>
<td>15</td>
<td>Number of PIUs made official through an administrative act</td>
<td>1</td>
<td>2</td>
<td>200% *</td>
</tr>
</tbody>
</table>
Table III below shows target achievement indicators broken down by region. They pertain to the entire project period of July 2005 through March 31, 2012. These activities are described in Annex B.

### TABLE III
**INDICATORS BY REGION**

<table>
<thead>
<tr>
<th>Bogotá–Villavicencio</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Over the Life of the Project (LOP), the Bogotá–Villavicencio Regional office implemented a total of 24 projects benefiting 12,592 people in thirteen municipalities in the Capital District of Bogotá and the Department of Meta. The displaced population makes up 69% of this total, while 2% of the beneficiaries are Afro-Colombian; 2% are indigenous and 65% are women.</strong></td>
<td></td>
</tr>
</tbody>
</table>

| Number of PIU projects supported for the implementation of the PIUs made official through administrative acts | 5 | 5 | 100% * |
| Number of persons benefited with complementary services provided by WFP | 5,690 | 7,057 | 124% * |
| Number of families benefited with complementary services provided by WFP | 1,308 | 1,641 | 125% * |
| Number of projects implemented with WFP complementary services | 10 | 7 | 70% * |
| Number of persons who have received integral package of services | 37,700 | 20,990 | 56% * |
| Number of families who have received integral package of services | 7,540 | 4,198 | 56% * |
| Number of persons with access to food aid | 6,246 | 7,330 | 117% * |
| Number of families with access to food aid | 1,249 | 1,466 | 117% * |
| Number of food aid projects | 5 | 13 | 260% * |

**REGIONAL RESULTS**

<table>
<thead>
<tr>
<th><strong>BOGOTÁ – VILLAVICENCIO REGIONAL OFFICE</strong></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Total assisted beneficiaries</td>
<td>12,592</td>
</tr>
<tr>
<td>Total displaced beneficiaries</td>
<td>8,693</td>
</tr>
<tr>
<td>Total vulnerable beneficiaries</td>
<td>3,899</td>
</tr>
<tr>
<td>Total of women beneficiaries</td>
<td>8,144</td>
</tr>
<tr>
<td>Total of indigenous beneficiaries</td>
<td>189</td>
</tr>
<tr>
<td>Total licit jobs (created/strengthened)</td>
<td>4,024</td>
</tr>
<tr>
<td>Total persons benefited with income generation</td>
<td>6,755</td>
</tr>
<tr>
<td>Beneficiaries with Job training</td>
<td>5,051</td>
</tr>
<tr>
<td>Beneficiaries with housing</td>
<td>566</td>
</tr>
<tr>
<td>Beneficiaries with access to health</td>
<td>6,878</td>
</tr>
<tr>
<td>Beneficiaries with education services</td>
<td>2,035</td>
</tr>
<tr>
<td>Beneficiaries with food security</td>
<td>5,110</td>
</tr>
<tr>
<td>Beneficiaries with institutional strengthening</td>
<td>14,950</td>
</tr>
</tbody>
</table>
Cauca

Over the LOP, the Cauca Regional office implemented a total of 30 projects benefiting 54,033 people in twenty municipalities in the Department of Cauca. The displaced population makes up 38% of this total, while 37% of the beneficiaries are Afro-Colombian, 17% are indigenous, and 53% are women.

<table>
<thead>
<tr>
<th>REGIONAL RESULTS</th>
<th>Cauc Regional Office</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total assisted beneficiaries</td>
<td>54,033</td>
</tr>
<tr>
<td>Total displaced beneficiaries</td>
<td>20,567</td>
</tr>
<tr>
<td>Total vulnerable beneficiaries</td>
<td>33,466</td>
</tr>
<tr>
<td>Total of women beneficiaries</td>
<td>28,538</td>
</tr>
<tr>
<td>Total of Afro-Colombian beneficiaries</td>
<td>20,186</td>
</tr>
<tr>
<td>Total of indigenous beneficiaries</td>
<td>9,353</td>
</tr>
<tr>
<td>Total licit jobs (created/strengthened)</td>
<td>5,247</td>
</tr>
<tr>
<td>Total persons benefited with income generation</td>
<td>13,806</td>
</tr>
<tr>
<td>Beneficiaries with Job training</td>
<td>5,040</td>
</tr>
<tr>
<td>Beneficiaries with housing</td>
<td>5,735</td>
</tr>
<tr>
<td>Beneficiaries with access to health</td>
<td>7,140</td>
</tr>
<tr>
<td>Beneficiaries with education services</td>
<td>6,115</td>
</tr>
<tr>
<td>Beneficiaries with food security</td>
<td>41,755</td>
</tr>
<tr>
<td>Beneficiaries with institutional strengthening</td>
<td>6,897</td>
</tr>
</tbody>
</table>

Chocó

Over LOP, the Chocó regional office implemented a total of 36 projects benefiting 54,633 people in fifteen municipalities in Antioquia and Chocó departments. The displaced population makes up 44% of this total, while 81% of the beneficiaries are Afro-Colombian and 53% are women.
Atlantic Coast

Over LOP, the Atlantic Coast regional office implemented a total of 31 projects benefiting 65,031 people in twenty four municipalities in Atlántico, Bolívar, Cesar, La Guajira, Magdalena, and Sucre departments. The displaced population makes up 53% of this total, while 15% of the beneficiaries are Afro-Colombian, 14% are indigenous, and 54% are women.

Santander and Magdalena Medio

Over the LOP, the Santander and Magdalena Medio regional office carried out 21 projects benefiting 30,031 people in 23 municipalities in Antioquia, Bolívar, Cesar and Santander departments. The displaced population makes up 60% of this total, while 1% of the beneficiaries are Afro-Colombian and 58% are women.
Integrated humanitarian assistance support to internally displaced persons and other vulnerable groups

**Tolima - Huila**

Over the LOP, the Tolima – Huila regional office carried out 23 projects benefiting 58,636 people in 35 municipalities in the departments of Tolima and Huila. The displaced population makes up 66% of this total, while 1% of the beneficiaries are Afro-Colombian; 20% are indigenous and 53% are women.

### National Projects

Over the LOP of the project, the Program supported 40 projects with national coverage. A total of 121,974 persons were benefited by these projects. The displaced population makes up 57% of this total, while 21% of the beneficiaries are Afro-Colombian; 1% are indigenous and 56% are women.

#### Tolima - Huila Regional Office

<table>
<thead>
<tr>
<th>Category</th>
<th>Beneficiaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total assisted beneficiaries</td>
<td>58,986</td>
</tr>
<tr>
<td>Total displaced beneficiaries</td>
<td>38,587</td>
</tr>
<tr>
<td>Total vulnerable beneficiaries</td>
<td>20,049</td>
</tr>
<tr>
<td>Total of women beneficiaries</td>
<td>31,253</td>
</tr>
<tr>
<td>Total of Afro-Colombian beneficiaries</td>
<td>494</td>
</tr>
<tr>
<td>Total of indigenous beneficiaries</td>
<td>11,716</td>
</tr>
<tr>
<td>Total licit jobs (created/strengthened)</td>
<td>6,699</td>
</tr>
<tr>
<td>Total persons benefited with income generation</td>
<td>23,107</td>
</tr>
<tr>
<td>Beneficiaries with Job training</td>
<td>6,070</td>
</tr>
<tr>
<td>Beneficiaries with housing</td>
<td>1,899</td>
</tr>
<tr>
<td>Beneficiaries with access to health</td>
<td>28,872</td>
</tr>
<tr>
<td>Beneficiaries with education services</td>
<td>14,417</td>
</tr>
<tr>
<td>Beneficiaries with food security</td>
<td>14,422</td>
</tr>
<tr>
<td>Beneficiaries with institutional strengthening</td>
<td>11,223</td>
</tr>
</tbody>
</table>

#### National Projects

<table>
<thead>
<tr>
<th>Category</th>
<th>Beneficiaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total assisted beneficiaries</td>
<td>121,974</td>
</tr>
<tr>
<td>Total displaced beneficiaries</td>
<td>70,327</td>
</tr>
<tr>
<td>Total vulnerable beneficiaries</td>
<td>51,647</td>
</tr>
<tr>
<td>Total of women beneficiaries</td>
<td>69,180</td>
</tr>
<tr>
<td>Total of Afro-Colombian beneficiaries</td>
<td>26,307</td>
</tr>
<tr>
<td>Total of indigenous beneficiaries</td>
<td>1,724</td>
</tr>
<tr>
<td>Total licit jobs (created/strengthened)</td>
<td>1,631</td>
</tr>
<tr>
<td>Total persons benefited with income generation</td>
<td>1,631</td>
</tr>
<tr>
<td>Beneficiaries with Job training</td>
<td>1,081</td>
</tr>
<tr>
<td>Beneficiaries with housing</td>
<td>0</td>
</tr>
<tr>
<td>Beneficiaries with access to health</td>
<td>64,474</td>
</tr>
<tr>
<td>Beneficiaries with education services</td>
<td>40,662</td>
</tr>
<tr>
<td>Beneficiaries with food security</td>
<td>0</td>
</tr>
<tr>
<td>Beneficiaries with institutional strengthening</td>
<td>18,036</td>
</tr>
</tbody>
</table>
The following are explanations for results that exceeded or failed to meet goals by 10% or more. These are marked with an asterisk (*) in Tables I and II above.

### TABLE I – LIFE OF PROJECT (LOP) INDICATORS

5. IDPs receiving emergency assistance: Goal: 17,047, Result: 21,496, Achievement: 126%.
   **Explanation:** The target was exceeded because the flood emergency in Colombia was not expected or included in the Work Plan. The Program assisted municipalities affected with flooding in Chocó, Santander, Bolívar, La Guajira, Nariño and Cauca. Financial support was received from private sector organizations and more than 3,000 persons received food and non-food relief items.

   **Explanation:** The Program achieved 125% of the goal due to a combination of factors including a) a higher than expected level of performance with indigenous communities under the TEP program, b) follow-up project activity with the Guambiano community in Cauca after TEP had closed out, c) PIU development projects with indigenous communities in Chocó, Cauca and La Guajira, and d) the fact that original goals under income generation projects were based on heads of household, while the accompanying package of services was extended to entire families, thus increasing the number of beneficiaries.

    **Explanation:** The Program achieved 113% of the goal due to: a) the fact that almost all projects for direct intervention with beneficiary groups, especially in rural areas, included food security and b) as explained in the case of Indigenous benefited, the number of persons in the family that benefited exceeded the target of heads of household set for income generation projects. Departments where larger numbers of families were provided food security during the last 18 months of the program included Chocó, Cauca and Santander.

14. Families with progressive housing: Goal: 1,647 Result: 2,985 Achievement: 181%.
    **Explanation:** As covered in the final report, the housing component implemented a total of 18 projects in a mix of urban and rural settings, which was more than had been planned originally. PADF also utilized savings from other components to respond to targets of opportunity for housing construction and improvement. Two projects were carried out in cooperation with the subsidy program of the Vice-Ministry of Housing in Popayán and Neiva. The 16 remaining were implemented with local NGOs and in cooperation from Acción Social, SENA, corresponding local and departmental governments and community labor in Villavicencio, Chocó, Cauca, Barranquilla, Cesar, La Guajira, Magdalena Medio, Tolima, and Huila. The Program also carried out several housing improvement projects needing a lower level of financing, which increased the number.

17. Private Sector Funds Leveraged: Goal: $29,523,313 Result: $39,103,635 Achievement: 132%.
    **Explanation:** Increased funding resulted from a variety of sources including: a) major assistance from Chevron for the Wayuu Indigenous community in La Guajira, b) increased contributions from implementing entities of projects under new agreements with Acción Social not included in the 2011 Work Plan, and c) larger than anticipated in-kind (labor) contributions from a large number of recipient communities, especially in Chocó and Cauca.
### TABLE II – INDICATORS FOR LAST 18 MONTHS OF THE PROGRAM

1. **Number of persons benefited due to Prevention Plans:** Target: 1,250, Result: 3,198, Achievement: 256%. **Explanation:** PADF developed a pilot prevention project in collaboration with USAID's Human Rights contractor, Management Systems for Development (MSD), which generated substantially more beneficiaries than anticipated. The pilot focused on support for productive projects as part of the prevention plan strategy for three municipalities of the Pacific Coast of Cauca. The project was designed to reduce risk of displacement through poverty alleviation, generation of deeper roots and a strong sense of belonging on the part of community members. The pilot consisted of two productive projects covering the three municipalities. After the project started, additional funding was provided by the departmental government. Savings during project implementation allowed support for additional families. Institutional Strengthening for the Consejos Comunitarios was also a positive factor for increased participation.

2. **Number of families benefited due to Prevention Plans:** Target: 250, Result: 655, Achievement: 262%. **Explanation:** See Note for Indicator 1 above.

3. **Number of persons assisted in the stabilization phase of return processes:** Target: 2,330, Result: 3,163, Achievement: 136% **Explanation:** PADF supported the stabilization phase of the return process through productive activities, food security and Institutional Strengthening for 4 projects (against a target of 3) under the National Program Retornar es Vivir. With support from Phillip Morris (COLTABACO), PADF was able to implement a fourth project in San Jacinto (Montes de María) thus surpassing the target. The other projects in Chocó included the return of families to the Docampadó River Basin (Bajo Baudo Municipality), the Domingodó River Basin (Carmen de Darién municipality), and to Bojayá and San José del Palmar municipalities (Chocó). All of these projects benefited additional families with food security and institutional strengthening support.

4. **Number of families assisted in the stabilization phase of return processes:** Target: 466, Result: 633, Achievement: 136%. **Explanation:** See Note for Indicator 3 above.

5. **Number of return plans supported:** Target: 3, Result: 4, Achievement: 133%. **Explanation:** See Note for Indicator 3 above.

6. **Number of persons assisted in the stabilization phase of relocation processes:** Target: 22,500, Result: 56,345, Achievement: 250%. **Explanation:** A beneficiary is considered as “relocated” once he or she has established permanent residence in a municipality different from his or her place of origin. This indicator includes people receiving comprehensive attention under the IDP Program, financed by USAID, and additional funding from other private and public sources. More than 18,000 additional persons were benefitted with additional public support and almost 16,000 more received comprehensive assistance from additional private funding through implementing entities including COEMPRENDER, PICACHOS, CREPIC, Corporación Opción Vida, TEXMODA, ECOPETROL, Cajas de Compensación Familiar, CAIF projects and others.

7. **Number of families assisted in the stabilization phase of relocation processes:** Target: 4,500, Result: 11,269, Achievement: 250%. **Explanation:** See Note for Indicator 6 above.

8. **Number of local IDP Committees strengthened:** Target: 20, Result: 31, Achievement: 155%. **Explanation:** See Note for Indicator
PADF was able to significantly exceed these targets due to its application of particularly efficient methodology and software and, as noted, PADF also made this a priority due to its need in relation to institutional strengthening objectives across the board in its regions of operation. In essence, more PIU projects resulted in more IDP committees strengthened. Each PIU in formulation at the municipal or departmental level involved at least one, but often more than one IDP committee.

10. **Number of NGOs and Community Based Organizations strengthened:** Target: 69, Result: 204, Achievement: 296%.

**Explanation:** This category included four groups: Consejos Comunitarios and Cabildos, Producer organizations, IDP organizations and implementing NGOs. With respect to the first group, consejos and cabildos, as a result of the TEP program and PADF’s follow-up work in the TEP region of Cauca following program closeout, in addition to aggressive implementation of institutional strengthening activity in regions where Afro-Colombian and Indigenous communities were prevalent such as Chocó and La Guajira, a much larger number of these organizations were strengthened. In the case of all three of the community based groups, this was a major priority of the GOC, and PADF received an additional $2.0 in funding for strengthening of these organizations. In rural areas, to the extent possible, PADF implemented its income generation projects through a wide variety of producer organizations for efficiencies in cost and delivery as well as the need to enhance sustainability. In urban areas, small and micro enterprises developed under income generation initiatives were also classified as community based organizations. Finally, executing NGOs were strengthened in the process of implementing projects financed, often receiving technical, planning and administrative support from PADF in the process of implementation.

11. **Number of committees to coordinate between regional and national levels:** Target: 5, Result: Not Applicable. Explanation: The 2011 Work Plan included a proposal to improve the response capacity of local level entities and officials through training on public policy. These projects were not implemented because of priority changes inside Acción Social (DPS), resulting in an agreement among USAID, Acción Social and PADF to support other activities of interest for the GOC. The original project was changed, and USAID’s financial support was redirected to support the National Strategy “Retornar es Vivir” an inter-institutional coordination initiative geared to providing conditions of safety and dignity for Colombian victims of forced displacement and who had decided to voluntarily return to their land. As a consequence it was possible for PADF to only achieve 83% of the following target for the number of governmental institutions strengthened.

12. **Number of governmental institutions strengthened:** Target: 24, Result: 20, Achievement: 83%.

**Explanation:** See Note for Indicator 11 above.

13. **Number of PIUs in formulation:** Target: 16, Result: 32, Achievement: 200%.

**Explanation:** As noted in the report, PADF was able to significantly exceed the target due to its application of particularly efficient methodology and software. This made possible PIU formulation and completion in an especially rapid and uniform manner for municipalities and some Departments in Huila, Cauca, Chocó, Tolima, Santander, Magdalena, Meta and Bogotá that were approved by local authorities. PADF also made this a special priority for the program, given the serious nature of the need relative to institutional strengthening requirements and made a concerted effort to exceed the target.
14. Number of PIUs formulated: Target: 13, Result: 15, Achievement: 115%. Explanation: See Note for Indicator 13 above.

15. Number of PIUs made official through an administrative act: Target: 1, Result: 2, Achievement: 200%. Explanation: See Note for Indicator 13 above. Also, two PIUs were approved by legislative acts in Tolima, one municipal and one for the Department.

17. Number of persons benefited with complementary services provided by WFP: Target: 5,690, Result: 7,057, Achievement: 124%. Explanation: PADF initially planned food for work assistance by the World Food Program for 10 projects approved under the 2011 Work Plan. Only 7 of these were actually implemented as, according to detailed evaluations, 3 were determined to be not technically feasible. Nevertheless, the number of beneficiaries in the other 7 projects significantly surpassed the beneficiaries target. Under the Program, WFP provided food for work for household and whole family members through the Diócesis de Granada, Pastoral Villavicencio, ASCOLMICAY, CREPIC, Opción Vida, PICACHOS and Pastoral Ibagué.

18. Number of families benefited with complementary services provided by WFP: Target: 1,308, Result: 1,641, Achievement: 125%. Explanation: See Note for Indicator 17 above.

19. Number of projects implemented with WFP complementary services: Target: 10, Result: 7, Achievement: 70%. Explanation: See Note for Indicator 17 above.

20. Number of persons who have received integral package of services: Target: 37,700, Result: 20,990, Achievement: 56%. Explanation: To qualify under this target a person must have been a beneficiary of five of the following components: income generation, housing (any type of housing), education (formal education enrolled 5-18), Health (security and assistance) and one of the complementary components (vocational training, psychosocial assistance, community strengthening and food assistance). Services were provided by a combination of the GOC, USAID through its operators, and other international sources. It has been difficult to verify services provided by the GOC from its databases in order to complement services provided by PADF. Beneficiaries registered in the DPS database as of August 2011 were verified, and, at that time, the program had achieved 56% of the target. FUPAD’s second filter with the DPS was initiated, but due to the restructuring of the organization in its conversion from Acción Social, and many changes in personnel, results have not yet been sent to FUPAD. It is anticipated that results will be provided by mid-June 2012.

21. Number of families who have received integral package of services: Target: 7,540, Result: 4,198, Achievement: 56%. Explanation: See Note for Indicator 20 above.

22. Number of persons with access to food aid: Target: 6,246, Result: 7,330, Achievement: 117%. Explanation: Additional food aid projects, above those covered in the 2011 Work Plan, were arranged with ICBF specifically for two of the CAIFs in Santander. Also additional emergency food assistance projects were implemented to address the flood emergency with CHEVRON, ECOPETROL, Dioceses and other private donors, making it possible to exceed targets set by the Work Plan by a wide margin for the number of food aid projects and persons and families assisted.

23. Number of families with access to food aid: Target: 1,249, Result: 1,466, Achievement: 117%, Explanation: See Note for Indicator 22 above.

This Annex summarizes IDP II activity in the six regions of Colombia where PADF implemented the Program. Each section contains background and strategy information about the region along with activity descriptions and performance indicators. Also included in each case are Highlighted Project narratives illustrating particularly successful interventions.
CAUCA REGIONAL PROGRAM

Context

Somewhat different from other Program regions, in recent years Cauca had been seriously affected by intensification of the conflict and expansion of areas seeded with illicit crops that had migrated from the south. In addition, there was massive fumigation, internal and inter-ethnic conflict for land and minerals to take into account. Cauca’s strategic geographic location also resulted in its conversion to a corridor for illegal travel and trafficking by armed groups.

At Program commencement PADF contracted Econometría to conduct an analysis of the dynamics of displacement and the socio-economic context for five zones of the department to define strategies and selection of the most suitable areas for coverage of displaced communities. Based on the study, PADF concentrated its interventions in North, Central and Western zones. The North and West were inhabited mainly by Afro-Colombians. In the West, these groups were settled on collective holdings that in recent years had been affected by displacements originating from territorial disputes among guerillas, paramilitaries and criminal bands dedicated to drug trafficking and illegal mining. Ease of marine access on the coast was also an attraction.

The North was populated by Afro-Colombian groups without collective holdings, and there was a large concentration of Indigenous communities including the Guambianos, Páez and Nasa groups that had been victims of the conflict and the presence of criminal bands and other armed groups as well as the cultivation of illegal crops.

1 The Econometría study, contracted by PADF, was a USAID requirement prior to initiation of the bulk of project activity under IDP II. The study was designed to determine IDP population profiles, needs, and opportunities for productive investment throughout the designated target area of the Program.

Popayán, located in the center of the Department, was the city with the greatest concentration of displaced persons with a pressure index of 20% and an unemployment rate of 17%. In general, IDPs of Popayán and the Department came from rural areas in neighboring departments and municipalities of Cauca.

Regional Office Strategy

PADF established the regional office in Popayán in 2006. The program began with projects selected through a regional Annual Program Statement (APS) based procurement dedicated to support for target populations with services in education and food security. This was in response to high rates of illiteracy and the critical nutritional situation of children in rural zones and marginal barrios of the city. The Program implemented these projects through traditional and agricultural schools in a large area of the Department.

In 2007 PADF constructed a CAIF in Popayán, in an area with a large concentration of IDPs and vulnerable groups, through the Caja de Compensación (COMFACAUCA). As a complementary intervention, the Program initiated an adjacent housing project, prioritized by the USAID-GOC Infrastructure Committee, known as Lomas de COMFACAUCA. The project was also supported by the displacement component of ADAM, the Municipality of Popayán, Acción Social and the Vice-Ministry of Housing.

From 2008 on, PADF focused on proposals from indigenous and Afro-Colombian organizations concentrated in the Northern and Western zones of the department. These tended to be weak on technical aspects, and the organizations had serious gaps in administrative, financial and accounting capability, especially so with

2 The index refers to the percentage of population of the city made up by displaced people.
Indigenous cabildos, Afro-Colombian consejos and producer associations. In response PADF directed funding and technical support to organizational strengthening of these entities to improve technical formulation of proposals and elevate their capacity to operate with Program resources. The process included a major concertación effort to encourage participation and a sense of ownership.

Once strengthened, these organizations executed projects primarily for income generation and economic development in the rural zones where they lived in a manner similar to other IDP and vulnerable population concentrations. This focus coincided with the TEP initiative promoted by USAID to support ethnic groups. For direct assistance to these communities, PADF created two satellite offices, one in Guapi for three municipalities on the coast, and the other in Santander de Quilichao for Northern Cauca.

**Accomplishments in Socio-Economic Stabilization**

The Program focused on income generation, accompanied by food security, through creation and strengthening of productive units, especially in rural areas. This included technical assistance and productive infrastructure to improve product
quality. In the process, the Regional Office identified certain products apt for commercialization. In the later stages of income generation, PADF emphasized business development and the creation of value chains such as for sugar (caña panelera), pineapple and fisheries.

The Program complemented this focus with social services in health and education, and in certain cases with housing in accordance with local needs. PADF also sought cooperation with other operators financed by USAID such as MSD, ACDI-VOCA, ARD operators, and IOM that were implementing supportive programs in the region.

In the central zone, PADF acted as an intermediary between business and the public sector in a process oriented toward formulation of a socially responsible vision, an initiative of local entrepreneurs, government and social organizations. This was to introduce the concept of “business social responsibility” as a mechanism for local development. The Program also established alliances with SENA and the National Association of Industries (ANDI) to implement job training programs in line with business needs. Follow-up psycho-social support was also provided to young people placed in jobs in participating businesses that included construction of life plans. The Program further developed initiatives with local government to strengthen productive units through psycho-social attention to families and the creation of a network of services provided by SNAIPD and the Operación Prolongada de Socorro.³

In the Northern and Western zones the Program specialized in services oriented to food security, health, education and basic sanitation to promote socio-economic development of populations bordering centers of industrial development in response to tax exemptions of the Ley Páez.⁴ In this area, PADF supported communities with income generation activities through facilitating access to capital and training for the creation and strengthening of productive units to satisfy demand from industrial parks for services and products.

PADF also focused on supporting the Consejos Comunitarios of Guapi, Timbiquí and Lopez de Micay on the Coast and indigenous groups belonging to the Guambía reserve, entities that showed productive potential and that had importance as ethnic organizations. These communities received support for institutional and productive strengthening and social services dedicated to health, food security, and improvements in housing and basic sanitation.

³ The Operación Prolongada de Socorro y Recuperación (Sustained Relief and Recovery Operation) is an activity for assistance to IDPs and other groups affected by the conflict and suffering from food insecurity, coordinated by DPS, the World Food Program, and ICBF, that distributes food for work and training.

⁴ The Ley Páez provides for the reduction of income and customs taxes to stimulate production for businesses previously established in the area designated by the law in Cauca. The law was utilized as an incentive for the generation of economic activity and modernization of productive processes and infrastructure.
Income Generation

- The regional office created and strengthened 2,526 productive units. Of these, 1,610 were rural and 916 urban.

- Productive units supported belonged to the following sectors: agriculture (28%); food preparation, and rapid meals (24%); manufacturing, garment production and artisan handicrafts (21%); commercial operations (16%); and services (11%) primarily in maintenance of green zones, hospital services, beauty shops and washing machines rentals.

- Productive chains were strengthened for pineapple, caña panelera, and ecotourism.

Housing

The housing component in the region improved a total of 666 units. These included: a) 257 units in the project Lomas de Comfacaucó in Popayán with additional financing from ADAM, and subsidies from the Vice-Ministry of Housing, b) 159 units in 8 municipalities in northern Cauca through a project with Propal and c) 250 units in the municipality of Lopez de Micay through a project with ASCOLMICAY. The latter two were constructed without the housing subsidy, but with support from public and private entities including DPS, SENA, the Government of Cauca, local governments, the executing NGOs and community labor.

Food Security

- Over 50,370 persons were benefitted with food security. This result was possible thanks to articulation with the World Food Program, the Operación Prolongada de Socorro, ICBF, the PANES5 program of the Department of Cauca and Acción Social in programs of food for training and work, which secured the commitment of beneficiaries.

- The Regional Office promoted use of indigenous seeds and reestablishment of ancestral crops together with garden systems in indigenous communities where they were able to maintain traditional practices and save in expenditures.

Health

- Vaccination, childhood development and nutritional support were provided to 1,632 persons.

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5 PANES (Programa de Alimentación y Nutrición Escolar) a program of the Departmental Government of Cauca focused on combating hunger, especially malnutrition of children and adolescents in the Department.
- 4,401 persons received psycho-social attention.
- 1,857 persons participated in activities for health promotion for parents and educational outreach to reduce morbidity and mortality for expecting and lactating mothers.

**Education**

- The CAIF Project included educational programs for early childhood, youth and expecting and lactating mothers including a school for parents that benefited more than 1,500 children and 188 families.

- 3,912 children received access to formal education programs.

**Institutional Strengthening**

The Regional Office strategy concentrated on gradual strengthening of ethnic, producer and displaced organizations. In the case of ethnic organizations like the Cabildo Indígena de Guambía, the Asociación de Consejos Comunitarios de Timbiquí, ASOMANOSNEGRA, ASCOLMICAY, AMUNORCA, and AMUNAFRO, the Program focused on improving administration and operations. This proved fruitful for construction of a relationship of trust between the ethnic groups and PADF. All of these organizations are today recognized by local and national institutions and are kept in mind as potential operators for development projects by international cooperation, the Ministry of Agriculture, the Government of Cauca, local governments and universities.

The Program strengthened three producer associations in the municipalities of Santander de Quilichao, Caloto and Guachené. These included ASOPÍÑA and ASOFRU as producers of pineapple and ASOBRISPA for caña panelera. This resulted in: a) conformation of a new business figure (COMERFRUC S.A.S) in charge of buying pineapple from members and its commercialization, b) improved processes for costing, negotiation and access to new markets; c) creation of two capitalization funds for the production and commercialization of these products and d) improved processes for development of regulations and manuals.

In the last year of the program, through assistance in PIU formulation, PADF supported 22 IDP organizations with technical assistance to improve operations. These are now recognized in the Department as respected territorial actors. One of the most important results of this work was the empowerment of the organizations to participate in PIU construction for the Municipalities of Popayán, Caldono and Padilla. The resulting PIUs were approved by their Municipal Councils. All three were eventually incorporated in corresponding municipal development plans contributing to prospects for sustainability.

In the remaining months of the Program, PADF carried out a training process for strengthening leadership for municipal administration and regional development with candidates for mayor and town councils for the period 2012-2015. The Program worked through the Escuela Superior de Administración Pública (ESAP) and the business sector linked to the Northern Cauca Region “Socially Responsible Group” and the Association of Municipalities of Northern Cauca (AMUNORCA). The communities were trained in watchdog methodology (veeduría) to track actions and commitments of the candidates.

- 6,649 persons and 140 employees benefitted from the institutional strengthening component.

- A total of 27 grassroots organizations were strengthened with improved structures and operational processes.
- 13 municipalities were strengthened in the administration of public policy for support to IDPs through accompaniment in the formulation of PIUs.

- 5 territorial committees for attention to IDPs were strengthened to advocate and take action within the framework of public policy.

- 3 PIUs were developed with Popayán, Caldono and Padilla and approved by municipal acts.

**Highlighted Project**

**Permanent Hope for the Misak Pueblo**

Early in the Program the Guambiano reserve in the municipality of Silvia was experiencing conflict-produced displacement, lack of economic opportunity, the influence of illicit crops and a loss of territory and identity. This also produced an atmosphere conducive to out migration of young people in search of opportunities, thus damaging internal cohesion of their communities.

In 2006 the authorities of the cabildo, worried about their future and wanting to preserve their culture, submitted a Project to PADF to improve income opportunity. PADF concluded that the cabildo was administratively and financially weak and decided to strengthen its capacity to implement development projects.

During 2007 the Program strengthened the Cabildo through technical assistance for development of administrative and financial processes in addition to provision of accounting software with training. PADF also trained in project design. In 2008 this support facilitated their submission of a proposal to the TEP program that focused on assistance to ethnic groups for income generation, food security and institutional strengthening. The project included recuperation of cereals and traditional practices for the construction and improvement of fish tanks.

With support from SENA, PADF provided training to members of the Cabildo in technical practices for animal and agricultural production. This stimulated the recovery and strengthening of 18 trout fisheries and cultivation of 105 hectares with improved technology that rescued ancestral knowledge and species of the Andean Region such as quinua and amaranth.
One of the success factors of the project was the *concertación* process with the indigenous communities, which made possible a groundbreaking initiative in productive processes that respected cultural traditions and ancestral knowledge and also united modern technology and respect for the environment. The Program had a major impact in strengthening of productive units. It continued support for strengthening of the *Cabildo* and improved its housing conditions and access to health care through cooperation with a network of services provided by the Hospital Guambiano Mama Dominga. Psycho-social attention was also provided. The productive units supported by the Project generated sufficient resources for the acquisition of 32 hectares of land for the Guambiano families that had earlier lacked the means of remaining in the territory of their ancestors.

The Project concluded with the construction of a processing plant for trout and the reconstruction of a mill for grains operated with hidroelectric power, making possible the recovery of traditional processes for cultivation of products for regional sales. A restaurant and two tourist routes were also developed, constituting a supplementary income stream.

The Program implemented another high impact element through the creation of employment opportunities for Guambianos qualified by the Project. The Foundation contracted members of the community to provide technical assistance and lead the project, also permitting the reintegration of Guambianos that had left to study outside their territory.

In conclusion, thanks to the Program, the Guambiano community, that had suffered from serious institutional weakness, was able to modernize the community without sacrificing its traditions and ancestral practices. This was
achieved through economic consolidation, food security and the generation of diverse sources of income, fortifying the indigenous pueblo and allowing it to maintain unity and prosperity for the future.

CHOCÓ REGIONAL PROGRAM

Context

For decades the Department of Chocó has been characterized by the highest levels of unsatisfied basic needs in Colombia. The region suffers from enormous disadvantages in terms of weak governance and institutional capability, severe security problems, and a critical lack of social, economic and communications infrastructure.

The vast majority, over 90%, of the population in Chocó is of Afro-Colombian and indigenous descent. Over the past two decades these populations have suffered from continuing mass displacements resulting from the conflict and exploitation by illegal agribusiness and mining interests. The best known example is the 2002 massacre in Bojayá. A number of other devastating displacements occurred in communities such as Curvaradó and Juguamiandó and the Baudó river basin due to confrontations among paramilitaries and guerillas.

The peak of mass displacements in Chocó occurred in 2002 but the phenomenon has continued at a somewhat lower pace to the present date. The Department has been characterized as one of the regions most affected by displacement due to continuing conflict between paramilitaries and guerillas, both FARC and ELN forces. As a result, large population groups have sought refuge in other departments of the interior, including Bogota.

Despite the severe poverty of the region, Chocó offered a strategic corridor for the traffic of drugs and arms and richness in mineral resources that inevitably drew the attention of illegal actors of various types. The Department is also one of the most difficult for public forces to monitor and control due to its location between the Western Cordillera and the Pacific coast and the lack of communications and transportation infrastructure. Most transportation is by river. Roads are scarce in the extreme and lead mainly to Antioquia, Risaralda and Valle del Cauca. Sources of resources for armed and criminal groups are centered mainly in illegal mining.

Economic and social indicators for Chocó show a distressing state of stagnation. Although the Department receives substantial financial transfers from the National Government, and a number of donors are contributing, indicators for health, education and potable water have improved only marginally. Elements impeding economic growth and social improvement include highly limited opportunities for education and human resource development, the complicated situation of public order, weak institutions, high levels of corruption, and exceedingly difficult geographic and environmental conditions. All of these combine to delay the transfer of productive models from other departments and have effectively isolated Chocó from the rest of the country. Transport costs are exceedingly high, and most agriculture is of the subsistence variety. The secret to success in Chocó, a lesson PADF learned early, is to work with local products, people, and models, rather than importing solutions from elsewhere.

Regional Office Strategy

For PADF the nature of the structural constraints in Chocó called for a priority effort to improve human capital through investments in education, health and basic sanitation. From the beginning the Program pursued a strategy of strengthening grassroots organizations and the formation of alliances to facilitate access to education, health services, food security and improved housing.
Program coverage included the Department of Chocó and the Municipality of Murindó just across the border in Antioquia. PADF operated from a local headquarters office in Quibdó with staff assigned to cover zones of the Department in accordance with projects in execution.

The Regional Office implemented a strategy dedicated to installing capacity in the region, principally through recruiting and training of local rural field agents. These campesino promoters, from the communities they served, effectively facilitated implementation of improved production and operating techniques thanks to their superior capacity for negotiation and concertación with the communities in which they worked. They concentrated on implementing solutions drawn from the communities, despite major constraints in terms of access roads and the lack of technological resources. Through this strategy the Program strengthened commitments of the communities, which enhanced performance and results over time. Professionals from the Quibdó office permanently accompanied the projects and arrived at critical points during implementation to solve problems and maintain momentum.

Early PADF calls for proposals demonstrated the extreme technical, financial and administrative weakness of local organizations and their limited ability to mobilize counterpart resources. As a consequence, the Program determined that the highest priority should be for an intensive effort in organizational strengthening as the central axis for achieving sustainability of its interventions. In this context, PADF was able to achieve growth and empowerment of a number of organizations that represented large populations of the IDP, vulnerable, Afro-Colombian and Indigenous target group, including the Asociación de Plataneros del Medio Atrato (APLAMEDA), the Consejo Comunitario Mayor de la Asociación Campesina Integral del Atrato (COCOMACIA), the Red de Mujeres Productoras de Plantas Aromáticas, the Asociación de Acuicultores del Chocó (ACUACH), the Cabildo Mayor Indígena de Bojayá (CAMAIBO), COCOMACOIRO and ASOCASÁN. In parallel form the Program advanced activities in agricultural production, food security, health and the improvement of productive infrastructure.

In full consultation and cooperation with representatives of the Afro-Colombian and Indigenous communities of the Department, the Regional team identified productive activities with the highest potential for support, including plantains, sugar, aromatic plants, fish culture, artisanal mining and embroidery. In the process the team emphasized an agro-ecological focus that allowed participants to address their food requirements and produce surpluses for bartering.
PADF assisted with the creation of local technical teams from communities and selection of plant material and animal stock appropriate for design of productive arrangements adjusted to environmental conditions and existing marketing channels with product differentiation. As a result the Program was secured organic certification for aromatic plants and the international seals “Fair Trade” and “fair mined” (which guaranteed good practices for gold extraction).

In response to difficulty in leveraging local resources, PADF aligned itself with Acción Social at the national level and with SENA. These institutions supported return processes and contributed to food security through recuperation of local supply networks.

A lesson learned from this experience was that sustainability could be facilitated through serious planning together with grassroots organizations, as generators of development and equity. This was accomplished through implementation of plans for Ethnic Development (Afro-Colombian groups) and Life Plans (Indigenous groups) in which activities with short, medium and long term objectives were set forth.

Accomplishments in Socio-economic Stabilization

The stabilization strategy of the Program was determined principally in response to the collective and communitarian character of the Afro-Colombian and Indigenous territories and the organizational structure of these dominant populations in Chocó. In rural areas, food security received the highest priority as an integral part of activities dedicated to income generation oriented toward stimulating the local economy through reestablishment of supply networks with such products as plantains, rice, fish culture, *caña panelera*, and aromatic plants.

The Program’s main objective was to recover the productive base of the target zones and strengthen systems for food security and recuperation of local markets. PADF also focused on reactivation of social dynamics that fostered appropriation of traditional territories and supported voluntary Food Security Project in Bajo Atrato – Chocó

Photo: PADF Colombia
return to zones of the watersheds of Jiguamiandó, Curvaradó, Domingodó, Bojayá and communities of the Municipality of Carmen de Atrato.\textsuperscript{6}

The Program also supported the strengthening of productive units for those displaced families settled in the urban area of Quibdó with artisanal development activities. These emphasized production of the highest quality for commercialization outside of the Department. The Foundation also provided for health services, especially psycho-social assistance and education. Notwithstanding that the income generation impact of these activities was at a lower level than those in rural areas, given highly limited business activity in the region, the lack of roads and the low entrepreneurial acumen of the participants, the assistance achieved improved conditions of life for IDPs settled in the most depressed barrios of the city.

### Income Generation

- The Program created and strengthened 1,469 productive units. Of these 98\% were rural and 2\% urban.

- Productive units supported in the region belonged to the agricultural sector (64\%), mainly plantains, rice, yucca, sugar, fruits, forest products and small livestock; manufacturing (15\%); food stuffs (16\%); and services (5\%).

### Housing

- The Program improved a total of 226 housing units through two direct execution projects in Istmina (50 units) and Medio Atrato (166 units) and a Project implemented by Pastoral Social of Quibdó in San José del Palmar and Carmen de Atrato for 30 units.

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\textsuperscript{6} Ethnic population groups naturally evolved into appropriation of watersheds for purposes of livelihood. Thus, the Program adopted a strategy of watershed development as the most practical course for socio-economic stabilization.

### Food Security

- A total of 14,422 persons were benefitted. This was possible thanks to coordination with the World Food Program, \textit{Operación Prolongada de Socorro}, ICBF, and \textit{Acción Social} in food for work and training programs that secured the commitment of beneficiaries.

### Health

- 5,263 persons received medical attention with vaccination services, nutrition and growth and development control for children

- 27,048 persons received psycho-social attention.

- 7,395 persons participated in health promotion activities for parents and training activities for reduction of morbidity and mortality for pregnant and lactating mothers.

### Education

- 11,424 children were benefitted through formal education programs.

### Institutional Strengthening

**Public Sector:** The Program led the construction of the PIU for the Municipality of Carmen de Atrato, the reformulation of the PIU for Quibdó and the preparation of a diagnostic assessment of the Department of Chocó as the basis for the Departmental PIU. As a model, PADF used the successful procedure that the Program had applied for the Departments of Tolima and Huila and the municipalities of that region. A modification of the Tolima model consisted in not contracting survey takers but rather allowing the same leaders, belonging to IDP organizations of the Department,
to collect information for the surveys. (See the Tolima-Huila Regional Program description below.) In this manner the assessments for the Department and for the Municipalities of Carmen de Atrato and Quibdó were developed.

As an additional achievement, the Program facilitated installation of the Departmental Roundtable for strengthening displaced organizations with the participation of representatives of 13 prioritized municipalities together with civil, military and ecclesiastical authorities and representatives of the SNAIPD. In this process, results of the characterization surveys were consolidated and the constitution, internal regulations and normative framework of the Roundtable were reformed.

Grassroots Organizations: The Program provided technical assistance through local entities to strengthen productive capacity of grassroots organizations and businesses in accordance with development needs of the region. It also consolidated local support networks through teams composed of campesino leaders and local technicians that stimulated community participation. This model was replicated from one to another of the community organizations supported by the Program including APLAMEDA, COCOMACIA, the Red de Mujeres Productoras de Plantas Aromáticas, ACUACH, CAMAIBO, COCOMACOIRO and ASOCASÁN.

The Regional Office implemented a “Colombianization” strategy through leadership training, logistical support, equipping of offices and installation of accounting systems. Local leaders managed organizational processes and gained recognition from institutions of the region and their own communities. In Chocó, PADF found local executing entities adequate to manage initiatives evolving from community needs in highly participative processes. Program involvement had to be somewhat greater than in other regions, requiring a larger team. Nevertheless, results in terms of organizational strengthening and the establishment of a sense of belonging and community participation were visible and impressive.

Lastly, the project realized with AMICHOCÓ is worth mentioning. This was for the production of gold, including sustainable use alternatives for protection of biodiversity and linkage of participating communities with national and international groups dedicated to sustainable use mining. The project consolidated commercial gold producer groups and created a portfolio of services for strengthening of ethno-territorial organizations and elaborated the first guide for the implementation of “Fair Commerce” of gold in the Consejos Comunitarios of COCOMACOIRO y ASOCASÁN.
Promotion of the Reconstruction of Productive and Social Fabric of the River Basins of Domingodó, Jiguamiandó and Murindó in the municipalities of Carmen del Darién in Chocó and Murindó in Antioquia

In recent years armed actors in Chocó had seized Afro-Colombian and Indigenous lands rich in lumber and precious metals, and local populations found themselves in the middle of corridors for illegal commerce in drugs and arms. Many communities had to abandon their territories. In this context, three campesino leaders from the Domingodó Pueblo had been planning a project for months to return to their lands and came for help to PADF's Regional Office in Quibdó.

They indicated that they wanted to return to their original land and that they had the necessary resources to make this possible. Recognizing the importance of supporting this group, that had not had support from the State or international sources, PADF accepted the challenge and contacted APLAMEDA, an association of plantain producers, as the executing entity based on their excellent performance implementing an earlier project in the watershed of the Rio Bojayá.

The project’s principal objective was food security through reactivation of traditional systems for production of rice, plantains and corn with environment friendly techniques. The Program recovered local supply systems based on exchange of crops that provided incentives for the permanence of Afro-Colombian and Indigenous communities in their territories in a convivial inter-ethnic atmosphere. The production of these crops not only provided food security, but facilitated commercialization of excess produce, generating income reactivating the local economy. Another critical component was the institutional strengthening of the corresponding Consejos and Cabildos through updating ethno-development and life plans of the Afro-Colombian and indigenous communities respectively. The Regional Office also linked these with development plans of the Municipalities of Carmen de Darién and Murindó.

USAID supported the return process together with Acción Social, 20 Consejos, Indigenous Cabildos, municipal agricultural units and higher level social organizations like the Asociación de Consejos Comunitarios del Bajo Atrato (ASCOBA) and the Consejo Comunitario Mayor del Medio Atrato (COCOMACIA) under the implementation of APLAMEDA. As a result, 23 communities of Afro-Colombian, Indigenous and Mestizo descent
returned to their original territories and contributed to the recomposition of social and productive fabric in the watersheds of the Domingodó, Curvaradó, Jiguamiandó and Murindó rivers in the Municipalities of Carmen del Darien in Chocó and Murindó across the border in Antioquia.

“Today I return to my pueblo after such a long time of so many abuses, disappointments and troubles. I returned with nothing, but I feel that here I have everything”, said one of the returned displaced persons with tears in his eyes.

The impact achieved by the Program, in particular the development of a support network with actors of the region, helped overcome fear caused by the conflict and enhanced possibilities for returning to the communities of the rivers and streams where families had their long abandoned parcels, and reaffirming their sovereignty and presence in traditional territories.

TOLIMA-HUILA REGIONAL PROGRAM

Context

Historically, conflict in the region had been generated by the presence of guerillas, both FARC and the ELN, and since 2001, by the arrival of paramilitary forces. This generated continuing illegal expropriation of lands and forced displacement. In the last few years the zone has had a strong presence of FARC groups and criminal bands dedicated to extortion and land pirating.

The conflict had been intensified by the establishment of illicit cultivation introduced to the zone from Urabá, and for which the FARC had assumed commercial control. The more recent advance of public forces in the territory brought change in the dynamics of the conflict, ranging from the occupation of settlements to confrontation and violations of human rights.

The departments of Huila and Tolima presented a double condition as centers of reception and expulsion of displaced families, the larger number coming from the latter. In the past decade the nature of displacement in these departments changed from massive to drop by drop.

Strategy of the Regional Office

The Regional Office was established in Ibagué in 2006. The intervention strategy for the zone was focused in areas of greatest need identified by the Econometría study, principally income generation and housing. Components for these were assigned the highest priority for investment. The Program concentrated on 35 municipalities of the Departments of Tolima and Huila situated in the Central-West part of the country affected by the phenomenon of historical displacement.

The Program focused first on local NGO proposals for IDP income generation in urban areas of receptor municipalities. These were selected through annual APS procurement vehicles. PADF strategy focused on strengthening economic units and placement of the unemployed through connections with public and private sectors in zones with growing demand for labor for construction, manufacturing and services. In rural areas the Program focused on agricultural enterprise, strengthening processes for production and commercialization of products such as coffee, corn, fisheries, bee culture and the production of edible mushrooms (an innovative product at regional and national levels).

The component for housing, social and productive infrastructure focused on the improvement of public schools and technical agricultural institutes. The Program consolidated Alliances for construction and housing improvement in Ibagué and Neiva.
The Regional Office was able to provide integrated assistance especially in the areas of health, education and food security, thanks to excellent articulation with national and local public institutions, the private sector and international cooperation. The Program complemented Government support for the IDP population through coordination of projects with local development plans, consultation with Acción Social and regional alliances with FONADE, SENA, ICBF, Departmental Governments of Tolima and Huila, local governments, the ADAM program, UNHCR, the World Food Program and the business sector.

In 2009, in response to the need for a larger presence in Huila dedicated to institutional advocacy and selection of activities, the Program established a satellite office in the Departmental capital of Neiva. During the last two years of the program, PADF focused on institutional strengthening, orienting, raising awareness and accompanying the governments of Tolima and Huila, local governments and entities of the SNAIPD. It also worked on the construction and implementation of public policy for IDP attention through formulation of departmental and municipal PIUs7 and the strengthening of IDP organizations.

Accomplishments in Socio-Economic Stabilization

The regional office focused on the two components that most supported socio-economic stabilization. The first emphasis was on housing, in pursuit of which PADF developed three projects that improved 442 units in Ibague and Neiva. One of the most successful experiences was a housing project implemented in the Ciudadela San Luis de la Paz in Neiva. This Project, in addition to physical construction, accomplished a strategy for development of the community through strengthening of institutional support networks with the Government of Huila, the municipality of Neiva, Acción Social, and the ADAM program. PADF also coordinated services with the Secretariats of Health and Education of Neiva, cultural institutions and ICBF, which contributed with funds, technical assistance and family accompaniment.

These second focus was on income generation through job placement and recuperation of productive capacity through creation and strengthening of local businesses. On job placement, the Office implemented projects with specialized executing entities of recognized quality in the region such as Fundación Alto Magdalena, Huila.
as CORDESARROLLO, COMFAMILIAR, IMPACT International and the Fundación Alto Magdalena. This made possible execution of short term high impact projects for IDP placement in industrial and infrastructure sectors. The Program developed cooperative IDP businesses that provided services to these industries.

The Program developed Projects with PROHACIENDO, Fundación Manuel Mejía, Pastoral Social de Ibagué, COMFENALCO, Aid to Artisans (ATA), Fundación Alto Magdalena, PICACHOS, and TOLIPAZ. These focused on creation and strengthening of productive units through incentives in raw material inputs, equipment, artisan activities, construction, marketing, food processing, small livestock, organic agriculture and gardening. Through implementation of these projects PADF identified three critical success factors for income generation in the region. Based on these, interventions were adjusted in terms of time and the type of accompaniment necessary for success in beneficiary initiatives and the required technical assistance.

The first factor was the time required for income generation processes, especially for the creation and strengthening of business units. Program experience indicated that for effective establishment of this type of enterprise a minimum of 18 months should be allowed for accompaniment leading to sustainability following initial intervention. The second factor was the linking of business plans from formulation to sectors that allowed for their commercial integration, facilitating economies of scale. The third factor was the need to strengthen organizations and communities to facilitate development of marketing strategies for which strong organizational collaboration was required. Finally, a focus on small value chains (production-storage-transformation-client-market) was pursued by the regional office through the edible mushroom project implemented by ASOFUNGICOL.

Income Generation

The regional office created and strengthened 2,338 productive units – 57% rural and 43% urban including agriculture (28%) mainly corn, beans, vegetables, fruits, small livestock and productive chains like bee culture; manufacturing (28%); commerce (23%); services (10%), and food stuffs (9%).

Housing

The Program improved a total of 442 units. In Ibagué, 150 units were improved through a project with Pastoral Social and another through PROHUILA for 183 in the Urbanization San Luis de la Paz prioritized by the National Infrastructure Committee. The Program also improved 109 units through a project with COVOLHUILA in Neiva, Barrio Puertas del Sol.

Food Security

A total of 14,422 persons benefited. This was possible thanks to collaboration from WFP, Operación Prolongada de Socorro, ICBF, and Acción Social in food for training and work, which secured commitment from the beneficiaries for the corresponding projects.

Health

The Program facilitated medical attention for 5,263 persons with vaccination services, nutrition and development control for children. Another 27,048 persons received psycho-social support, and 7,395 participated in health promotion efforts for parents and training for reduction of morbidity and mortality for expecting and lactating mothers.
Education

The program provided formal education access to 11,424 children. Two high quality projects were of particular note. One, with Plan Padrino of the Presidency, presided over by the First Lady, improved 5 school rooms and two sets of sanitary facilities in the Municipality of Campoalegre, Huila, benefitting a school community of more than 6,000 persons among students, professors and parents. The other, with the Fundación Manuel Mejia, supported implementation and validation of a proposal for an educational model pertinent for agricultural colleges benefitting more than 1,900 students.8

Institutional and Organizational Strengthening

PADF strategy in the region focused on improving institutional capacity of local government and State institutions to support implementation of public policy for assistance to IDPs. This also involved building up the technical, operational, and coordination capacity of local networks.

A notable achievement for PADF in the region was the creation of a tool for characterizing the population that facilitated systematic analysis through application of a survey instrument supported by Acción Social. Results of the survey formed a diagnostic basis for construction of PIUs. This tool, designed by the technical team in the Tolima-Huila Regional, was shared and implemented by the regional offices for Chocó, Cauca and the Atlantic Coast.

Together with this effort the Regional Office provided technical assistance to departmental and municipal committees for IDP support and organizations of displaced people (OPDs) to augment their participation in PIU formulation. This resulted in their approval by two departmental and eight municipal committees for incorporation in Development Plans, critical for actual implementation. In addition PADF, together with the Federation of OPDs of Tolima (FEDESTOL), implemented a program to promote identification and participation of more than 100 leaders of the weakest IDP organizations, including those made up of women.

In summary, 11,099 persons and 124 municipal and departmental employees benefited from institutional strengthening. The Program
strengthened a total of 91 grassroots organizations, including organizational structures and operating processes. PADF further strengthened 17 municipalities and 11 territorial committees in implementation of public policy for IDP attention through support for PIU formulation. Finally, two PIUs, including the one for the Department of Tolima, were approved by legislative acts.

**Highlighted Project**

**The Hope for Dignified Housing - San Luis de la Paz, Neiva**

Every dawn has brought new hope for 125 displaced and 58 vulnerable families that since December 2010 have had their own housing. They form part of the project of San Luis de la Paz de Neiva in Huila supported by USAID with PADF as the principal donor.

This low cost housing construction initiative, in which IDP families received priority, has been an example of excellence at the national level thanks to timely coordination of investments from public and international sources. Successful project execution resulted from effective collaboration with the Municipality, the Government of Huila, PADF, ADAM, Acción Social and the investment company PROHUILA Ltda. The Program also coordinated with the Vice-Ministry of Housing, FONADE, ICBF, the Caja de Compensación Familiar del Huila, SENA and the community. The project was executed by a temporary union between the Fundación del Amor al Prójimo and PROHUILA.

The total investment added up to more than 4 billion Colombian pesos (approximately US $2.3 million), for the construction of 183 units, generating 1,400 direct and indirect jobs. It was also an answer to the IDP housing need and has been an engine of economic development for the city. This also facilitated the establishment of clear goals for improvement in the quality of life for these families and fostered social cohesion.

Project initiation and implementation called for an extraordinary effort in inter-institutional coordination. PADF made a similar effort with the community to achieve necessary understanding and commitment. In effect, the Program had to construct an alternative model of development for the city, supported by public policy for low-cost housing, and prioritizing the displaced population in support of effective application of the “Right to Housing”. This required a major effort by PADF as mediator in a participatory, democratic process.

The implementation process required the participatory development of structural designs in accordance with socio-cultural characteristics.
of the zone, sensitive use of local materials, and achievement of a synchronized approach among ICBF, local secretariats, PROFAMILIA\textsuperscript{10}, and municipal and departmental development plans. The Program negotiated use of local labor along with linking beneficiaries with income generation initiatives, the creation of space for community participation in improvement of the environment and implementation of designs that permitted future applications for additional housing.

Due to the nature of the Project, which was large and drew from the subsidy program of the Vice-Ministry, it had to be approved by the National Infrastructure Committee established by USAID, which, as a matter of policy focused on new housing and basic sanitation. In this framework, PADF led the process of coordination with entities of the region, including the Municipality of Neiva and the Departmental Government, so the project could be successfully concluded. PADF also worked to insure that benefitting families correctly completed the demanding application process.

PADF supported formulation of the required characterization of benefitting families as a value added and accompanied them in the request for subsidies and in the issuance of assignment letters, while also providing psychosocial assistance, technical training, follow-up and monitoring assistance. The Program strengthened community participation with teaching instruments for peaceful coexistence, orientation regarding the housing offer from the Vice-Ministry, the existing network of services and organizational processes in general.

The Program provided keys and titles to 183 housing recipients that made them legal owners of their new properties. Each unit included a constructed area of 47.05 m\textsuperscript{2} in lots from 84 to 140 m\textsuperscript{2}. Each house contained a multiple use main room with living and dining space and a kitchen with stainless steel sink; two bedrooms; a bathroom with toilet, sink, shower, and protective plating; a 500 liter water tank; an outside prefabricated laundry facility; a patio (for future expansion) and a garden area with space for parking. The project also included infrastructure works for basic services (water and sewer lines, drainage, electrical energy, public lighting, paved streets, curbs and sidewalks.

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\textsuperscript{10} PROFAMILIA is a highly respected NGO in Colombia specialized in women’s health care and reproductive services. It is a recipient of several grants from USAID.

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**SANTANDER-MAGDALENA MEDIO REGIONAL PROGRAM**

**Context**

The Santander and Magdalena Medio Region of IDP II is composed of selected municipalities of Santander, Antioquia, Bolivar and Cesar. The area is strategically important due to commercial crop production and industrial manufacturing development. Mineral and energy resources including uranium, gold and petroleum have had a major impact on the economy, attracting a strong presence of multinational companies. Foreign capital has invested in mega-projects in mining and energy. Important resources are generated through the General System of Royalties.

The History of the region has been marked by the presence of guerillas for decades, especially in the municipality of San Vicente de Chucurí, birthplace of the ELN, as well as in the Municipality of Barrancabermeja and in Southern Bolívar where several guerilla fronts are in evidence. The conflict was further aggravated by the arrival of diverse groups of paramilitary forces linked to narco-trafficking in 1997, which then united to constitute the Autodefensas Unidas de Colombia (AUC). These groups carried out selective assassinations and massacres and promoted coca cultivation and trafficking. Later they strengthened themselves through contracts for protection of commercial crops such as African palm, rubber and cattle.
Displacement in the region has been interdepartmental, flowing mainly from Southern Cesar, Southern Bolívar and Antioquia to Santander. Bucaramanga and its metropolitan area, including the municipalities of Lebrija, Piedecuesta, Girón and Floridablanca, along with the city of Barrancabermeja, are major reception areas. Barrancabermeja has more than 41,000 IDPs.

In recent years, although the presence of armed groups has been evident, including the Urabeños, Águilas Negras and Rastrojos, the cultivation of illicit crops and the conflict have diminished due to an increase of public forces in the area.

**Strategy of the Regional Office**

The Program established its main office for the region in Bucaramanga in 2007 with coverage of 23 municipalities of the Departments of Santander, Cesar, Bolivar and the Municipality of Yondó in Antioquia. The Regional Office based its strategy on construction of strong alliances with public and private sectors and international assistance sources to address IDP needs. Different from other regions, due to a substantial flow of national and foreign capital and supportive political will of certain leaders, it was possible to design projects with a leverage factor of 2.5 in terms of counterpart funds per USAID dollars invested.

The principal thrust of the strategy was to invest in projects for construction and improvement of social infrastructure, combined with income generation and institutional strengthening. The Program supported construction and improvement of urban and rural housing in addition to three CAIFs. The Program paid special attention to improving and perfecting the CAIF model and brought together the largest number of allies to date to assure adequate provision of health, education, nutrition and community organization services, thus improving long term sustainability. One of the key factors identified for infrastructure was to promote citizen follow-up and monitoring (veeduría) along with generation of income options.

To attend to complementary programmatic areas, PADF performed an important role in coordinating investments by Acción Social, FUNDESMAG (ECOPETROL's NGO), the Peace and Development Program for Magdalena Medio (PDPMM) and local municipalities. These contributed to agricultural and urban business projects as well as strengthening of Community Boards (Juntas de Acción Comunal – JACs), producer associations and community organizations. Although they had access to royalty resources, they were weak in investment planning. PADF played a key role as articulator for program development that had a major impact on performance of the Municipalities of Barrancabermeja and Piedecuesta in Santander, Yondó in Antioquia, and San Pablo, Morales and Santa Rosa in Southern Bolívar.

In response to growing needs for investment and for execution of a considerable number of contracts, PADF expanded the regional. In early 2009 PADF established a second office for support to Barrancabermeja and for follow-up in the Magdalena Medio sub-region.

**Accomplishments in Socio-Economic Stabilization**

Social infrastructure was the axis for integrating assistance focused on education, health, income generation and housing. The Program developed educational infrastructure through the three CAIF projects in Floridablanca, Piedecuesta and Barrancabermeja. These offered IDP and vulnerable populations modern educational infrastructure where families could be assisted with early childhood care and services for education, health and recreation. This intervention had the highest impact in communities of the area surrounding
Integrated humanitarian assistance support to internally displaced persons and other vulnerable groups

PADF established income generation as a cross-cutting element in all projects. It further supported the creation and strengthening of productive urban units through projects implemented by the Temporary Union CAFICON, the Corporación para el Desarrollo del Oriente (COMPROMISO) and FUNDESMAG. This allowed identification of potential markets, formalization of business arrangements with Chambers of Commerce, and improvement of existing productive processes linking startup businesses with private companies and commercial channels. The Program also developed credit programs and investment plans in collaboration with FOMIPYME\(^1\) and MIDAS.

In rural areas, PADF focused on income generation through production activities in cocoa, rubber, plantains, rice, corn and small livestock. The Foundation also strengthened processing capability through provision of agricultural infrastructure and supported strengthening producer and IDP organizations. Implementing partners included ASOCAUCHO (Rubber Association), FUNDEPALMA (Palm Growers Foundation), PDPMM, ASOCAZUL (Asociación de Productores Agropecuarios de la Zona Alta del Municipio de San Pablo) and FUNDESMAG.

### Income Generation

- The Regional Office created and strengthened 1,785 productive units, 2% rural and 98% urban.

- Productive units supported included 36% in manufacturing (mainly garments, shoes and purses), 27% in meal preparation, 18% in agriculture, and 16% in services (such as stationary, beauty salons, internet facilities and flower shops).

\(^1\) Colombian Fund for Modernization and Technological Development of Micro, Small, and Medium Businesses/Fondo Colombiano de Modernización y Desarrollo Tecnológico de la Micro, Pequeñas y Medianas Empresas.
Housing

The Program improved a total of 877 housing units through seven projects. Two of these were through direct implementation in Santa Rosa del Sur (Bolívar) and Barrancabermeja. In the Department of Santander PADF implemented projects through FUNDESMAG and CAJASAN (Caja Santandereana de Subsidio Familiar) that improved 34 and 100 units respectively. In the Department of Bolívar, the Program implemented projects through CORPRODINCO, PDPMM and ASOCAZUL, improving 334 units in the Municipalities of Morales, Arenal, Río Viejo, San Pablo, Cantagallo and Simití.

Food Security

The Regional Office provided food security assistance to a total of 7,019 persons, mainly infants served by the CAIFs.

Health

The Program provided medical attention to 2,302 persons in the form of vaccination services, childhood growth monitoring and nutrition.

Psycho-social assistance supported 9,353 persons.

Over 6,840 persons participated in activities for health promotion for parents and training in reduction of morbidity and mortality for expecting and lactating mothers.

Education

The Program facilitated extension of formal education programs to 5,514 children.

Institutional and Organizational Strengthening

The Program implemented a strategy for strengthening of community organizations and boards (JACs) through projects for economic and social infrastructure development. This included technical assistance in organizational processes and training in monitoring, accounting, administration and procurement procedures.

PADF strengthened 65 IDP organizations in 14 municipalities as part of the work on PIU development for the Santander Department. The process included awareness training, advice on internal organization and legalization of IDP associations and strengthening of communication skills for participation in the work of the departmental roundtables. The Program also assisted representatives of these organizations to establish clear goals and objectives for the process of negotiation and concertación related to PIU development in the 14 target municipalities.

This element of the Program assisted 8,516 persons and 83 public employees.

Over 70 community organizations were strengthened through improvement in organizational structures and operational processes.

Nine municipalities were strengthened in implementation of IDP related public policy through in PIU development.

15 territorial committees for attention to IDPs were strengthened through assistance directed to their participation in the implementation of public policy.
Highlighted Project

Center for Integrated Family Attention (CAIF)
A Community Educational Gamble that Sows the Future

Santander suffers from one of the most severe displacement problems due to the historical presence of illegal groups—guerillas, paramilitaries, and now criminal bands—all of which are associated with drug and arms trafficking. Every year thousands of displaced persons, especially from the Magdalena Medio Region, arrive and settle in towns and cities of the Department. They arrive in states of extreme poverty, aggravating depressed areas around urban centers, and surviving in huts of wood, cardboard and plastic. These families live in an atmosphere of insecurity, suffering from delinquency, urban violence and drug addiction.

In this context, lack of child care is one of the most serious challenges facing these families. Most families have to leave children in the care of “community mothers” to seek food for the day. These mothers, although with the best intentions, do not have resources for adequate attention to the children.

Responding to this need, the PADF Regional Office adapted the model developed by the Foundation in Soacha in 2003. The model has as its principal objective the construction of an integrated center with adequate space for meetings and class rooms, libraries, dining rooms, kitchens and bathing facilities for assistance to displaced and vulnerable families. It provides such basic services as health, education, job training, nutritional advice and psycho-social assistance.

Pre-school children enjoy appropriate facilities for infant care, educational material and didactic resources that foster their intellectual development. Young people, parents and heads of household, benefit from training in family support and management. They are later linked with projects for income generation in the zone.

The CAIF in Floridablanca opened in 2007 with support from the World Food Program, CITIBANK, Philip Morris, the Dutch Red Cross, the Ein Herz Fur Zinder Foundation, and ICBF. Management was assigned to the Fundación Colombo Alemana Volver a Sonreir. It provided a solution for child care and support to “community mothers”. The center
covers the barrios of Gonzalez Chaparro and La Cumbre and benefits 2,500 families. It includes 11 meeting rooms, a computer center, a library, a kitchen, and dining rooms throughout its 1,165 square meters.

In 2008, the Program initiated construction of the CAIF in Barrancabermeja together with the Municipality of Barrancabermeja, the Caja de Compensación (CAFABA) and ECOPETROL. This CAIF is a facility of 9,087 square meters that includes educational facilities for 300 children, along with health prevention, vaccination, medicine, orthodontics, nutrition, optometry, physical therapy, activities for senior citizens, cultural activities and sports for young people. It also incorporates income generation programs for the entire community.

The positive results from the CAIFs of Floridablanca and Barrancabermeja provided the basis in 2010 for PADF to solicit support for the construction of the CAIF of Piedecuesta from the Municipality of Piedecuesta, Fundación Estructurar, Fundación Suramericana and ICBF. The facility includes six equipped meeting rooms and a park. Its program supports 76 children in six community homes managed by the Dominican Brothers in Barrio Junín IV.

The success of the CAIFs of Floridablanca, Piedecuesta and Barrancabermeja can be seen not only in the significant impact they have had in the quality of life of the targeted groups of displaced and vulnerable populations, but also in the solid collaborative nature of the inter-institutional commitment of different institutional actors in the pursuit of common objectives to provide benefits to the communities. The allied private and public organizations supported around 70% of the cost of infrastructure. These CAIFs have now also turned into spaces in which children and their families can find entertainment, and experience the possibility for a better future through the services offered.

As pointed out in the main report, the CAIF model was officially adopted by the GOC for support through ICBF. It is cost-effective; it functions well; and it generates tremendous community and inter-institutional support, thus contributing to long term sustainability.

**ATLANTIC COAST REGIONAL PROGRAM**

**Context**

The Atlantic Coast Region is made up of six departments, including Atlántico, Bolívar, Cesar, Sucre, Magdalena and La Guajira. Visible consequences of the conflict in the region include homicides, massacres, kidnapping, displacement and plundering of land holdings. In the past 20 years more than 10,000 homicides took place. Between 1993 and 2009, 237 massacres were carried out, and more than 200,000 persons were displaced. A high percentage of the IDP families settled in cities of the region came from the Montes de María area in Northern Bolívar.

One of the principal symptoms of the dynamics of displacement in the area consisted of expulsion of populations from rural zones and their reception in capital and intermediate urban centers. In these cities the IDPs often congregated in the poorest neighborhoods where the most vulnerable populations were already located and where violence, drug trafficking, prostitution and illegal groups and criminal bands were rampant. For these reasons IDPs were repeatedly expelled from relocation sites, and the most vulnerable persons, including youth, women and Afro-Colombians, had poor prospects for rising above their depressed conditions.
Strategy of the Regional Office

PADF opened the Regional Office in 2007 in Cartagena. It covered 24 municipalities in the mentioned Departments. The Program focused on the main large and intermediate cities, including Cartagena, Barranquilla, Riohacha and Sincelejo, which had the highest indices for reception of IDPs in historically poor barrios and belts of poverty that were already filled with highly vulnerable populations. Given the complex and community-wide nature of the constraints facing the IDP target population, the Program was modified and expanded to cover overall development of the community and reconstruction of social fabric. PADF applied a differential focus to youth, women, and Afro-Colombians as groups meriting appropriately tailored treatment and protection.

The wide geographic coverage of the Program in the region required the establishment of satellite offices in Sincelejo (Sucre), Riohacha (La Guajira) and San Jacinto (Bolívar) to cover Montes de María. Initially the team focused on understanding the dynamics of displacement, strategy development and establishment of effective public-private communication and coordination. The strategy stressed rapid solutions for income generation in urban areas with emphasis on commercialization of products through projects carried out in conjunction with GOC programs. The team also focused on rural production, organizational strengthening, development of cooperative ventures and improvement of social infrastructure.

During this period the Program also developed 11 community relations (COMREL) activities with support from the US Marines and the Coast Guard. These normally took place over one or two days during which US military personnel repaired and painted local schools in low income sectors of Cartagena and Santa Marta.
Accomplishments in Socio-Economic Stabilization

The Program focused on income generation through three modalities: job placement, creation and strengthening of productive units and commercialization to respond to the urgent needs of families settled in cities. All projects included psycho-social attention, including creation of “life projects” and on development and accompaniment of viable business plans.

In the job placement area PADF successfully implemented projects with NGOs including the Indufrial Foundation, Círculo de Obreros, Fundación SURTIGAS, the Restrepo Barco Foundation, Actuar Bolívar and Granitos de Paz. These focused on job training and contractual placement of young people, especially in hotels, restaurants, and supermarket chains, along with businesses for industrial maintenance and refrigeration.

In the area of small business development, the Program carried out most projects under strategic alliances with Acción Social and FOMIPYME to leverage counterpart resources and accompany beneficiaries in improvement of productive processes and business management. The Team also consulted with local businesses and their associations (gremios) such as FENALCO (Federation of Commerce), COTELCO (the Hotel Association) and the Fundación Mamonal (the Cartagena Chapter of ANDI) to identify business options and to facilitate employability. The Program selected the most successful businesses to continue in a process of entrepreneurial development, promotion of associative business, formalization of businesses and the strengthening of grassroots organizations and producers for greater sustainability.

Lastly, the Program established productive and commercial chains in accordance with business demand in the Region. The purpose was to take advantage of tourist potential of the zone in alliance with the private sector and to provide incentives for business and commercial development through establishment of a permanent job network with the entities for the purpose of sharing experience, and identifying opportunities for association within productive lines.

In La Guajira PADF aligned itself with CHEVRON-TEXACO. This allowed for social development of the Wayuu indigenous communities through construction of health and education infrastructure and organizational strengthening of the municipalities of Manaure, Riohacha and Maicao.

Income Generation

- The Regional created and strengthened 7,028 productive units, 17% rural and 83% urban.
- 39% of productive units supported were focused on the service sector with such activities as tourism, washing machine rentals and beauty salons. Another 20% was dedicated to manufacturing with shoe making, tailoring, and artisanal handicraft production. An additional 18% were engaged in miscellaneous activities such as food sales mainly through restaurants and fast food shops. In agriculture, 8% was dedicated to corn and vegetable production for sale.

### Housing

The Program improved a total of 216 housing units. Two projects were implemented, one through the NGO Opción Vida for 200 units in Barranquilla and another for 16 units in San Juan del Cesar, implemented by the Organización Indígena Wiwa Yugumaiun Bunkuanarrua Tayrona.

### Food Security

- The Regional Office assisted 8,082 persons with food security. This was supported by the World Food Program, Operación Prolongada de Socorro, ICBF, and Acción Social with food for training and work, facilitating beneficiary commitment to project requirements.

### Health

- The Program affiliated 17,022 persons within the National Health system.
- Another 6,740 persons received medical attention in the form of vaccination services, growth monitoring and nutrition for children.
- Psycho-social attention was provided to 37,115 persons.
- Health promotion activities reached 7,716 persons, including parents, and provided training for reduction of morbidity and mortality of pregnant and lactating mothers.

### Education

- Formal education was extended to 8,080 children.

### Institutional Strengthening

In 2011 PADF decided to support the Departmental Government of Bolivar in a process of institutional strengthening to energize planning and articulation of policies for prevention of forced
displacement, especially through strengthening of the Departmental Committee for Attention to the IDP population and its roundtables for discussion dedicated to construction of the departmental PIU. The stakeholders that provided financial support to this undertaking included PADF, UNHCR, CHF, Estrategia Colombia Responde, and Acción Social.

The Departmental Committee was the appropriate place for the construction of the Bolívar PIU, for which amplified roundtables for prevention and protection were held with participation of leaders and public authorities of the Department. The Program carried out diagnostic risk assessments and achieved programmatic agreements for incorporation in the PIU.

PADF provided technical and logistical support for PIU development, which it carried out with involved stakeholders. In the process, the Program secured the commitment of the Bolívar Interior Secretariat, 46 municipalities, the regional ombudsman for Bolívar and Magdalena Medio, the Regional legal authority for Bolívar (Procuraduría Regional), municipal ombudsmen from all the municipalities and IDP organizations from the entire department. They were all taken into account in PIU development by the new Departmental Government, and their incorporation in the corresponding Development Plan was encouraged.

The Program executed a strategy for grassroots organizational strengthening with 10 existing producer associations located in Cartagena and Barranquilla. With these the Program concentrated on improving advocacy capacity and the formalization of models for cooperative enterprise and plans for capital accumulation.

With indigenous organizations in La Guajira, PADF strengthened organizational capacity through a strategy of social infrastructure improvement (housing, schools, health centers and water treatment). These benefitted the Wiwa and Wayuu groups. The Program also supported the Asociación Gonawindua Tayrona (Kogui) with an organic coffee project that allowed it to support organizational growth in terms of administrative, financial and accounting capacity. PADF also strengthened the Asociación de Campesinos Desplazados y Retornados de Bajo Grande – ASOBAJOGRANDE, with which it implemented a project for production and marketing of yucca as well as updating the Association in legal aspects, administration, taxes, accounting and legal registration for commercial operations. As a result, ASOBAJOGRANDE established a commercial relationship with the company Pepsico Alimentos S.A. (the FRITO LAY brand), for the supply of fresh yucca for transformation.

- The Program benefitted 22,906 persons and 498 public employees.
A total of 210 grassroots organizations were strengthened through organizational and operating process improvements.

Two municipalities were strengthened in implementation of public policy IDP populations through accompaniment in PIU formulation.

The program strengthened two local committees for support to IDPs for strengthened participation in public policy development activity.

**Highlighted Project**

**Training for 200 Youth and Women for Inclusion in a Tourism Supply Chain in Cartagena**

Cartagena, declared a World Heritage site by UNESCO, is the most recognized tourist destination of Colombia. Every year thousands of travelers from all over the world are attracted to its beaches, islands, horse drawn carriages and its walled city that dates from the Colonial era, along with excellent hotels and gourmet restaurants. In contrast, within a short distance, is found the “other Cartagena” of marginal barrios filled with displaced and vulnerable persons where poverty is concentrated and characterized by social exclusion and juvenile delinquency. The population is predominantly Afro-Colombian.

Historically recognized as one of the most depressed sectors of the city, the barrio Olaya Herrera forms part of the “other Cartagena” with grave problems of drug addiction, delinquency and a lack of resources to attend to the IDP population. Here, working with the Fundación Granitos de Paz, PADF focused on transforming the lives of 200 displaced and vulnerable families.

The two-year Project provided job training to young displaced and vulnerable Afro-Colombians with the aim of linking them with the tourist sector of the city, previously unreachable for this population. A second group, comprised of women heads of household, received training in small business startup, production of artisan handicrafts and cultivation of family gardens. The Program also provided psycho-social support to these families, which taught them to construct life plans and modify their outlook to focus on the future with a constructive attitude.

In collaboration with the project, the Hotel Association of Colombia (COTELCO) identified its recruitment needs for the tourist sector in Cartagena. SENA trained the young people in English, and in table service as waiters and bartenders, with support from Citigroup and the Departmental Government of Bolívar. The project began in
of his companions, continued his studies in English, thanks to a partial scholarship that was awarded to him by the Colombian American Center program, and the other half is paid through his work.”

Carlos’ life, as the case of other beneficiaries, has changed since then, leaving behind the dangers of delinquency, drug addiction and poverty. Now they don’t feel “displaced” or discriminated against, because the Program opened a world of possibilities for them to generate income and feel pride in themselves and their progress.

Out of the 90 female beneficiaries, 30 artisans were trained by SENA in the technical design of products, and 60 others were supported for the production of vegetables and aromatic plants that today are sold to many five-star hotels of the city.

**BOGOTA-VILLAVICENCIO REGIONAL PROGRAM**

**Context**

During the Program, Bogotá was the city with the highest reception of conflict generated IDPs in the country. Once in the city, most planned to remain, as they had little faith in guarantees for safe return to places of origin. In Bogotá, the poorest barrios, such as Ciudad Bolívar, Bosa, Suba and Usme, received the majority of incoming displaced families and individuals. This augmented already alarming levels of poverty and demanded priority attention of district authorities in attempts to avoid further deterioration in quality of life for the city as a whole.

The Department of Meta, on the other hand, was more severely influenced by the conflict. This
region included most of the Zona de Distensión (created in 1998) in the municipalities of La Macarena, Vista Hermosa, Uribe and Mesetas in Meta, together with San Vicente del Caguán in Caquetá. At the time, this allowed guerrilla groups to reorganize and strengthen themselves. The paramilitaries simultaneously expanded their domination in other municipalities of Meta, including San Martín, Granada, San Juan de Arama and Fuente de Oro. FARC groups took advantage of the demilitarized zone to expand their dominance in the area, fight over territories with the paramilitaries and increase land planted with coca in the Serranía de la Macarena and Vista Hermosa. In February 2002 the Government terminated the Zone (See Footnote 12).

Between 2003 and 2006 there was a substantial increase in massacres in Meta. Also, contrary to a declining national tendency, in this same period there was a major increase in the magnitude of forced displacement in the municipalities of Vista Hermosa, Puerto Rico and Macarena.

Footnote 12: The Zona de Distensión (Goodwill Zone) was an area established by the Colombian Government in 1998 in five municipalities of Meta (4) and Caquetá (1), to advance peace talks with the FARC. The territory was controlled by FARC until February 2002 when talks broke down, and the guerillas were driven out by GOC aerial bombardment.

During the second term of the Government of President Uribe (2006-2010) a Policy of Democratic Security and Consolidation was implemented. It created Centers for Integrated Consolidation, including in La Macarena, Meta. The policy enforced priorities to guarantee security of the population, facilitated participation of State and Departmental institutions and provided incentives for social and economic development of the area. In La Macarena, there were advances in security and strengthening of local and regional institutions, but threats persisted from armed groups. Nevertheless, illicit crop production was reduced and social capital was improved benefiting the civilian population.

**Strategy of the Regional Office**

Regional management for the Bogotá-Villavicencio program required continuing inter-institutional relations at national, international and business sector levels. The office responsible for the region operated from within PADF national headquarters in Bogotá. In 2008, PADF established a satellite office in Villavicencio to support projects in the Department of Meta.

Regional strategy focused on providing assistance to IDP populations through three principal lines of activity. These were designed to take into account the dynamics of the rural and urban municipalities covered in terms of numbers of inhabitants, indices of pressure and areas of IDP concentration.

First the Program focused on the two cities, Bogotá and Villavicencio, both major IDP reception centers. It assisted IDPs with income generation projects and institutionally linked them with service networks to facilitate stabilization. Second, bearing in mind the expulsion tendency of rural municipalities in Meta, the Program emphasized community participation and organization and regional development. The objective was
to support displacement prevention and foster stability. Third, the Regional Office participated as a major actor in mobilizing national and district level institutions to achieve greater engagement with IDP populations, organizations of displaced people and local entities, in the application of public policy for support for IDPs. The Program focused specifically on assistance for the development of PIUs and strengthening of entities that made up the SNAIPD.

Accomplishments in Socio-Economic Stabilization

For stabilization of the IDP population in Bogotá the Program focused on job training and income generation through creation and strengthening of productive units. Given the magnitude of the problem, concurrence and complementary actions on the part of National and District Governments were essential. Over the life of the Program, PADF signed various agreements for cooperation with Acción Social, FOMIPYME, the District Government and SENA with the goal of supporting socio-economic development of IDP and vulnerable populations.

In Bogotá, PADF implemented projects with ASOCOLFLORES, FUNDASET, CINSET, FAMIG, Fundación Social, Tecnovo, Fundación Juan Bosco Obrero and CONSOLIDAR, among others. These organizations were dedicated to capacity generation, restitution of rights and improvement of living conditions for participants through job placement and the marketing of goods and services. The Program provided job training and assisted with placement and income generation through strengthening of productive initiatives. One of the most successful interventions by was a project implemented by the NGO Best Buddies for employment generation for 110 young people with cognitive disabilities, enabling them to earn income and reestablish their right to work.

In rural areas of Meta, the Program worked in coordination with the USAID operator for implementation of the Colombian Strategic Development Initiative (CSDI), Creative Associates, and carried out projects in the municipalities of Vista Hermosa and Granada with Pastoral Social chapters. These provided training and technical assistance for agricultural production units along with psycho-social attention for IDP and vulnerable families.

Income Generation

- The Regional Office created and strengthened 3,153 productive units. Of these, 10% were rural and 90% urban.

- Of productive units, 42% corresponded to the commercial sector. Another 24% was dedicated to manufacturing including furniture, artisan handicrafts and garment production. An additional 24% consisted of small businesses in the food sector including rapid and typical meals, restaurants, beverages, ice cream and deserts. The final 10% went to services like beauty shops, washing machine rentals, and maintenance/repair facilities.
Integrated humanitarian assistance support to internally displaced persons and other vulnerable groups

Housing

- The Program improved 208 housing units in Villavicencio through a project with the local Caja de Compensación Familiar Regional in Meta (COFREM).

Food Security

- The program provided food security support to 6,239 persons. This was possible thanks to cooperation with the World Food Program, the Operación Prolongada de Socorro, ICBF, and Acción Social in food for training and work activities, which secured commitment of beneficiaries for project implementation.

Health

- Medical attention in vaccinations and childhood development control was provided to 1,240 persons.
- 5,268 persons received psycho-social attention.
- 622 persons participated in health promotion campaigns for parents with training in reduction of morbidity and mortality for pregnant and lactating mothers.

Education

- 636 children benefitted from formal education programs.
Institutional and Organizational Strengthening

The Institutional strengthening component focused on accompaniment to district and local administrations in PIU construction in Bogotá and with the Departmental Government of Meta. In the last year of the Program, the Regional Office incorporated a transition process in projects toward the new focus of the USAID Mission under the CSDL, particularly in the municipalities of Vista Hermosa and Puerto Rico, in close coordination with corresponding authorities. PADF also led a process of project coordination with institutions and beneficiaries of the two zones with the Integrated Consolidation Center for la Macarena and the SNAIPD.

In Bogotá, through an agreement with the Fundación Social, the Program supported the redevelopment of the PIU in cooperation with the District Secretariat of Government and Acción Social along with creation of an Annual Operational Investment Plan for 2012. The Program led the process of transition between the departing district administration (2011) with the incoming government, in which notable advances were accomplished in health, education and assistance guidelines for the Units of Attention and Orientation for Displaced Populations (UAOs). These provided specialized support to IDPs in juridical and psycho-social matters. Also included was the design and implementation of the initial phase of a District information system, with a ten-year road map included in the PIU, together with a short term planning model for 2012 that served as a guide for implementation of PIU components and the annual investment requirement.

In addition, PADF worked within the framework of the new Victims Law and Decree 462 of October 20, 2011, which created the Program for Integrated Prevention, Assistance, Attention, Protection and Reparations for Victims and the District Committee for Transitional Justice in consonance with the Law. These in general were the instruments that the Program supported to facilitate continuity and improvement of interventions in the District in support to Victims.

In the Department of Meta, through a project implemented by the Corporación Opción Colombia, and through direct execution, PADF consolidated a strengthening process for the Departmental Roundtables of organizations of displaced people (OPDs) in a coordinated form with the Government of Meta, UNHCR and UNDP. As a result, the Program strengthened and empowered the OPDs in their representative initiatives.

- The Program benefitted 14,305 persons y 94 public employees with institutional strengthening.
- A total of 50 grassroots organizations were strengthened, improving their organizational structures and operational processes.
- Two municipalities were strengthened in the implementation of public policy for support to IDP populations through assistance in the formulation of PIUs.
- 15 territorial committees for attention to IDPs were strengthened for improved participation in public policy implementation.

Highlighted Project

The Unique Integrated Plan (PIU) Road Map for Attention to the Displaced Community in Bogotá

As the largest metropolitan area of Colombia, greater Bogotá was the principal reception zone in the country for displaced persons fleeing the
unabated assaults of armed groups. From reliable estimates, this population then totaled over 300,000. Despite the fact that the highest levels of resources and institutional capability in the country were concentrated in Bogotá, the distance between those that managed resources and those that needed them was enormous.

For this reason the main objective of the PIU Project with Fundación Social was to contribute to guaranteeing effective enjoyment of legal rights by the IDP population. To accomplish this, the Program assisted in the redevelopment of the PIU for Bogota as the principal instrument for planning, advocacy, execution and evaluation of strategies, programs and projects designed for protection of displaced persons. PADF's role, in addition to financing the effort, was to lead the design process with participation of the IDP target group and the involved institutions. This was a major challenge in Bogota, because a grave state of disorganization and lack of execution capacity existed among organizations charged with supporting the displaced. The distance between what each national institution said and what it could actually do, and what the population really needed, was exceedingly large.

With this in mind an early objective of the PADF agreement with Fundación Social was to achieve a consensus among the institutional actors for the reformulation of the PIU for the District, using a flexible, participatory methodology to address existing needs. In pursuit of this collective understanding, PADF and the Fundación Social worked to incorporate each of the institutions, whether national or local, that had to do with the IDP population, and to define the role of each in accordance with existing competencies and resources. PADF accompanied the process with each institution, motivating their leaders to participate actively, in the process achieving collective construction and an effective set of interventions.

On the basis of the original Decree T-025 of the Constitutional Court, which declared the Government non-compliant with the Constitution and existing law with respect to its treatment of the IDP population, and subsequent related orders (“autos”), there were a number of positive changes made to the mandate for attending to the IDP community. The Program put three strategic principles in place, including: a) prevention and protection, b) attention and c) restitution. To these were linked five cross-cutting precepts: 1) differential attention, 2) institutional strengthening, 3) improvement in the base of understanding, 4) follow-up and evaluation, and 5) articulation of the national-territorial relationship.

As a result of this effort, the Program developed a planning matrix that today is established by decree in the Capital District and frames the road map for future attention to the IDP population. This is incorporated in the Bogotá PIU 2011-2020, which has been taken as a model by other municipalities in the country.

Throughout the process, PADF strengthened the District through contracting an advisor to the Mayor's office. The Foundation also systematized the experience and turned in a guide on aspects to keep in mind for incorporation in the PIU such as a special chapter on implementation of the Victims law. This document was submitted to the transition team for the new administration of the city.

The challenge for the future is to structure the plan for synchronization with the Victims Law. Also, if the route indicated by the PIU is followed, in ten years the District will have complied with the mandate to attend to the total population of displaced persons, and an institutional support apparatus will be in place for ongoing attention to the community of victims. Further, the likelihood will be enhanced that supporting programs will
have specific budgets that can be monitored by all entities involved.

Bogotá, thanks to the Program’s management of the process and the Alliance between the District Secretariat, Acción Social and the Fundación Social, now has an operational plan for attention to the displaced, which was shared during the transition with the new administration that assumed office in January 2012. The road map was drawn up and is in force. Now it must be executed. A defined budget is established together with a strategic plan, activities, and the commitment of each participating institution.