



Evaluation of the UNHCR- Government of Colombia Four-Year Plan (2015-2019)

EVALUATION REPORT
JUNE 2020

Conducted by Econometría Consultores:
María Gloria Cano, María Consuelo Ramírez, Marta Lucía Ramírez, María
Paula Pérez

UNHCR Evaluation Service

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Evaluation Service

United Nations High Commissioner for Refugees

Case Postale 2500

1211 Genève 2

Switzerland

www.unhcr.org

Published by UNHCR

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Acknowledgements

Econometría wishes to thank the UN High Commissioner for Refugees (UNHCR) for its assistance and interest in the development of this evaluation. The evaluation team would also like to thank every beneficiary and participant involved in the activities conducted within the framework of the UNHCR-Government of Colombia Four-Year Plan (2015-2019) for their time and generosity in sharing their experiences and opinions in the focus groups, and also to officers of the Government of Colombia, at the national and territorial level, as well as to controlling bodies and other entities and organizations interviewed.

Evaluation information at a glance	
Title of the evaluation:	Evaluation of the UNHCR-Government of Colombia (GoC) Four-Year Plan (2015-2019)
Timeframe covered:	2016-2019
Expected duration:	December 2019 to April 2020
Type of evaluation:	Decentralized
Countries covered:	Colombia
Evaluation manager / contact in UNHCR:	Jozef Merckx/colbo@unhcr.org
Support staff:	Ana Maria Romero/romeroa@unhcr.org

Commissioned by UNHCR Colombia

Evaluation Quality Assurance provided by UNHCR Evaluation Service and IOD PARC

Executive summary

This report contains the Final Evaluation of the UNHCR-Government of Colombia Four-Year Plan (2015-2019), hereinafter "the Plan". UNHCR Colombia commissioned Econometría to conduct the evaluation between December 2019 and April 2020. It covers the Plan implementation period from January 2016 to December 2019. The objectives of the evaluation were to assess the relevance, effectiveness, efficiency and sustainability of the Plan; to draw lessons and best practices; and to formulate conclusions and recommendations that can serve as the basis for planning the next cooperation cycle. The stakeholders of this evaluation are UNHCR, the Government of Colombia (GoC) at the national and territorial levels, and the participating communities, in addition to other United Nations and cooperation agencies.

The UNHCR-GoC Four-Year Plan (2015-2019) was a response to the UNHCR's commitment with the GoC to strengthen national mechanisms for protecting and assisting the country's forcibly displaced population. An investment of USD 50.2 million was allocated to four lines of cooperation (LC): 1. Protection and Prevention; 2. Durable Solutions; 3. Participation; and 4. Overcoming the Unconstitutional State of Affairs (ECI).¹ The Plan was designed in 2015 under the Santos administration, in light of the implementation of Victims Law 1448 of 2011 and of the Peace Agreement process between the GoC and the Revolutionary Armed Forces of Colombia (FARC).

This evaluation employed a mixed methods research methodology, using quantitative and qualitative data, focused on verification of the Plan's theory of change. Evaluators collected data from the literature review² and through online surveys, interviews, and focus groups, triangulated data to answer evaluation questions and confirm findings, conclusions, lessons learned, and develop recommendations. Field work consisted of visits to the municipalities of Quibdó, Cúcuta, Arauca and Mocoa where evaluators conducted 34 interviews with municipal authorities, ombudsman's offices, municipal attorney's offices, UNHCR officers, and other relevant partners. Evaluators carried out ten interviews at the national level with UNHCR officers and some entities from the National Government. They held eight focus groups with 101 participants including women, young people, persons with diverse SOGI,³ leaders, and 58 UNHCR and national and territorial government officers.

The evaluation adhered to the United Nations Evaluation Group (UNEG) Code of Conduct for Evaluation, involved harmless actions, and obtained informed consent from all participants. In addition, the evaluation team carried out quality assurance mechanisms consisting of the evaluation team's interaction, output revision, and joint work with the UNHCR monitoring team.

¹ "In early 2004, the Constitutional Court issued Ruling T 025, which declared the existence of an Unconstitutional State of Affairs (ECI) due to the systematic and massive violation (of rights), resulting from the State's failure to fulfill its constitutional obligation to guarantee the rights of the victims of forced displacement caused by the internal armed conflict, and to protect their lives, honor and property" <https://www.unidadvictimas.gov.co/es/gestion-interinstitucional/estado-de-cosas-inconstitucional-eci-y-estrategia-de-superacion-sup-eci>.

² Approximately 32 documents

³ Persons with diverse sexual orientations and gender identities (SOGI)

1. Main findings and conclusions

1.1. Relevance

The Plan was relevant in that it was designed jointly with the national government with the goal of ending the armed conflict and overcoming the ECI, at a time of institutional change and readjustment (2015). The core of the Plan was protecting and assisting the displaced population. Counterpart organizations and agencies were the Colombian State, the Legislative, Executive and Judicial Branches, controlling bodies, and territory-based organizations.

The Plan complemented regulatory and policy structures as well as national and territorial programmes. Entities included under the Plan signed letters of understanding with UNHCR that included capacity development advice, thereby contributing to achievement of their objectives and goals. Alignment under the Plan extended to the territorial level, where UNHCR worked with the mayor's offices, governor's offices and the Public Prosecution Office to promote implementation of the Victims Law, to consolidate processes for durable solutions in both urban and rural areas, to strengthen the technical tools for assisting the displaced population, and to identify and develop solutions for the displaced indigenous and Afro-descendant communities.

The Plan faced challenges concerning the relevance of action plans, due to a change of administration in the national and territorial governments, worsening of the humanitarian crisis resulting from the mixed influx of refugees and migrants from Venezuela to Colombia, and a reconfiguration of the armed conflict.

1.2 Efficacy

The Plan consisted of two types of actions: 1) institutional strengthening for prevention, protection, assistance, and reparation of displaced populations; and 2) building capacity in communities as the main actors in making decisions to guarantee their rights and seek solutions. Average goal attainment was 94%. UNHCR and the GoC achieved key results in institutional capacity building, particularly in municipal attorney's offices, the ombudsman's office (branch offices and the Early Warning System [EWS]), the National Protection Unit, Unit for Comprehensive Victim Support and Reparation (Unit for Victims), Attorney General's Office (PGN), and Ministry of the Interior. Reports, handbooks, manuals, CAYP (Children, Adolescents and Young People) participation tools, and a collective protection decree, among others, were created. UNHCR and the GoC achieved results in collective protection, community transformation, peace-building and awareness raising, as well as in the way communities rebuild the social fabric, manage their solutions, and interact with the government as rights-bearing citizens.

Achievements include hundreds of communities strengthened; hundreds of CAYP risk cases identified and assisted through local protection systems; the strengthening of 113 multi-function gender-based violence (SGBV) response committees, desks, and teams, and approximately 50 women's and diverse SOGI organizations; over 130 entities institutionally strengthened per year at the national and territorial level; 29 communities assisted in settlement legalization processes, 13 of them legalized successfully. From the above came extensive supportive evidence and informative lessons related to the implementation of the durable solutions approach, in addition, mayor's offices better able to form legalization teams.

The Plan's design and implementation are in line with the UNHCR Age, Gender, and Diversity Policy as it explicitly incorporated the various groups of concern within its lines of action. Action plans were created with a differential territorial and age, gender, and diversity approach based on participation assessments. Accountability processes with specific indicators with a differential approach were conducted. Nevertheless, there were coverage gaps, for example: the number of afro-descendant communities accounted for one fourth of the number of indigenous communities, and in 2018 and 2019 development processes were suspended.

There are five main factors identified as positive for attainment of the proposed results: 1) the joint work based on trust by UNHCR and the GoC, and by UNHCR with the communities, based on respect, impartiality, transparency of information, defense of human rights, recognition and visibility, dignity, dialogue, and inclusive participation; 2) the joint planning methodology implemented; 3) the support of the

Constitutional Court to continue efforts to overcome the ECI through Order of Compliance 373 in 2016, which makes the actions set forth in the Four-Year Plan highly relevant; 4) the UNHCR staff team based in the territory, praised by different interlocutors for their humanity, sensitivity, knowledge, experience and impartiality; 5) the convergence of different actors, the community and institutions, and even the private sector, in advancing and/or achieving the legalization of neighborhoods.

The following were identified as the Plan's limiting factors: 1) worsening of the armed conflict due to the reconfiguration of armed groups, that gave rise to challenges to the implementation of the Plan and required reinforcing prevention and protection actions, and that threatened the continuity of solution actions as well as participation from some at-risk communities due to access and communication difficulties; 2) change of administration, both at the national and territorial level, that entailed modifications to the approach and priorities and staff turnover; and 3) the crisis brought about by the mixed influx of refugees and migrants from Venezuela, which required reducing Plan resources due to a shift in donor priorities, as well as rethinking UNHCR efforts in the territory as response to this population's protection and assistance needs, under UNHCR's mandate.

1.3. Efficiency

The Plan's total operational resources were estimated at USD 50.2 million, of which 54% were allocated to LC (Lines of Cooperation) 1, 27% to LC2, 16% to LC3, and 3% to LC4, ensuring that all actions contributed to overcoming the ECI. The availability of resources was reduced throughout the five years as donors redirected resources to the Venezuelan mixed migration crisis, causing a decrease by 33% from 2016 to 2019, which in turn had a negative impact on goal attainment: 95% in 2016-2017, 90% in 2018, and 70% in 2019. Resources served different purposes in human resources; financing equipment and reinforcing safe spaces for communities (community infrastructure), ombudsman's office and municipal attorney's office teams, transportation for visiting communities, financing of workshops and training, focus groups, transportation for leaders, complex solutions processes aimed at stabilizing returned or relocated communities, among others. Additionally, interviewees praised the efficiency of UNHCR's response.

Moreover, existing institutional and regulatory structures were leveraged, and institutions served as support, both at the national and territorial level. The articulation with the National Government entities was efficient: with the Unit for Comprehensive Victim Support and Reparation to provide technical support to the Public Prosecution Office's capacity building in decision making about massive and individual displacement and confinement, as well as with the Ombudsman's Office, Attorney General's Office, municipal attorney's offices, Ministry of the Interior, UNP for prevention and protection, among others. Links with other agencies can be enhanced for all future plans.

1.4 Sustainability

Institutional and community strengthening yielded the following results in terms of sustainability: 1) strengthened public policy on urban legalizations in the four municipalities that received support; 2) the solutions processes became sustainable once an effective link with local and national institutions was achieved; 3) including the programmes (or policies) in municipal development plans supported sustainability; 4) the results of reinforcing community infrastructure and providing supplies remain; 5) the work with communities based on active participation and building communities' capacity to organize and take control of their own solutions made processes and youth leadership sustainable; 6) the settlement legalization processes have been replicated; 7) Decree 2078 of 2017 was a milestone in collective protection.

2. Lessons learned and best practices

Analysis and literature review showed the following best practices and lessons learned:

Best practices
The Plan's methodology with a differential approach for development and decision making as a whole and in the dedicated plans with entities and communities.
Lessons learned
Displacement dynamics respond to regional and sub-regional criteria. Therefore, regional strategies should be promoted.

The National-Territorial coordination and links between institutions with communities and other institutions are vital for ensuring implementation of prevention and assistance measures and advancing durable solutions for the displaced population.
The comprehensive policy on informal urban settlements transforms the lives of persons and communities. Actions to be taken should result from participation processes involving community dialogue and should be flexible and tailored to each context.
Strengthening processes with ethnic communities are long-term, systematic, and ongoing, based on trust, listening and the creation of spaces for dialogue.
Making leadership stronger, more diverse, and inclusive while engaging youth, contributes to sustainability within communities and takes over the entire solutions processes.

3. Recommendations

Recommendation 1 Strengthen and continue with the implementation of the durable solutions approach in displaced population communities. Place emphasis on generating lessons that will be incorporated in the knowledge management processes with the GoC, as well as influencing public policy on comprehensive assistance and reparation for displaced populations, returnees, relocated persons, and local integration. Continue documenting experiences, lessons learned, and best practices in the implementation of the durable solutions approach and creation of spaces for dialogue, particularly with the Unit for Victims return and relocation teams. Time frame: Short term

Recommendation 2 Reinforce and continue with the agenda for prevention, protection and non-repetition guarantees in favor of the displaced population and the population at risk of displacement, emphasizing highly vulnerable population groups. Along this line, reinforce and continue the work agenda with the Ministry of the Interior, UNP, Unit for Victims (registration), Attorney General's Office, and other relevant entities, as well as with communities in their risk identification processes, building of road maps for protection, and articulation with government entities. Time frame: Short term

Recommendation 3 Strengthen the relationship with other UN System agencies for a new and better articulated UNHCR-GoC action plan, explicitly integrating potential synergies and articulations, to enhance inter-agency strengths. Time frame: Short term

Recommendation 4 Reflect internally on the lessons learned from the work in ethnic communities which lead to creation of guidelines for actions in a new action plan, particularly regarding the scope and effort required for working with indigenous peoples and Afro-descendant communities. This reflection should include relevant time periods, resources, and aspects to be strengthened within the UNHCR team, in order to address the commitments agreed with these communities. Time frame: Short term

Recommendation 5 Strengthen "exit" mechanisms to be applied in the work with communities to gradually reduce the intensity of actions over time while making the parties increasingly self-sufficient. It is recommended to include explicit actions that can contribute to sustainability once UNHCR's intervention is complete. An example of a best practice was the creation of legalization offices within mayor's offices, allowing the continuity of informal settlement legalization processes.

List of Acronyms

UNHCR	United Nations High Commissioner for Refugees
APC	Presidential Agency for Cooperation
CERREM	Risk Assessment and Measure Recommendation Committee
CEV	Truth Commission
CICR	International Committee of the Red Cross
IHL	International humanitarian law
DNP	National Planning Department
ECI	Unconstitutional State of Affairs
EGED	Effective Enjoyment of Rights Survey
ELN	National Liberation Army
EPL	Popular Liberation Army
FARC	Revolutionary Armed Forces of Colombia
GBVIMS	Gender-Based Violence Data Management System
GoC	Government of Colombia
EER	Effective enjoyment of rights
EER	Effective Enjoyment of Rights
FC	Focus groups
ICBF	Colombian Family Welfare Institute
JEP	Special Jurisdiction for Peace
LC	Lines of cooperation
LGTBI	Lesbian, gay, bisexual, and transgender
MPTF	United Nations Multi-Partner Trust Fund for Colombia
CAYP	Children, adolescents, and young people
NGO	Non-governmental organization
EWS	Early Warning System
SGBV	Sexual and gender-based violence
SIVJRNR	Comprehensive System of Truth, Justice, Reparation and Non-Repetition
SNARIV	National System for Comprehensive Victim Support and Reparation
SNPPGNR	National Subcommittee on Prevention, Protection and Guarantees of Non-Repetition
SOGI	Sexual orientation and gender identity
TSI	Transitional Solutions Initiative
UARIV	Unit for Comprehensive Victim Support and Reparation
UBPD	Disappeared Persons Search Unit
UBPD	Disappeared Persons Search Unit
UNEG	United Nations Evaluation Group
UNP	Protection Unit
UNP	National Protection Unit
URT	Land Restitution Unit
GBV	Gender-based violence

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Introduction and background

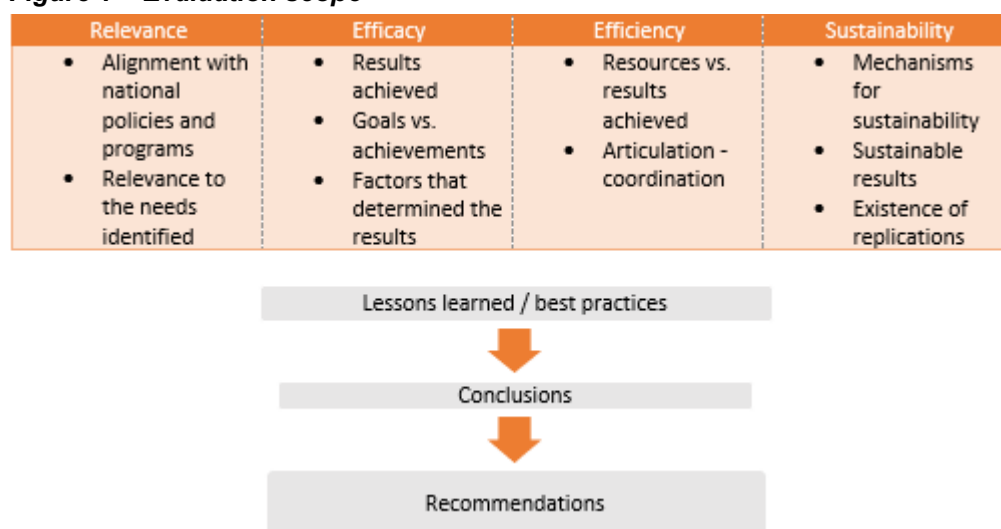
This report contains the Evaluation of the UNHCR-Government of Colombia (GoC) Four-Year Plan (2015-2019). UNHCR Colombia⁴ commissioned the consulting firm Econometría⁵ to conduct the evaluation. It was carried out between December 2019 and April 2020 and covered the Plan execution period from 1 January 2016 to 31 December 2019.⁶

The evaluation objectives under the Terms of Reference (see Annex 1) are to:

1. Evaluate the actions taken by UNHCR, including those taken in collaboration with other United Nations agencies, funds, and programmes, within the framework of the lines of cooperation agreed upon in the Four-Year Plan (2015-2019).
2. Analyze, by emphasizing national and local capacity building, the relevance, efficacy, efficiency, and sustainability of the cooperation offered by UNHCR and its contribution to national priorities.
3. Analyze the results of the cooperation offered by UNHCR; and
4. Utilize lessons learned, achievements, best practices and execution limitations to formulate conclusions and recommendations that can serve as basis for the planning of the next cooperation cycle, while allowing for accountability and observance of UNHCR's evaluation policy. (ACNUR, 2019)

The figure below summarizes the evaluation scope and criteria:

Figure 1 – Evaluation scope



Source: Prepared by the authors

This evaluation will be used for learning and cooperation agreement purposes by UNHCR and the Government of Colombia, as it provides strategic recommendations on the topics addressed in the Plan, and its timing is extremely relevant in light of the process of dialogue on the joint lines of action to be followed.

The evaluation stakeholders are UNHCR, the Government of Colombia at the national and territorial level, and participating communities. From the National Government, the main Plan partners were the Ministry of Foreign Affairs, the Unit for Victims, and the Presidential Agency for Cooperation (APC), in addition to the National Protection Unit (UNP), Land Restitution Unit (URT), Ministry of Housing, Office of the Comptroller General, Constitutional Court, Public Prosecutor's Office (PGN), Ombudsman's Office, Colombian Family Welfare Institute (ICBF), National Civil Registry, and the National Planning Department (DNP). The partners

⁴ See Terms of Reference in Annex 1.

⁵ The evaluation team was composed of María Gloria Cano, who served as team leader and interlocutor with UNHCR; María Consuelo Ramírez, a lawyer and human rights specialist, who focused on the context and evaluation of protection, sustainability, and the overcoming of the Unconstitutional State of Affairs; Marta Lucia Ramírez, social sciences expert, who provided transverse support throughout the process, particularly to information collection through interviews and focus groups, and to secondary literature reviews; and María Paula Pérez, who provided transverse support. Ana María Romero oversaw the contract on behalf of UNHCR.

⁶ See details in Annex 2.

at the territorial level are from governorates and mayor's offices. Other evaluation stakeholders include partner NGOs such as Opción Legal, Corporación El Minuto de Dios, and other United Nations and International Committee of the Red Cross (ICRC) cooperation agencies. Annex 3 presents the mapping of stakeholders and their interest and participation in the evaluation.

Subject of the evaluation

The subject of this evaluation is the implementation of the UNHCR-GoC Four-Year Plan (2015-2019.) The plan responded to UNHCR's commitment with the Government of Colombia to strengthen the national mechanisms for the protection of and assistance to the internally displaced population, under the *"Memorandum of Intent signed by the UN High Commissioner for Refugees (UNHCR) and the Government of Colombia, on the provision of cooperation to address forced displacement"* (1999), where it was agreed *"to strengthen the actions taken by the Government to provide solutions to the problem of internal displacement and to improve the situation of the victims."* It was agreed to cooperate in five areas: 1. Preventive Action; 2. Protection and Solutions; 3. Compliance with Internal Legislation; 4. Strengthening of Coordination Mechanisms; and 5. Strengthening of International Cooperation.⁷

Under this Memorandum of Intent, UNHCR developed cooperation activities to provide solutions to displacement in Colombia. In November 2015, the Government of Colombia under the Santos Administration, and UNHCR signed a Four-Year Plan for the 2015-2019 period, which considered different actions *"under a technical cooperation scheme aimed at strengthening the national mechanisms for the protection of and assistance to the internally displaced."*⁸ This Plan excluded actions for the protection of refugees, stateless persons, and asylum seekers.

Four lines of cooperation (LC) were established reflecting the duality of the work approach: first, strengthening State entities at the national and territorial level, and second, strengthening communities. The figure below summarizes the activities included in each line of cooperation. Details are presented in Annex 2.

⁷ UNHCR-Government of Colombia (1999), Memorandum of Intent signed by the UN High Commissioner for Refugees (UNHCR) and the Government of Colombia, on the provision of cooperation to address forced displacement. Bogotá, 1999

⁸ UNHCR-Government of Colombia (2015), Four-Year Plan 2015-2019, Bogotá

Figure 2 – UNHCR-GoC Four-Year Plan (2015-2019): Lines of cooperation

<p>LC1 Prevention and Protection</p>	<p>Strengthening of the System of Protection and Guarantees of Non-Repitition</p> <ul style="list-style-type: none"> • Identification and mitigation of risks – adapting prevention, risk assessment, and protection mechanisms • Gender-based violence – adapting and monitoring the implementation of roadmaps • Prevention of violations and protection of children and adolescents – adopting and implementing institutional and community action plans for protecting children and adolescents (CA) • Ethnic groups displaced or at risk of displacement – adopting and implementing prevention and protection measures for mitigating risks and finding solutions
<p>LC2 Solutions</p>	<p>Strengthening of national and local authorities in the search for solutions for the displaced population</p> <ul style="list-style-type: none"> • Restitution of land – consolidating lessons learned • Local planning – strengthening the technical tools intended for achieving a match between displaced population assistance policies and local development policies • Ethnic communities – authorities and communities providing support to identify and develop solutions for indigenous peoples and communities and supporting institutions and communities in the implementation of Orders of Compliance 004 and 005
<p>LC3 Effective Participation</p>	<p>Strengthening of the capacities of communities displaced or at risk of displacement, as well as reception communities to guarantee their effective participation</p> <ul style="list-style-type: none"> • Peaceful coexistence and intercultural dialogue – supporting the design and implementation of processes for strengthening organizational and self-government structures with communities and in return and relocation processes • Effective participation of children and adolescents – supporting the design and implementation of tools for promoting the effective participation of children • Participation of women and PLGBTI – supporting the design of methodological tools so that MyPLGBTI organizations can generate proposals for their protection and solutions
<p>LC4 Enforcement and monitoring Victims Law</p>	<p>Strengthening of the Colombian institutions in charge of monitoring and enforcing the Victims Law</p> <ul style="list-style-type: none"> • Technical assistance for the National Government: providing technical assistance to the National Government in the enforcement of the Victims Law and the suspension and termination of the ECI • Support for the Constitutional Court: providing support to the Constitutional Court in monitoring and terminating the ECI • Support for controlling bodies: providing support to controlling bodies in the articulation between and convergence of the different Public Prosecution Office entities within the framework of the Monitoring Commission

Source: Prepared by the authors based on the Four-Year Plan (2015-2019)

Line of cooperation aimed to contribute to transformations and advancements in each topics. They are summarized as follows:

<p>LC1 Prevention and Protection</p> <ul style="list-style-type: none"> -Adapting prevention, risk assessment, and protection mechanisms to a comprehensive sub-regional and collective approach -Adapting and monitoring the implementation of roadmaps, including traceability of cases of sexual violence for assistance to women and persons with diverse SOGI⁹ that are survivors of sexual violence, within the framework of the armed conflict and the formulation of recommendations -Adopting and implementing institutional and community action plans for protecting children and adolescents (CA) -Adopting and implementing prevention and protection measures for mitigating risk and finding solutions 	<p>LC2 Solutions</p> <ul style="list-style-type: none"> -Consolidating lessons learned from the urban and rural solutions processes supported by UNHCR -Strengthening the technical tools intended for achieving a match between displaced population assistance policies and local development policies -Authorities and communities providing support to identify and develop solutions for indigenous peoples and communities, including tools for local planning, national-territorial coordination, and collective reparation -Providing support to institutions and communities in the implementation of reparation measures and observance of Order of Compliances 004 and 005
<p>LC3 Effective Participation</p> <ul style="list-style-type: none"> -Supporting the design and implementation of processes for strengthening organizational and self-government structures with communities, and of return and relocation processes -Supporting the design and implementation of tools for promoting the effective participation of children -Supporting the design, management, and determination of methodological tools so that women's and diverse SOGI organizations can generate community proposals for their comprehensive protection, including solutions, and present concrete actions before relevant public institutions 	<p>LC4 Overcoming the Unconstitutional State of Affairs (ECI)</p> <ul style="list-style-type: none"> -Providing technical assistance to the National Government in the enforcement of the Victims Law and the suspension and termination of the ECI -Providing support to the Constitutional Court in monitoring and terminating the ECI -Providing support to controlling bodies in the articulation between and convergence of the different Public Prosecution Office entities within the framework of the Monitoring Commission

The pursuit of results was based on the following four assumptions:

- Post-conflict and peace-building remain priorities to the Government in power, throughout the execution of the Four-Year Plan.
- There is political will and interest from the counterparts in allocating financial resources and qualified human resources with both technical and decision-making skills.
- No additional risks are caused to the populations intervened by UNHCR.
- It is clear that the focus of UNHCR's strengthening efforts is the State, including the government, controlling bodies, and the judicial branch.

Moreover, the initial budget for allocation to the four lines of cooperation was estimated at USD 95.97 million. Ultimately, 53% of the budget was allocated. This is explained further in the sections about efficacy and efficiency.

The Plan was implemented in Colombian institutions of the Executive Branch, particularly the Unit for Victims (both at the national and territorial level), the Ministry of Foreign Affairs, APC, and other entities such as the UNP, URT, Ministry of Housing, National Civil Registry, and mayor's offices in the targeted municipalities; as well as in institutions of the Judicial Branch, especially the Constitutional Court. The State's controlling bodies also received support at the national and territorial level, particularly the PGN and Ombudsman's Office, with municipal attorney's offices according to the country's political distribution.

Within the framework of the Plan, programmes were implemented with state institutions as well as Colombian civil society organizations, communities of forced displacement victims in different municipalities, and both indigenous and afro-descendant communities. On behalf of UNHCR, the Plan was implemented by the UNHCR Colombia country office and field and units offices in Quibdó, Cúcuta, Arauca, Putumayo, Cali, Pasto, Bogotá, Medellín, Apartadó and Mocoa.

Context

The direct context of the Four-Year Plan design and execution is the Colombian armed conflict and the resulting forced displacement of people in the country, which has claimed over eight million victims since the late 1990s.

⁹ Persons with diverse sexual orientations and gender identities

Colombia is a middle-income country with a population of 48.2 million,¹⁰ of which 51.2% are women and 48.8% are men, and of which 77.1% are located in urban areas, 15.8% in rural areas, and 7.1% in population concentration areas. The GDP per capita is at USD 6,651. Of the population 19.6% lives in poverty according to the Multidimensional Poverty Index, 27% lives below the poverty line, and 7.2% is homeless or living in extreme poverty.¹¹ The annual GDP growth ranged between 2.5% and 3.3% from 2015 to 2019.¹²

Colombia is known for its macroeconomic stability and moderate growth. However, the long-standing armed conflict has been fueled by the urban-rural and territorial gaps in wealth, land ownership and rent, and the existence of illegal economies such as drug trafficking and mining. The number of victims is estimated at 8.9 million registered persons,¹³ of which 7.58 million suffered forced displacement. By 2014, 63.8% of the displaced population was living in monetary poverty and 33% in extreme poverty.¹⁴ At this time, in Colombia, 28.7% of the population was living in monetary poverty and 7.9% in extreme poverty, which shows that victims of forced displacement make up the majority of the country's poorest population.¹⁵ The same survey measured Effective Enjoyment of Rights (EER) indicators. It revealed that, in addition to the income indicator, the right showing the lowest level of enjoyment was *decent housing* (19.5%).

Over the past 16 years, the Constitutional Court has repeatedly confirmed the Unconstitutional State of Affairs (ECI) concerning the displaced population, and declared it in Ruling T-025 of 2004 as a consequence of the State's failure to solve the existing risk situations across the country, as well as of the lack of articulation for providing comprehensive prevention, protection, and assistance to this population so that they achieve the EER. An outstanding response from the government was the Victims and Land Restitution Law 1448 of 2011, which establishes different types of judicial, political, and economic measures for guaranteeing individual and collective victims the Effective Enjoyment of Rights (EER).¹⁶ Nevertheless, given the magnitude of the problem, the implementation of the law faced major challenges, such as the fiscal sustainability of the policy, (Bornaely 2011; DNP 2011; Toro 2015); the expectations built by conflict victims; and the effectiveness of the law to establish the termination point.¹⁷ Another major challenge faced by the law is guaranteeing non-repetition measures, particularly those related to the protection of victims, social leaders, and land claimants.¹⁸

Furthermore, there has been progress in negotiations for the Peace Agreement between the GoC and the Revolutionary Armed Forces of Colombia (FARC). The National Government and the FARC signed an Agreement for Ending the Conflict and Building a Stable and Lasting Peace in November 2016, which considered victims key actors. This agreement altered the existing institutions in terms of truth, justice, reparation, and non-repetition.¹⁹

The Colombian context went through two major changes during the implementation of the Four-Year Plan:

- The first is the change of administration with the election of Iván Duque Márquez of the Centro Democrático party in 2018, after two Juan Manuel Santos administrations (2010-2018). The foundations of the current government are legality, entrepreneurship, and equity, with cross-cutting themes related to infrastructure, environmental sustainability, and innovation.
- The second is the mixed influx of refugees and migrants from Venezuela to Colombia. This started in 2015 and reached a peak in 2018. According to United Nations data, there was a total of 4.7

¹⁰ DANE, Population Census, 2018.

¹¹ DANE; <https://www.dane.gov.co/index.php/estadisticas-por-tema/pobreza-y-condiciones-de-vida/pobreza-y-desigualdad/pobreza-monetaria-y-multidimensional-en-colombia-2018>.

¹² DANE, <https://www.dane.gov.co/index.php/estadisticas-por-tema/cuentas-nacionales/cuentas-nacionales-trimestrales>

¹³ Unit for Victims, National Information Network, RNI. January 2020. <https://cifras.unidadvictimas.gov.co/>

¹⁴ DANE, 2014. Effective Enjoyment of Rights Survey (EGED) with victims of forced displacement.

¹⁵ DNP, <https://pazvictimas.dnp.gov.co/Como-se-responde-a-los-efectos-del-conflicto/Paginas/lasuperaciondelasituaciondevulnerabilidadcausadaporeldesplazamiento.aspx>.

¹⁶ Government of Colombia (2011) Law 1448 of 2011. By which measures of attention, assistance and comprehensive reparation to the victims of the internal armed conflict are dictated and other provisions are issued, Bogotá

¹⁷ RETTBERG, Angélica (2015) The Victims Law in Colombia: An Overview. <http://dx.doi.org/10.7440/res54.2015.14> (in Spanish)

¹⁸ JARAMILLO, Ruby Stella. Origin of the armed conflict and its victims in Colombia: A look from the analysis of Law 1448 of 2011. Saber, Ciencia y Libertad, 2017. SERRANO GOMEZ & ACEVEDO PRADA (2013) Thoughts on the Application of Law 1448 of 2011 and the Restitution of Land in Colombia, Revista Facultad de Derecho y Ciencias Políticas, Vol. 43, Issue 118.

¹⁹ National Government of Colombia; FARC (2016), Agreement for Ending the Conflict and Building a Stable and Lasting Peace, Bogotá.

million Venezuelan refugees, migrants, and asylum seekers by December 2019, as reported by the host governments.²⁰ Migration Colombia reported that 1.5 million of them are living in Colombia.²¹ Moreover, after the entry into force of the Peace Agreement, the conflict was reconfigured with the rise of irregular armed groups of criminal and self-defense gangs, the National Liberation Army (ELN), Popular Liberation Army (EPL), and dissidents of the FARC-EP, especially in Chocó, Valle del Cauca, Nariño and Putumayo. By 2018, the conflict also worsened in regions of Catatumbo and Bajo Cauca and in urban areas of Medellín, Turbo and Buenaventura. This once again gave rise to forced displacement, confinement, forced recruitment, gender-based violence, social stigmatization of communities and social organizations, as well as to an increase in threats and the killing of community leaders and human rights activists. The figure below shows a timeline of the context in which the Four-Year Plan is created and implemented. See Annex 4 for more details of the country context.

Figure 3– Major events in 2015-2019



Source: Prepared by the authors

²⁰ UNHCR-IOM (2019) Regional Platform for Inter-Agency Coordination for Venezuelan Refugees and Migrants. <https://r4v.info/es/situations/platform>.

²¹ Ministerio de Relaciones Exteriores (2019) Special - This is how the Venezuelan migration crisis has evolved - as of 31 August 2019. <http://www.migracioncolombia.gov.co/infografias/231-infografias-2019/especial-asi-ha-sido-la-evolucion-de-la-crisis-migratoria-venezolana-corte-agosto-31-de-2019>

Evaluation methodology

The Terms of Reference²² (Annex 1) present the following evaluation questions (see Table 1), organized by evaluation criteria—relevance, efficacy, efficiency, and sustainability.

Table 1 – Evaluation questions by evaluation criteria

Evaluation questions ²³	
EQ2. Has the Four-Year Plan complemented regulatory and policy structures, as well as national and territorial programmes and plans?	Relevance – alignment and relevance in relation to regulations, policies, and programmes
EQ1.2 What are the main achievements of the Plan at institutional and community level?	Efficacy – goal attainment, additional results, contributing or limiting factors Focused on the contribution to progress in each topic by LC
EQ1. To what degree have the goals, results, and activities been attained as planned by the Four-Year Plan at institutional and community level?	
EQ5 How much progress has been made in the attainment of the Four-Year Plan (2015-2019) outputs in Colombia?	
EQ1.4 Are there additional, unexpected results that influenced or modified the attainment of goals?	
EQ4.1 Which have been the key contributing or limiting factors that have an impact on the general effectiveness of the actions developed within the framework of the Four-Year Plan for the benefit of internally displaced persons?	
EQ4.2 Do the actions developed within the framework of the Four-Year Plan contribute to durable solutions policies and programmes for the displaced population and reception communities?	Efficacy and differential approach
EQ3 Has the Four-Year Plan incorporated in its planning, management, and results a differential age, gender, and diversity approach?	
EQ3.1 Were there gaps in coverage related to ethnicity, location, gender, or age? If yes, which were the key internal and external factors that contributed to the gap(s)?	
EQ3.2 To what extent have important aspects and concrete affirmative actions been prioritized to strengthen the gender and human rights approach in the implementation of the Four-Year Plan (2015-2019)?	Efficiency – use of resources (financial and non-financial) vs. efficacy
EQ1.1 Have Plan resources been used in the best way possible in relation to the results that were expected and achieved?	
EQ1.3 Have the results been consistent with the financial and human resources used to achieve them?	
EQ2.1 Has the Four-Year Plan leveraged the existing regulatory and institutional structures to assist the displaced population, avoiding duplicating efforts?	

²² UNHCR (2018) Terms of Reference. Evaluation of the UNHCR-Government of Colombia Four-Year (2015-2019) Plan, Bogotá

²³ Question numbers were kept as they appear in the Terms of Reference.

Evaluation questions ²³	
EQ2.2 Have mechanisms for coordination with national institutions been effective?	
EQ5.1 Has coordination with other UN System agencies in the country been achieved? Have synergies been optimized thanks to this coordination?	
EQ5.2 Which have been the main comparative advantages of UNHCR as humanitarian and protection actor, in relation to its contribution to durable solutions through a protection approach? Have these advantages been maximized?	
EQ4 To what degree can authorities, communities, and other development actors continue with solutions processes?	Sustainability (continuity of processes)

Source: Prepared by the authors based on the TOR

The evaluation implemented a mixed method (quantitative and qualitative) methodology to answer these questions. The approach is based on verification of the Plan's theory of change, which presents the sequence of the topics to be addressed, planned actions, expected results, and the underlying assumptions for moving from actions to results.

The literature reviews and field collection conducted to collect the qualitative and quantitative data captured diverse "voices" that, when triangulated, foster a "conversation" among the sources used. During the literature reviews, evaluators paid special attention to the implementation of a gender and human rights approach, and included a diversity of participants' voices: youth, women, men, persons with different sexual orientations and gender identities, leaders, and ethnic authorities. To achieve this, separate focus groups and thorough interviews were conducted. Information was gathered to compare results, arguments, and perceptions from different sources, looking for consensus and dissensus and their explanations, in relation to each criterion and the related questions (see Evaluation Matrix in Annex 5). Conclusions and lessons learned are based on the consolidated findings, and the recommendations are developed from improvement opportunities. In addition, the evaluation analyzed lessons learned from previous documents and evaluations, as well as from feedback and knowledge management reports.

The data collection methods (see guides in Annex 6 and the field work report in Annex 7) include:

Literature review (secondary sources): documentation relevant to the Plan implementation (agreements, reports, records), and government regulations and plans.

Semi-structured interviews: evaluators carried out thirty-four interviews in the territory (see Table 2), involving municipal authorities, ombudsman's offices, municipal attorney's offices, other relevant partners, and UNHCR officers; ten interviews at national level with UNHCR officers and some of the most relevant National Government entities such as the APC, Ministry of the Interior, Unit for Victims, Land Restitution Unit, and Constitutional Court.

Focus groups (FG): with persons from the communities participating in the Plan, for a total of 8 focus groups of 101 persons (see Table 2). This methodology enabled group work that focused on gathering different perspectives.

Online survey conducted with officers: a tool for collecting information efficiently that makes interlocutors feel free to respond as they wish. A total of 58 online surveys were completed: 42 by officers in the territory (mayor's offices, municipal attorney's offices, ombudsman's offices, Unit for Victims, National Civil Registry); 6 by UNHCR offices at territorial level; 8 by UNHCR at national level; and 2 by National Government officers.

For the purpose of collecting information in the territory, UNHCR selected four municipalities where it has offices: Quibdó, Mocoa, Cúcuta and Arauca. Evaluators carried out visits to communities in these

municipalities, selected by UNHCR field offices on the basis of whether evidence of the Plan actions could be obtained, and lessons could be drawn. Evaluators held one focus group in each community with leaders and another one that included any of these populations: youth, women, LGBTI, and ethnic minorities.²⁴ Table 2 below shows the communities visited and exercises conducted.

Table 2 – Municipalities and communities visited

MUNICIPALITY	INTERVIEWS	FOCUS GROUPS	
Quibdó	7	La Victoria community, leaders	Asociación Campesina Cocomacia, youth
Cúcuta	11	Las Delicias community, leaders	Las Delicias, base community, Venezuelan migration, and LGBTI population
Mocoa / Puerto Guzmán	7	Paraíso settlement, community leaders	Jairo de Jesús Casanova in Puerto Guzmán, women
Arauca / Tame	9	Rincón de la Esperanza community, leaders	Ethnic community – Rincón de la Esperanza - Makaguan

Source: Prepared by the authors

There were limitations throughout the evaluation, as shown in Table 3:

Table 3 – Limitations, risks, and mitigation measures

LIMITATION / RISK	MITIGATION MEASURES / SOLUTION
Delays in the start of information collection	Considering that the methodology report was submitted between late December and early January, revision and feedback processes took longer than expected, which in turn delayed the start of field work. The armed strike also delayed the start of field work.
The change of administration at the national and territorial level caused changes in positions.	Most interlocutors were contacted and interviewed.
Interlocutors' difficulty remembering	Timelines were used to help persons remember events.
Low response rate of online survey	Follow up phone calls were made upon completion of the online survey, and the UNHCR evaluation manager provided support in reminding colleagues to complete the survey.
Interview and focus group guides not tested	No pilot tests were conducted with the questionnaires. Nevertheless, they were reviewed by the UNHCR team, and as they were applied, feedback was given internally to the team to complement what was deemed important.

Source: Prepared by the authors

Econometría observed the United Nations Evaluation Group (UNEG) Code of Conduct for Evaluation throughout the evaluation process. It defines the principles of independence, credibility, and impartiality for

²⁴ These groups were defined by Econometría in the report proposal and then confirmed in the initial/methodology report. Neither populations with disabilities nor minors were included. Moreover, Venezuelan migrants were not part of the Plan and were thus excluded. It is worth noting that a criterion for selecting displaced persons was whether they belong to communities with victims of forced displacement.

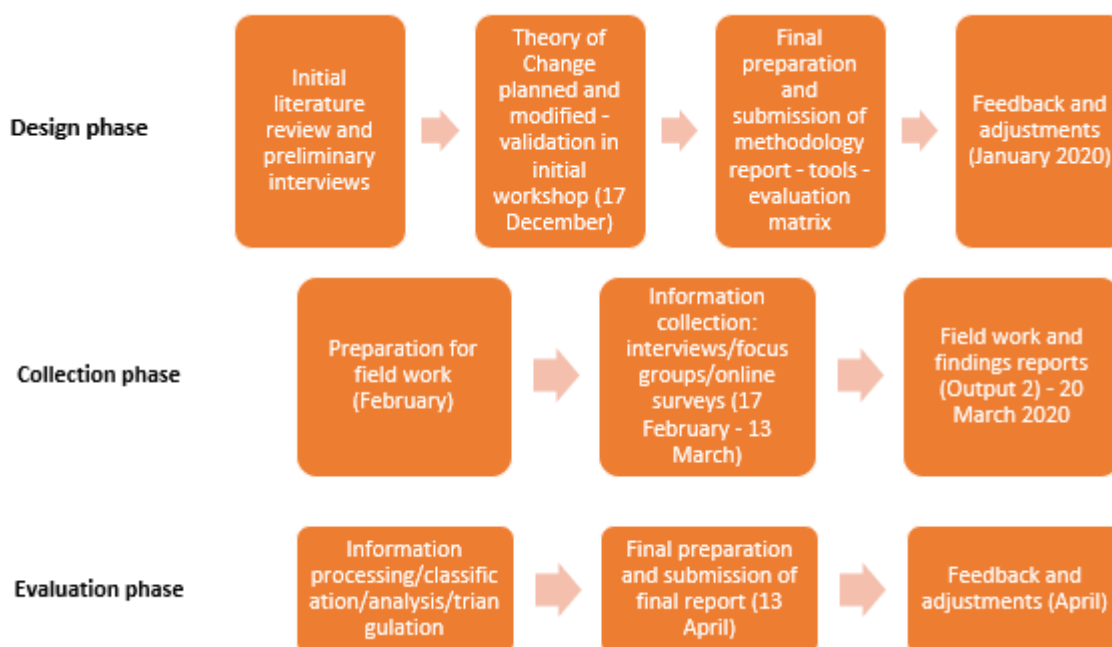
evaluators. The evaluation considered the following specific conduct considerations:

- The information shared with the evaluation team has been processed in accordance with confidentiality protocols, and each team member signed a contract with confidentiality clauses.
- The information collected through interviews, online surveys, and focus groups has been used exclusively for evaluation purposes.
- All persons from communities who participated in focus groups and the officers who were interviewed voluntarily agreed to participate and signed an informed consent form.

Evaluators implemented internal and external revision processes for quality assurance. Regarding internal processes, the team held internal meetings on progress and feedback, during both the literature review and field collection, and later for report preparation. The Evaluation Team led internal quality control and oversaw managing the quality deliverables established in the TOR and contract. In terms of external controls, the team maintained close communication with the person in charge of overseeing the contract on behalf of UNHCR, who provided feedback on the report drafts submitted as well as on this report.

Work was conducted in three phases: design, collection and preparation of the final evaluation report. Figure 4 summarizes the work plan.

Figure 4 – Work plan



Source: Prepared by the authors

Key Findings

The main results of this evaluation are explained below according to each evaluation criterion and the related evaluation questions.

Relevance

Question 1 – Relevance: Has the Four-Year Plan complemented regulatory and policy structures, as well as national and territorial programs and plans?

The Plan complemented the regulatory and policy structures as well as the national and territorial plans and programs for preventing, protecting, and providing comprehensive assistance to the displaced population. It was aligned with the needs identified: it was designed jointly with the National Government (2015), and its implementation in the territory served the needs of local authorities and communities. During the last years of execution, the Plan faced challenges in terms of relevance, brought by the change of administration with new priorities and the worsening of the emergency caused by the mixed influx of Venezuelan refugees and migrants.

The Plan was designed jointly with the National Government in 2015, under the coordination of the Ministry of Foreign Affairs with the support of the APC and Unit for Victims, and with the participation of 18 national entities. UNHCR supported the National Government at a time when the end of the armed conflict was expected and progress was been made in overcoming the Unconstitutional State of Affairs (ECI) for the victims of forced displacement. It was a time of change and institutional readjustment.

"It was a fortunate time, a key juncture, a change; there was great hope. UNHCR and the United Nations System truly believed all the work was paying off. It was an optimistic bet." (UNHCR interview)

The Plan's four lines of cooperation (LC) are closely related: as prevention, protection, and guarantees of non-repetition of human rights violations and breaches of international humanitarian law are strengthened, victims of forced displacement can establish a community, rebuild the social fabric, and are able to advance in their reparation and durable solutions, participating as actors entitled to rights in building their own solution alongside institutions that respond with provision of resources and the aim of overcoming the ECI.

The Plan's core was the protection of and assistance to the displaced population. National and territorial regulations, policies, plans, and programs revolved around this "core." Accordingly, the Plan used as basis the priorities established in the Victims Law 1448 of 2011, its regulatory decrees, and the challenges in its implementation; the National Development Plan 2014-2018 "All for a New Country," with "peace, safety, justice, and democracy for peacebuilding" as its pillars; the Havana peace process, specifically in relation to victims; the UNHCR's planning process, and "Colombia's roadmap for international cooperation," based on "peacebuilding."

It was clear that the core of the Plan was the victims of forced displacement and that the institutional counterpart was composed of the Colombian State, the Legislative, Executive and Judicial Branches, controlling bodies, and the territorial organization.

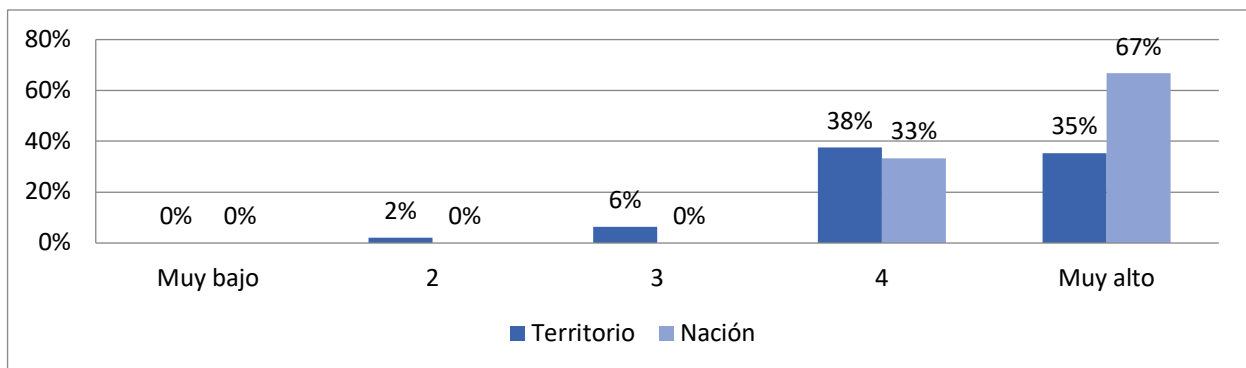
Figure 5 – The Plan and its alignment with regulations, policies, and programs



Source: Prepared by the authors

The online survey conducted within the framework of this evaluation inquired about the degree to which the actions agreed upon with UNHCR responded to existing needs. The average score (on a scale from 1 to 5, 1 being the lowest score and 5 the highest) was 4.38; the perception of national officers was slightly more positive than that of territorial officers, with scores of 4.67 and 4.31, respectively.²⁵ The average score can be interpreted as a high score. By contrast, answers with scores of 2 or 3 came with explanations such as "At the end, it was clear that everyone was making an effort, but the response always falls short;" "we don't have enough time for planning and we fall short;" "...our municipal attorney's offices have few resources, so we make do with what we have, we lack a lot of staff for assistance to the displaced, for support, but we didn't have it" (surveys and interviews conducted at territorial level). The figure below shows the score distribution.

Figure 6 – Using a scale from 1 to 5, where 1 is slightly and 5 is greatly, to what degree did the actions agreed with UNHCR respond to the entity's existing needs?



Source: Econometría, online survey 2019.

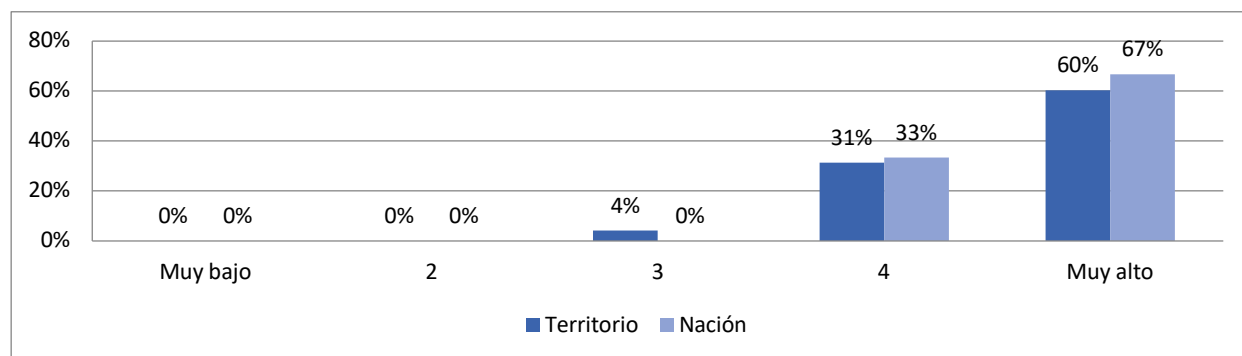
Key:	
Muy bajo	Slightly
Territorio	Territorial level

²⁵ Forty-eight surveys were completed at territorial level and nine at national level.

Nación	National level
Muy alto	Greatly

The average score to the question about the degree to which the actions agreed with UNHCR responded to the communities' existing needs was 4.6, showing no distinction between the territorial and the national level: "It's very hard to reach a score of 5, though it is everyone's goal, because there are always limitations, mainly with the budget and, for UNHCR, with the staff" (survey and interview conducted at national level).

Figure 7 – Using a scale from 1 to 5, where 1 is slightly and 5 is greatly, to what degree did the actions agreed with UNHCR respond to the communities' existing needs?



Source: Econometría, online survey 2019.

Key:	
Muy bajo	Slightly
Territorio	Territorial level
Nación	National level
Muy alto	Greatly

Below is an analysis of the degree to which the Plan complemented the regulatory structures, plans, and programs, according to each line of cooperation (LC). In all cases, actions are aimed at contributing to preventing, protecting, and assisting displaced communities or communities at risk of displacement, as well as communities in the process of local integration where victims of forced displacement have arrived and are living in close proximity to the reception community.

LC1. Prevention, Protection and Guarantees of Non-Repetition

This line of cooperation aimed to contribute to development of six objectives of the National Development Plan 2014-2018. It sought to bridge gaps caused by the armed conflict by strengthening human rights and international institutions of humanitarian law, creating programs for protecting at-risk persons, groups, and communities, and consolidating a public policy on gender equity (UNHCR 2015²⁶ and DNP 2014²⁷).

UNHCR signed Letters of understanding with National Government entities considered the most relevant due to their competences, such as the Ministry of the Interior, Ombudsman's Office, National Protection Unit (UNP), Land Restitution Unit (URT), Office of the Presidential Advisor on Human Rights, Attorney General's Office (FGN), and Unit for Comprehensive Victim Support and Reparation (Unit for Victims)

²⁶ UNHCR (2015): "Four-Year Plan 2015-2019" Bogotá

²⁷ DNP (2014): "Foundations for the National Development Plan 2014-2018 "All for a New Country: Peace, Equity, Education"" Bogotá

(UNHCR 2015).²⁸ UNHCR aimed to advise and strengthen these institutions on different programs and thus contribute to achieving objectives and goals.

Alignment was also evident at the territorial level, where UNHCR worked with mayor's offices, governorates, and the Public Prosecution Office to support the implementation of the Victims Law 1448 of 2011 and protect the rights of the displaced population (UNHCR, Documentation on UNHCR's operation, Villavicencio field office, 2019),²⁹ as well as of social leaders.

"Of course, because these actions are part of the Ombudsman's Office's mission, which is to promote and protect human rights and UNHCR's mandate. UNHCR's and the Ombudsman's Office's mandates are parallel and mutually complementary. They are key partners of the Colombian State." (Interview with the Ombudsman's Office conducted in territory)

"The development plan contained actions that we left in the hands of UNHCR's support; both the development plan and the plans of the Government Secretariat and the Plan for Territorial Assistance to Victims considered it part of UNHCR's support and actions." (interview with the Mocoa Mayor's Office)

There are several remarkable examples of relevance and alignment: the work with the Ombudsman's Office and community defenders in supporting the most vulnerable and affected communities, in assisting the displaced population or the population at risk, and in analyzing the state of the armed conflict in the field; as well as the institutional development work with the Public Prosecutor's Office and overcoming the Unconstitutional State of Affairs. A local example is the alignment with the needs of municipal attorney's offices to strengthen institutional development, as established in the letters of understanding with the municipal attorney's offices of Arauca y Quibdó.

"In truth, we wanted to improve this situation (taking of statements) and provide a more efficient statement taking service to every person that visited the municipal attorney's office." (Interview with municipal attorney's office conducted in territory)

LC2. Durable Solutions for the Displaced Population

This line of cooperation sought to contribute under eleven objectives from the National Development Plan 2014-2018 related to guaranteeing the Effective Enjoyment of Rights (EER) to victims of the armed conflict, overcoming vulnerability, ensuring comprehensive reparation of victims, and returning and relocating victims of displacement. It also sought to bridge social gaps, foster social mobility, and ensure the wellbeing of communities (agricultural, indigenous, afro-descendant, Palenque, and Raizal communities) (UNHCR 2015.³⁰ and DNP 2014).³¹

Implementation of this line of cooperation consisted of technical assistance and support to identify the main obstacles in return and relocation processes and provide alternative solutions, applying a differential gender and ethnic approach. (UNHCR 2015).³² Actions taken were agreed and aligned jointly by the communities and territorial authorities:

"They (UNHCR) wanted to know what was going on, and a basic needs plan was beginning to take shape, and we had a meeting with them to look at the priorities, for example: there was no school, no place for us to meet." (Cúcuta focus group – Las Delicias neighborhood)

The relevance of the "local integration" approach is worth noting, in light of the several studies conducted between 2014 and 2015 that confirmed that between 70%.³³ and 89%.³⁴ of the displaced population does not wish to return to their land. As stated by Ana María Ibáñez, "Vulnerable families prefer to remain in urban areas, as these areas offer a wide variety of public support and social services (school and health

²⁸ UNHCR (2015): "Four-Year Plan 2015-2019" Bogotá

²⁹ UNHCR, (2019): "Documentation on UNHCR's operation," Villavicencio field office

³⁰ UNHCR (2015): "Four-Year Plan 2015-2019" Bogotá

³¹ DNP (2014): "Foundations for the National Development Plan 2014-2018 "All for a New Country: Peace, Equity, Education"" Bogotá

³² UNHCR (2015): "Four-Year Plan 2015-2019" Bogotá

³³ Observatorio de Restitución y Regulación de Derechos de Propiedad Agraria, Restitution and its problems in relation to its potential beneficiaries, Bogotá, 2014. <http://www.observatorioidetierras.org/wp-content/uploads/2014/01/REP.-2014-1-LA-RESTITUCI%C3%93N-Y-SUS-PROBLEMAS.pdf>

³⁴ <https://blogs.iadb.org/efectividad-desarrollo/es/al-final-del-conflicto-donde-ira-la-poblacion-desplazada-en-colombia/>

care, for example.) Households with a female head of household or those with a higher number of members younger than 14 show a lower desire to return."³⁵ Therefore, the legalization of informal settlements with displaced population is a core component of the solutions LC, "as it is an essential tool for advancing in local integration processes at urban level, which benefits the displaced population as well as reception communities."³⁶ This component also complements the Development Plan 2018-2022, "Pact for Colombia, Pact for Equity."

LC3. Effective Participation

As with the above lines of cooperation, this line links with some of the objectives of the National Development Plan 2014-2018 which aim to strengthen communities in order to bridge the gaps caused by the armed conflict and to manage conflicts (UNHCR 2015³⁷ and DNP 2014³⁸.) This strengthens not only the communities but also the institutions that promote and protect human rights. Technical assistance and support are provided to institutions such as the Ministry of the Interior, Unit for Victims, Colombian Family Welfare Institute (ICBF), National Police, Constitutional Court, and municipal attorney's offices.

This component is highly sensitive to the termination of the ECI: Court Decision 373 of 2016 states that "Upon analyzing the situation of displaced women (see Court Decision 092 of 2008), children and adolescents (see Court Decision 251 of 2008), indigenous peoples (see Court Decision 004 of 2009), and afro-descendant communities (see Court Decision 005 of 2009), and persons with disabilities and old persons (see Court Decision 006 of 2009), it was determined that these groups "not only experience the continuity of the ECI" but also live it in its most critical, alarming, and pressing form. Overcoming the ECI entails an immediate, decisive, and effective solution from the state "that requires specific resolution measures" in favor of these population groups, addressing the differential and disproportionate impact that forced displacement has on them."³⁹

LC4. Strengthening monitoring and enforcement of the Victims Law

With this line of cooperation, UNHCR linked with two objectives of the National Development Plan 2014-2018: 1) Make progress in guaranteeing victims of the armed conflict the effective enjoyment of rights; and 2) Overcome the vulnerability caused by forced displacement (UNHCR 2015⁴⁰ and DNP 2014⁴¹). To this end, UNHCR provided technical assistance to controlling bodies, the Constitutional Court, and National Government by monitoring the implementation and enforcement of the Victims Law.

This line of cooperation also addresses the topic of victims in local development plans. Examples include implementing medium-term and long-term public policies for guaranteeing the EER through comprehensive assessments of the conditions of victims (Mocoa⁴²); strengthening prevention, protection, support, assistance, comprehensive reparation, truth, justice, and guarantees of non-repetition policies (Cúcuta⁴³); implementing the policy for prevention, protection, support, assistance, and comprehensive reparation for victims (Quibdó⁴⁴); and developing reconciliation and reintegration programs that allow strengthening the spaces for peace, forgiveness, and reconciliation (Arauca⁴⁵).

"The Law had entered into force a few years before; the Unit had several shortcomings in processes, articulation, coordination, financing, etc. Cooperation was targeted at the implementation of the Law.

³⁵ Op. cit.

³⁶ UNHCR (2018) "Four-Year Plan Annual Report," Bogotá

³⁷ UNHCR (2015): "Four-Year Plan 2015-2019" Bogotá

³⁸ DNP (2014): "Foundations for the National Development Plan 2014-2018 "All for a New Country: Peace, Equity, Education"" Bogotá

³⁹ Constitutional Court (2016), Order of Compliance 373 of 2016, Bogotá.

⁴⁰ UNHCR (2015): "Four-Year Plan 2015-2019" Bogotá

⁴¹ DNP (2014): "Foundations for the National Development Plan 2014-2018 "All for a New Country: Peace, Equity, Education"" Bogotá

⁴² Alcaldía de Mocoa (2016) "Municipal Development Plan 2016-2019 "The development of our territory is in your hands,"" Mocoa

⁴³ Alcaldía de San José de Cúcuta (2016): "Municipal Development Plan 2016-2019 "Progress is possible,"" San José de Cúcuta

⁴⁴ Alcaldía de Quibdó (2016): "Municipality of Quibdó Development Plan 2016-2019 "Q Route... We keep moving forward in the direction of Peace,"" Quibdó

⁴⁵ Consejo Municipal de Arauca (2016): "Municipality of Arauca Development Plan, for the 2016-2019 constitutional term "We believe in Arauca and we can do it,"" Arauca.

However, the magnitude of the problem was not determined correctly, and that's when the serious financing problem started." (Interview with the Unit for Victims.)

In sum, the degree to which the Plan complemented the regulatory structure, programs, and plans was a result of the way in which the topics and actions to be developed, as well as the objectives and respective indicators, were built. This can be seen in some of the testimonies gathered through interviews.

"...At the beginning of the year we hold a meeting in which we present the Ombudsman's Office's strategic plan and see how it can be complemented by UNHCR." (Interview with the Ombudsman's Office conducted in territory)

During the Plan's execution period, the change of administration in 2018 posed a challenge in terms of the Plan's relevance to the new administration's priorities and officers. An example of this was the change in the Directorate for Human Rights of the Ministry of the Interior due to a misunderstanding of UNHCR's way of working through the partner, which resulted in the cancellation of the project. Other examples occurred at territorial level with staff turnover, which entailed the renovation of commitments and redevelopment of technical assistance actions for capacity building in assisting the displaced population.

Furthermore, the worsening of the humanitarian crisis caused by the mixed influx of thousands of refugees and migrants from Venezuela to Colombia in 2018 required UNHCR to respond by providing protection and support to these persons. Particularly, offices in border areas focused on reducing the intensity of the implementation of Plan actions and on responding to the new context, as discussed below.

Efficacy

Question 2. To what degree have the goals, results, and activities been attained as planned by the Four-Year Plan at institutional and community level?

Below is the analysis of the findings on the actions implemented throughout the Plan's execution period, the scope of the goals defined (result indicators), the factors that influenced this implementation, and evidence of the degree of influence achieved.

Question 1.2 What are the main achievements of the Plan at institutional and community level?

The set of actions can be classified into two major groups. The first is the strengthening of the institutional mechanisms for protecting, supporting, stabilizing, and repairing the victims of forced displacement, and the second is capacity building in communities as key actors in making decisions to guarantee their rights and seek solutions.⁴⁶

Annex 2 presents the actions by line of cooperation and year, according to the Mid-Term Evaluation Report and the annual reports.

Determining which of the multiple actions conducted qualify as "major" is challenging, as all actions contributed to the objectives and influenced the different objects of intervention. Nevertheless, the following were determined as major actions:

In LC1:

- In the face of emergency situations due to forced displacement and/or confinement, identification, monitoring, and risk visibility, UNHCR and the GoC developed and coordinated the following actions: recording and taking statements of events; activating protection routes; strengthening the Early Warning System (EWS); participating in the Information Comparison Desk; developing regional prevention and protection plans, such as the plan for the Pacific; strengthening the collective protection route with the UNP, including with the issuance of Decree 2078 of 2017; strengthening and/or forming gender-based violence response committees, desks, and teams; activating cases that required local systems for protection of CAYP at risk of displacement; and identifying/documenting forced recruitment.

⁴⁶UNHCR, Mid-Term Evaluation Report, October 2017.

In LC2:

- The work on durable solutions aimed at advancing the legalization of informal settlements; dissemination of lessons learned and recommendations from the experience with the program called *Programa Construyendo Soluciones Sostenibles*; technical assistance provided to territorial authorities, for example in devising return and relocation plans; promotion of spaces for dialogue and participation within communities for peacebuilding and peaceful conflict resolution, and of communities with authorities; support provided to strengthening ethnic authorities for self-protection mechanisms, identity building, and internal autonomy and governance systems; participation in intersectoral desks for enforcing Orders of Compliance 004 and 005.

In LC3:

- UNHCR and the GoC provided support to consolidate organizational and self-government structures in different ethnic communities; held an intercultural dialogue for conflicts such as rights to territory; carried out hundreds of participation assessments through focus groups, in communities where differentiated actions were created to reach different population groups; developed tools for the effective participation of CAYP, women, and persons with diverse sexual orientations and gender identities; and carried out specific actions in favor of women through organizations such as Corporación SISMA Mujer and AFRODES.

In LC4:

- Technical assistance provided to entities at the national and local level for advancing in overcoming the ECI, such as to the Unit for Victims revising the return and relocation protocol; development of recommendations for overcoming the ECI; participation in Constitutional Court monitoring hearings; support to the Constitutional Court in systematizing the indicators proposal and systematizing the information furnished by the State's controlling bodies.

The table below summarizes the scope of coverage and the estimated number of actors participating in each line of cooperation. In terms of the work with communities, rather than having a large coverage, the Plan objective was to obtain evidence and draw lessons under the durable solutions approach to systematize, disseminate, replicate, and incorporate them into public policy.

Table 4 – Four-Year (2016-2019) Plan action coverage

Indicator	2016	2017	2018	2019
Line of cooperation 1: Prevention and Protection				
Number of at-risk communities, groups, or collectives	8 communities or groups	22 communities or groups	50 communities or groups	81 communities or groups
Number of multi-function SGBV response committees, desks, and teams that were provided with technical assistance	28 multi-function committees, desks, and teams	37 multi-function committees, desks, and teams	33 multi-function committees, desks, and teams	23 multi-function committees, desks, and teams
Number of identified and documented cases, for which local CA protection systems are activated	20 cases	56 cases	71 cases	82 cases
Line of cooperation 2: Solutions				
Number of entities assisted at national and local level	138 entities	156 entities	142 entities	67 entities
	17 entities at national level	23 entities at national level	10 entities at national level	19 entities at national level
	121 entities at local level	133 entities at local level	132 entities at local level	48 entities at local level
Number of strengthened communities that implement measures for reparation and observance of Order of Compliance 004	20 communities	21 communities	16 communities	8 communities
Number of communities strengthened that implement measures for reparation and observance of Order of Compliance 005	27 communities	31 communities	18 communities	6 communities
Line of cooperation 3: Participation				
Number of communities and community organizations strengthened	190 communities	206 communities	122 communities	119 communities
Number of beneficiary CAYP displaced and/or at risk of displacement	12731 CAYP	13,170 CAYP	11,139 CAYP	4,708 CAYP
Number of women's and/or diverse SOGI organizations participating in tool design, management, and implementation	50 organizations	46 organizations	54 organizations	18 organizations
Number of women's and/or diverse persons with diverse SOGI participating in tool design, management, and implementation	1114 persons	2,516 persons	1,971 persons	931 persons
Line of cooperation 4: Overcoming the ECI				
Number of State institutions that have received technical assistance for overcoming the Unconstitutional State of Affairs	134 entities	n/a	n/a	n/a

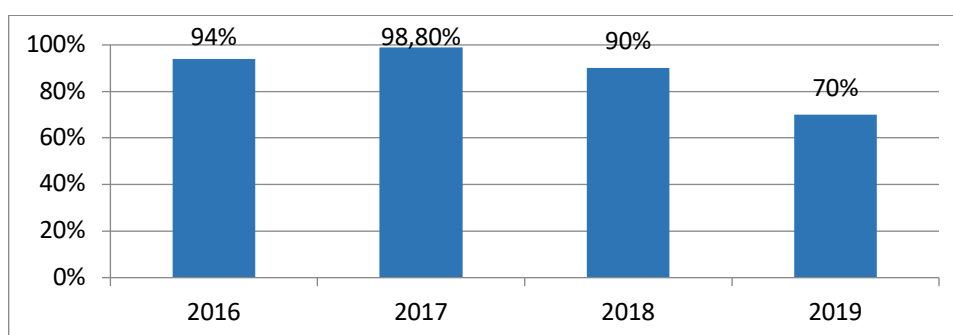
Source: Prepared by the authors according to data from the Four-Year Plan Annual Reports

Question 5 How much progress has been made in achieving the Four-Year Plan (2015-2019) outputs (and results) in Colombia?

In 2016, 2017, and 2018, nearly all goals were achieved, with an average goal attainment of 94%. However, in 2019, due to budget constraints, the change of administration at national and local level, the worsening of situations of violence in territories, and the emergency caused by the mixed influx of Venezuelan refugees and migrants, goal attainment dropped to 70%. Nevertheless, the achievements were significant in institutional capacity building related to preventing, protecting, and aiding the displaced population. Reports, handbooks, manuals, a collective protection decree, among others, were created. Additionally, UNHCR and the GoC achieved results in community transformations, interrelationships, and self-knowledge, as well as in the way communities rebuild the social fabric, manage their solutions, and interact with the government as citizens entitled to rights.

While the proposed goal attainment was high throughout the Plan's implementation, it gradually decreased from 100% in 2017 to 70% in 2019 (see Figure 8). Annual reports outline this situation and explain it based on the limitations in procuring resources. The indicators for each LC are detailed below.

Figure 8 – Goal attainment percentage, 2016-2019 Plan



Source: Prepared by the authors according to data from the Four-Year Plan Annual Reports

Evaluators estimated achievements based on the interviewed actors' perception in contrast with the attainment of expected results. To this end, two objective groups were considered: institutional strengthening objectives and community work objectives. They inquired about the degree to which the expected results were achieved, using a scale from 1 to 5 where 1 is slightly and 5 is greatly:

- Regarding institutional strengthening, the average was 4.21 at territorial level and 3.89 at national level. These low scores, especially at national level, can be explained by the highs and lows in the relationship between the National Government and UNHCR, staff turnover, shift in priorities, and achievements were seen in "very specific actions."
- Regarding the work with communities, the average was 4.27 at territorial level and 4.22 at national level, showing higher scores than those given for results achieved in institutional strengthening. The explanations provided indicate that, in general, although commitments with communities were met and work was conducted in an individualized manner with specific plans, the dynamic with communities would become rough: "some communities are more receptive than others, processes are long and at times communities get tired... because all we do is give talks and snacks;" "public ordered hindered achievements" (surveys and interviews).

Achievements by LC

For LC1, most goals were achieved and even exceeded. Unlike other areas, this LC had resources and was prioritized in response to the worsening of situations of violence in the territories.

In LC1, evaluators identified the following major achievements and influence were identified (see Table 5):

- Transformations in prevention and protection rights as a result of enhanced risk identification capacities, open humanitarian spaces and channels for communication with at-risk populations, and situation monitoring.
- The humanitarian problem made visible in the Report on the Humanitarian Problem in the Pacific Region and the Ombudsman's Report on Borders, in 2016.

- Strengthening of the Ombudsman's Office and the Early Warning System (EWS)

"It was the start of early warnings. We conducted field work to understand how groups had moved to new areas and how they were growing rapidly." (Interview with the Ombudsman's Office conducted in territory)

- Jointly with the Unit for Victims Registration, strengthening of the Public Prosecution Office in taking statements of mass events and confinements. As confinement became more visible and repetitive due to the worsening of violence following the reconfiguration of armed groups, "it became increasingly important to strengthen officers in statement taking" (UNHCR).
- Strengthening the UNP for the implementation of the Collective Protection Route, as well as for the creation of the Alto Mira and Frontera Community Council's Preventive Management of Collective Risk Plan.
- After four years of technical assistance, Decree 2078 of 2017 was enacted, establishing a collective protection procedure. This enabled participants to achieve significant progress in formalizing the collective protection and prevention protocol that influences the local comprehensive prevention and protection plans; on the Risk Assessment and Measure Recommendation Committee (Collective CERREM), in articulation with the UNP and other entities involved in the implementation of collective protection measures.
- Assembly of social protection infrastructure, such as schools strengthened with enhanced space and equipment, as well as educational and recreational materials to be used by CAYP during free time.

"UNHCR was the key actor, nothing would have been accomplished without its support and this provides us with policy implementation indicators. In terms of a protective environment, it helped us improve the conditions of Casa de la Juventud, youth organizations were strengthened, and their databases created, several sports venues were developed. I believe that the results of the partnership were very positive for the mayor's office." (Interview with Quibdó Mayor's Office)

- Between 2016 and 2019, local protection systems were identified and activated for 229 cases of at-risk CAYP, which in some cases entailed the removal from the territory of CAYP who were at serious risk of recruitment or death.

"With BENPOSTA we keep responding in case there is direct risk for young people and they need to be relocated." (Interview with UNHCR)

- 113 multi-function SGBV response committees, desks, and teams were formed and strengthened.

"Some results were accomplished, for example in relation to gender-based violence and children. It is safe to say that some women are somewhat empowered to activate routes for accessing their rights; also, certain young people are behaving differently." (Interview with UNHCR)

Table 5 – Goal attainment by indicator, 2016-2019 LC1

Indicator		Number of reports published	Sub-regional risk assessment plans with differential approach	Number of at-risk communities, groups, or collectives	Number of multi-function SGBV response committees, desks, and teams that were provided with technical assistance	Number of identified and documented cases, for which local CAYP protection systems are activated
2016	Goal	4 quarterly reports	2 sub-regional plans	8 communities or groups	20 multi-function committees, desks, and teams	40 cases
	Result	4 reports 3 quarterly reports and 1 consolidated annual report	2 sub-regional plans	8 communities or groups	28 multi-function committees, desks, and teams	20 cases

Indicator		Number of reports published	Sub-regional risk assessment plans with differential approach	Number of at-risk communities, groups, or collectives	Number of multi-function SGBV response committees, desks, and teams that were provided with technical assistance	Number of identified and documented cases, for which local CAYP protection systems are activated
2017	Goal	2 biannual reports and 1 consolidated annual report	2 sub-regional plans	18 communities or groups	29 multi-function committees, desks, and teams	35 cases
	Result	2 biannual reports and 1 consolidated annual report	2 sub-regional plans	22 communities or groups	37 multi-function committees, desks, and teams	56 cases
2018	Goal	6 bimonthly reports, 2 biannual reports, and 1 consolidated annual report	4 sub-regional plans, 4 national sub-committees	15 communities or groups	27 multi-function committees, desks, and teams	30 cases
	Result	12 monthly reports, 2 biannual reports, and 1 consolidated annual report	2 sub-regional plans, 3 national sub-committees	50 communities or groups	33 multi-function committees, desks, and teams	71 cases
2019	Goal	12 monthly reports, 2 biannual reports, and 1 consolidated annual report	4 sub-regional plans, 4 national sub-committees	15 communities or groups	27 multi-function committees, desks, and teams	30 cases
	Result	12 monthly reports, 2 biannual reports, and 1 consolidated annual report	2 national sub-committees	81 communities or groups	23 multi-function committees, desks, and teams	82 cases

Source: Prepared by the authors according to data from the Four-Year Plan Annual Reports

For LC2, goals were attained and exceeded in 2016 and 2017. However, in 2018 and 2019, the indicators related to the number of communities strengthened that implement measures for reparation and observance of Order of Compliance 004 and Order of Compliance 005 decreased significantly, as did the number of national and local entities receiving assistance.

Below are the areas in which UNHCR and the GoC achieved significant influence, despite the reduction in coverage:

- The solutions LC2 has a comprehensive transformation approach to communities where displaced populations and reception populations live together, in informal settlements in conditions of extreme poverty and deprivation. Actions in LC1, LC2, and LC3 have the same approach and complement the actions taken in these communities. In LC2, assistance in legalization processes was provided to 29 communities in the cities of Turbo, Quibdó, Cúcuta, Arauca, Mocoa, Soacha, Villavicencio

and Florencia, and legalization was achieved in 13 settlements. Legalizing a settlement means that its existence is formally recognized and the settlement becomes visible to public policy and society. Communities where legalization has not been achieved show major achievements in building the community, dialogue, peaceful conflict resolution, strengthening of capacities for organization, leadership, and interlocution with authorities.

- For some government entities, the durable solutions approach and formalization of urban informal settlements have been successful in that institutions achieved improved articulation with communities.

"The greatest achievement was when the entire SNARIV was activated." (Interview with the Unit for Victims)

"Well, look, we started with just pasture and no roads and now we have this that you see here, thanks to UNHCR's support, other entities have joined it and have also been of great help to us, and now in 2020 our neighborhood is legal, thank God." (Interview with social leader, Tame)

- The following achievements are a result of efforts to socialize and make the durable solutions approach visible:
 - Socialization of report "Public Policy Recommendations on Solutions for the Displaced Population – Best Practices and Lessons Learned from the program *Construyendo Soluciones Sostenibles TSI*", which led to development of the logical framework for the project "Consolidating Peace in Colombia by Supporting Protection and Durable Solutions for Victims of Forced Displacement in Informal Settlements," being implemented by the Unit for Victims and UNHCR.
 - Socialization of publication "Legalization of informal settlements. Contributions for a public policy targeted at the displaced population", prepared jointly with Opción Legal, including recommendations, lessons learned, and specific challenges for the Ministry of Housing and the DNP.
 - The scheme for monitoring durable solutions.
 - A return model with an ethnic approach.
- In 2016, 2017, and 2018 over 130 entities were strengthened, mainly at territorial level, within the framework for advancing towards solutions for the displaced population.

"We were left with a sense of belonging, or rather that responsibility that we, institutions, have with victims of the armed conflict (...) We can do it and not wait for UNHCR or another entity when we can advance and create a good articulation." (Interview with Mocoa Mayor's Office)

- Indigenous peoples organizations were strengthened in their organizational processes and as ethnic authorities, with the goal of advancing towards effective territoriality, identity building, internal autonomy and government systems, monitoring of risk situations, and safety.
- In the case of Afro-Colombian communities, there was progress in developing organizational and self-government structures for the internal organization of hundreds of communities and their interlocution with State entities. Methodological tools were created to address intercultural conflicts.

Table 6 – Goal attainment by indicator, 2016-2019 LC2

Year		Annual reports that consolidate the lessons learned	Number of entities assisted at national and local level	Number of strengthened communities that implement measures for reparation and observance of Order of Compliance 004	Number of strengthened communities that implement measures for reparation and observance of Order of Compliance 005
2016	Goal	1 report	134 entities at national and local level	20 communities	6 communities
	Result	1 report	138 entities: 17 at national level and 121 at local level	20 communities	27 communities
2017	Goal	1 report	140 entities at national and local level	20 communities	27 communities

Year		Annual reports that consolidate the lessons learned	Number of entities assisted at national and local level	Number of strengthened communities that implement measures for reparation and observance of Order of Compliance 004	Number of strengthened communities that implement measures for reparation and observance of Order of Compliance 005
	Result	2 reports	156 entities: 23 at national level and 133 at local level	21 communities	31 communities
2018	Goal	2 reports	140 entities at national and local level	18 communities	27 communities
	Result	1 report	142 entities: 10 at national level and 132 at local level	16 communities	18 communities
2019	Goal	2 reports	140 entities at national and local level	18 communities	27 communities
	Result	5 reports	67 entities: 19 at national level and 48 at local level	8 communities	6 communities

Source: Prepared by the authors according to data from the Four-Year Plan Annual Reports

For LC3, in 2016 and 2017, goals were attained and, in some cases, exceeded. However, 2018 and (particularly) 2019 show a major decrease in goal attainment for indicators related to the number of beneficiary CAYP displaced and/or at risk of displacement, participating women's and/or diverse SOGI organizations, and the number of participating women.

The following major achievements were identified:

- Self-efficacy and behavioral transformations in the community, according to participation assessments and the prioritization of needs based on dialogue, listening, peaceful conflict resolution, and leadership strengthening, with the goal of providing a voice and recognition to those lacking them. For instance, 156 participation assessments were conducted between 2018 and 2019, where 258 needs were prioritized.⁴⁷ In these activities, differential work was conducted with women and CAYP, as detailed in the answers to questions related to the efficacy of the differential approach (Question 3).

"You have to learn first in order to provide solutions because problems remain, and that is what I learned. Nothing is impossible... I have learned to remain calm, if we don't have a dialogue then the leader could be in trouble... Results were achieved thanks to replications, guidance, training." (Focus group with leaders in Cúcuta)

- Communities were strengthened and empowered for dialogue with authorities. With ethnic communities, development of organizational and self-government structures was strengthened, advancing in creation of the document on ombudsman's guidelines and methodological tools for intercultural dialogue, and strengthening the institutional relationship between communities and the Ombudsman's Office.

"A huge achievement for us was being able to go to the mayor's office to have a conversation, we were no longer afraid; as the saying goes, we were opening doors, UNHCR taught us how to open doors while providing us with support, anything we needed; he (the UNHCR staff) was always there to tell us to do this or that." (Interview with social leader, Tame)

- Development and implementation of tools⁴⁸ for the effective participation of CAYP in the prioritized at-risk communities. Additionally, "as part of the children and armed conflict desk, we held discussions on incorporating a sensitive children and adolescents approach in the Comprehensive System of Truth, Justice, Reparation and Non-Repetition, with the participation of the Special Jurisdiction for Peace (JEP), Truth Commission (CEV), Disappeared Persons Search Unit (UBPD), and Unit for Victims."⁴⁹
- Implementation of methodologies for strengthening protection spaces for CAYP, like in Norte de Santander, where the ADP Paz methodology was implemented. This generated play and teaching spaces that strengthened plans for regenerating the social fabric at the family and community level.
- Achievements in representativeness and effective participation of women's and diverse SOGI organizations, as well as in strengthening organizations in the development of community resilience, and mixed protection networks. Participants created proposals to strengthen women's leadership and wrote a handbook for protecting persons with diverse sexual orientations and gender identities.

Nevertheless, in 2018 and 2019 the intensity of actions decreased, even to the point of interruption:

"We've had setbacks with the indigenous population... I think that is where we have been overpowered by the situation in Venezuela because the work with the indigenous population requires a lot of time and presence in the community, and in the past two years, though the office had quite a solid strategy in 2016 and 2017... unfortunately in 2018 and 2019 we haven't been able to maintain it in terms of direct community work." (Interview with UNHCR)

⁴⁷ UNHCR, Plan Annual Report 2018, Plan Annual Report 2019

⁴⁸ 1. "Encauzando ríos hacia la protección" – COALICO; 2. "Herramienta metodológica para la participación efectiva de niños, niñas y adolescentes víctimas del conflicto armado" Ombudsman's Office-Deputy Ombudsman's Office for Children, Youth, and Elderly; 3. "No puede ser cierta la guerra" Ombudsman's Office-Deputy Ombudsman's Office for Children, Youth, and Elderly. 4. "El río del Tiempo. Una experiencia pedagógica de COJUCOMA con los jóvenes de las comunidades del Río Arquía" COALICO;

⁴⁹ UNHCR (2019), Plan Annual Report 2018, Plan Annual Report

Table 7 – Goal attainment by indicator, 2016-2019 LC3

Indicator		Number of communities and community organizations strengthened	Percentage of actions promoted versus needs prioritized by communities	Number of beneficiary CAYP displaced and/or at risk of displacement	Number of tools, methodologies, and processes designed and/or implemented	Number of women's and/or diverse SOGI organizations participating in tool design, management, and implementation	Number of women's and/or diverse persons with diverse SOGI participating in tool design, management, and implementation
2016	Goal	104 communities	80%	14,400 CAYP	3 tools	20 organizations	200 persons
	Result	190 communities	82%	12,731 CAYP	3 tools	50 organizations	1,114 persons
2017	Goal	190 communities	82%	12,000 CAYP	3 tools	55 organizations	1,349 persons
	Result	206 communities	97%	13,170 CAYP	3 tools	46 organizations	2,516 persons
2018	Goal	150 communities	82%	10,000 CAYP	2 tools	41 organizations	1,509 persons
	Result	122 communities	78%	11,139 CAYP	2 tools	54 organizations	1,971 persons
2019	Goal	150 communities	82%	10,000 CAYP	2 tools	41 organizations	1,509 persons
	Result	119 communities	75%	4,708 CAYP	1 tool	18 organizations	931 persons

Source: Prepared by the authors according to data from the Four-Year Plan Annual Reports

For LC4, goals were attained in advancing towards overcoming the Unconstitutional State of Affairs by component, even beyond the "number of State institutions that have received technical assistance for overcoming the Unconstitutional State of Affairs;" the goal was to reach 134 institutions, and 138 were reached, 17 at national level and 121 at local level. The objective of creating spaces for dialogue between the National Government, Constitutional Court, and controlling bodies was not achieved.

The following are among the most significant achievements:

- Strengthening of the Unit for Victims by means of reports with recommendations for advancing in the achievement of the EER, as well as with recommendations for adjusting the return and relocation protocol.
- Strengthening of territorial entities in measuring and monitoring EER indicators in the Registration report.

"(UNHCR) helped us a lot with the PAT (Territorial Action Plan), RUSICST (Territorial Information, Coordination and Monitoring System Unified Report), with everything related to the information system and platforms... It provided us with support and worked with us closely, and thanks to that work with UNHCR, we got a higher score." (Interview with Cúcuta Mayor's Office)

- Provision of support to the Constitutional Court in monitoring return, collective reparation, and prevention, in addition to the preparation of progress reports on the EER.

"The support that UNHCR has provided to the Court has focused on two major areas. The first is the support and technical assistance that UNHCR provides to the chamber and provided mainly at times that were key in building judicial rulings, as in the case of context information collected thanks to its presence in field

offices (...); the second area is the main source of the monitoring chamber being the reports that we receive (...) Field visits are not among our duties, and neither is being more in contact with communities, so the ombudsman's and UNHCR's reports are vital for us." (Interview with the Constitutional Court)

Table 8 – Goal attainment by indicator, 2016-2019 LC4

Indicator	2016		2017	
	Goal	Result	Goal	Result
Progress in overcoming the ECI	5 components 1. Land 2. Housing 3. Prevention 4. Protection 5. Solutions–return, relocation, and local integration	5 components 1. Land 2. Housing 3. Prevention 4. Protection 5. Solutions–return, relocation, and local integration	4 components 1. Registration 2. Housing 3. Solutions–return, relocation, and local integration 4. Income generation	5 components 1. Income generation 2. Housing 3. Education 4. Reparation 5. Justice (in a cross-cutting manner in relation to registration and database management)
	2018		2019	
	Goal	Result	Goal	Result
	4 components 1. Registration 2. Housing 3. Solutions–return, relocation, and local integration 4. Income generation	4 components 1. Registration 2. Housing 3. Solutions–return, relocation, and local integration 4. Income generation	4 components 1. Registration 2. Housing 3. Solutions–return, relocation, and local integration 4. Income generation	3 components 1. Prevention and Protection 2. Registration 3. Solutions

Source: Prepared by the authors according to data from the Four-Year Plan Annual Reports

Question 1.4 Are there additional, unexpected results that influenced or modified the attainment of goals?

There were no unexpected results, as the Plan's execution was agreed upon by the National Government at the national and territorial level, as well as by UNHCR with each community based on participation assessments. Rather than unexpected results, some testimonies from the interviews show situations that pleasantly surprised the different actors, who did not expect to have such an influence. For instance, testimonies contain statements such as "the change in the way people greet us now," "we didn't expect the municipality to advance in the topic of victims (municipality authority); "in terms of legalization, it was a great surprise to see a process concluded" (social leader).

The evidence collected shows that, instead of additional, unexpected results, achievements relate to changes in context due to two situations (further explained in Question 4.1). The first situation is the worsening and transformation of the conflict that began to rise in 2017 and worsened in 2018; the second situation is the humanitarian emergency caused by the mixed influx of thousands of refugees and migrants from Venezuela to Colombia.

"To be honest, I never pictured how noticeable the assistance for the Venezuelan population was going to be, we didn't see it coming, it arrived all of a sudden and we had no other choice than to learn to handle it, we had to study, and we have tried to solve those difficulties." (Interview with a municipal attorney's office in territory)

Question 4.2 Do the actions developed within the framework of the Four-Year Plan contribute to durable solutions policies and programs for the displaced population and reception communities?

The durable solutions approach should continue to be applied and to generate lessons, to be shared with the National Government in open dialogue processes, in order to increase their influence on public policy.

The purpose of implementing the durable solutions approach is to conduct interventions so that the beneficiary population is no longer in a state of emergency but rather in a state sustainability in which they do not depend on assistance because of their displacement. Additionally, the approach aims to create conditions in which they are not deprived of the enjoyment of human rights, as well as to gather evidence and lessons learned to be integrated into public policy for assistance to the displaced population. To that extent, the experience in *Construyendo Soluciones Sostenibles* (TSI) was evaluated, systematized, and socialized, as was the process for informal settlement legalization as explained above.

Throughout the Plan's execution period, UNHCR provided technical assistance to National Government entities, at national and local level based on their competencies, to provide a solutions response to the displaced population. Examples include the creation of a regulatory framework that acknowledges the importance of legalization in devising solutions for the displaced population, in cooperation with the Ministry of Housing. At the territorial level, the Plan had a major influence on the strengthening of work teams. For example, in the mayor's offices of the municipalities visited (Mocoa, Quibdó, Arauca and Cúcuta), dedicated legalization offices were opened and tasked with coordinating the entire process.

"Strengthening human resources has resulted in higher legalization indicators. On the other hand, the new administration is currently proposing increasing the legalization budget every year by a percentage throughout the entire term; during the four-year period it was assigned an indicator so that the line item amount would be higher." (Interview with Cúcuta Mayor's Office)

Moreover, the approach, as applied in the Unit for Victims throughout the five years, was influential in different ways:

- With the abovementioned socialization in 2016, "TSI showed how policies can be created horizontally and stated that the program is an opportunity for territorial peace" (Unit for Victims).⁵⁰
- Later in 2017, the approach was reinforced by the DNP in the recommendations from the Evaluation of operations and results of the Return and Relocation Policy: "The proposal consists of promoting comprehensive actions in vulnerable communities with differential interventions for returned and relocated households, under the durable solutions approach promoted by the United Nations."⁵¹
- In 2018, the approach was applied continuously in the project "Consolidating Peace in Colombia by Supporting Durable Solutions for Victims of Forced Displacement in Informal Settlements," implemented together with the Unit for Victims (2018-2020) in nine communities located in five municipalities, with resources from KOICA, from which best practices and lessons learned were derived. There was interlocution between the project and the Nation-Territory Assistant Director's Office, the Assistant Director's Office of National System for Comprehensive Victim Support and Reparation (SNARIV), and the General Assistant Director's Office. However, the interlocution between the project and the Unit for Victims return and relocation team has room for improvement.

"Some measures, but not all recommendations, were adopted. These programs are small and specialized, they are pilot studies; if they don't make the State rethink, redesign, or get the results needed to improve program implementation, they end up being nice experiences, nothing else... The current program (KOICA)

⁵⁰ <https://www.acnur.org/noticias/noticia/2016/11/5b0c1cb510/colombia-tsi-aporta-recomendaciones-de-politica-publica-para-el-alcance-de-soluciones-para-poblacion-desplazada.html>

⁵¹ DNP, Evaluation of operations and results of the Return and Relocation Policy, conducted by Econometría, 2017. https://colaboracion.dnp.gov.co/CDT/Sinergia/Documentos/Evaluacion_politica_retornos_reubicaciones_Ficha_Tecnica.pdf

hasn't been able to collaborate with Return and Relocation (teams)... They don't work jointly. Last year regulation was drafted for the return and relocation route, and the decree for these lessons (on durable solutions) was not coordinated." (Interview with the Unit for Victims)

Question 3 Efficacy of the differential approach. Has the Four-Year Plan incorporated in its planning, management, and results a differential age, gender, and diversity approach?

The Plan incorporated the differential age, gender and ethnic diversity approach in its objectives, activities, expected results, and indicators. Its execution contributed to prevention and protection of women, persons with diverse SOGI, children, adolescents, and young people, as well as indigenous and Afro-Colombian communities; institutions were strengthened; methodological tools were created for effective participation with a differential approach; and progress was achieved in transformations and self-management for the enjoyment of rights. Nevertheless, processes for long-term transformations, such as those with indigenous and Afro-Colombian peoples, were left unfinished.

Below is an analysis of the extent to which the topics of gender, diverse sexual orientation, or gender identity, age and ethnicity were incorporated in the Plan's planning, management, and results.

Gender

The topic of gender is present in the Plan's design explicitly in the LCs. The Plan established clear objectives with corresponding indicators relating to identifying risk and building capacity of women and persons with diverse SOGI. Objectives relate to design, management, and joint creation of proposals aimed at comprehensive protection, as well as for designing methodological tools to generate community proposals for comprehensive protection measures.

The surveys show an average score of 4.14 at territorial level and 4.44 at national level for the question *To what extent did the Plan consider the specific needs of women?*, dropping to 3.76 territorially and 3.88 nationally for question *To what extent were the needs of persons with diverse SOGI considered?*

The average score for achieving expected results for women was 3.95 at the territorial level and 4.22 at the national level. In the case of the expected results for the population with diverse SOGI, the average score was 3.58 at territorial level and 3.63 at national level. Some of the low scores for the results for women are due to the need to focus actions in neighborhoods or communities, while leaving out others that are equally in need. Furthermore, testimonies state that efforts are insufficient for achieving sustainability... "It's like a water drop on a burning rock." Regarding the population with diverse SOGI, some respondents from UNHCR field offices state "we have no authority there;" "there are no adequate spaces, besides community spaces;" "people never come to these spaces, they were never interested." Others claim to have provided direct assistance to cases at risk or under threat due to sexual orientation and strengthened the enjoyment of rights, assistance routes, and self-protection.

Figure 9 – Using a scale from 1 to 5, where 1 is slightly and 5 is greatly, to what extent were the expected results for women achieved?

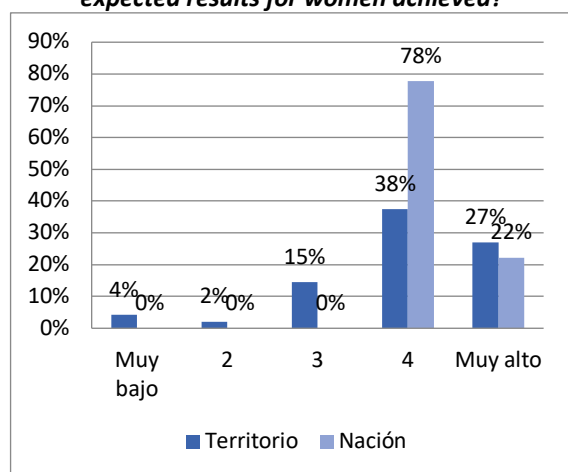
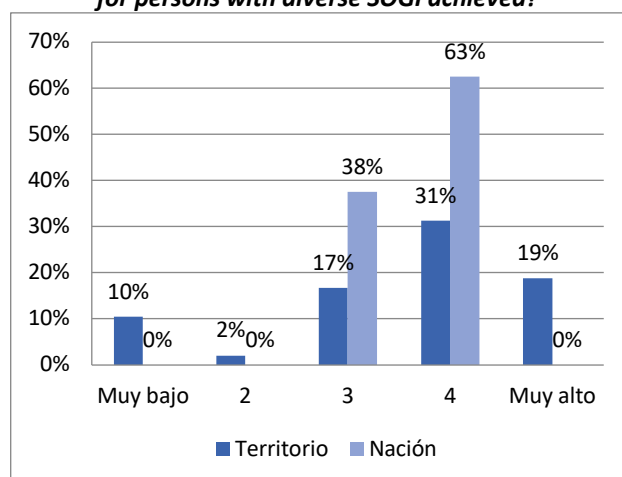


Figure 10 – Using a scale from 1 to 5, where 1 is slightly and 5 is greatly, to what extent were the expected results for persons with diverse SOGI achieved?



Source: Econometría, online survey 2019.

Key:	
Muy bajo	Slightly
Territorio	Territorial level
Nación	National level
Muy alto	Greatly

"The effect of what we do is like a water drop on a burning rock—it's quick, the drop falls on the rock, cools the rock for a second but ends up evaporating because of the heat. And I believe that regarding gender-based violence, the direct impact on women only, in terms of recruiting, we have achieved very little, yet we mustn't forget we have indeed managed to transform life in 3, 4, 5 cases... which is quite an achievement." (Interview with UNHCR)

Proposals transformed into actions, as reflected in the annual Plan reports and in testimonies provided in interviews with institutions and focus group participants. Results include the following:

- Capacities for SGBV case identification, referral, and response were strengthened in groups of women and persons with diverse sexual orientations and gender identities, as well as in institutions. According to testimonies provided in focus groups, women who participated in workshops and organizational processes became "visible" persons, entitled to rights, and acquired a voice for themselves, for other women and for their communities.
- From 2016 to 2019, the representativeness and effective participation of women's and diverse SOGI organizations were achieved: 50 organizations in 2016, 40 organizations in 2017, 54 organizations in 2018, and 18 organizations in 2019.
- Organizations such as AFRODES-capítulo mujeres were strengthened in 2018, and participated in the Comprehensive System of Truth, Justice, Reparation and Non-Repetition (SIVJRNRR) by submitting a report to the System.
- The community psychosocial proposal "Psychosocial School for Leaders" strengthened the Corporación SISMA Mujer.
- Together with the Ombudsman's Office, UNHCR created a handbook for protecting persons with diverse sexual orientations and gender identities. In 2018, they provided legal and psychosocial assistance and support to SGBV survivors, including persons with diverse SOGI.
- Under the inter-agency project supported by the MPTF, safe spaces for women exposed to or at risk of SGBV were developed in Tibú (Norte de Santander) and Puerto Asís (Putumayo), areas that have been particularly affected by the armed conflict.

"Well, the women's circle is the network of women weavers of life, and they came and taught us, and they taught us many things, and well, some things stayed with us, what stayed with us was what we learned we had to do, for example when there is a rape, that the female gender and the male gender are equal... Also, the support for the victims, first taking them to the hospital and that there should only be two people, because one knows the case and informs another person in order to accompany the victim, and they are victims of any violence, sexual abuse, mistreatment." (Focus group with leaders in Puerto Guzmán)

- One major achievement was strengthening the Gender-Based Violence Data Management System (GBVIMS), that contains over 8000 GBV cases filed in 13 pilot municipalities since 2011. Case referral and institutional articulation have been strengthened to guarantee a comprehensive response for survivors.

Indigenous and afro-descendant communities

One of the main Plan objectives was the work with ethnic groups, in view of the serious violation of rights caused by displacement and confinement. The LC established lines of action for prevention, protection, solutions, and participation, in addition to monitoring indicators to track progress.

According to the surveys conducted, the degree to which the Plan fit the needs of ethnic communities was given a score of 4.5 at the national level; however, at the territorial level, it was given a score of 3.95 in indigenous communities and of 3.4 in Afro-Colombian communities.

"The communities that have been most affected are the indigenous communities, they are on the sidelines of the route and of the entire State. They are more excluded, so we have to focus on the areas where there is more exclusion. It is necessary if we want to have a bit of balance; we have to focus on the weakest areas, and the indigenous people fit this description." (Interview with UNHCR)

The results achieved, as reported in the annual Plan reports, (some of which are mentioned in previous sections) are summarized as follows:

- The development of sub-regional plans for risk analysis with a differential approach, such as the Pacific regional prevention and protection Plan; comprehensive plans for the prevention of human rights violations in Chocó; the Ombudsman's Report on Borders; working routes in collaboration with the Directorate for Human Rights recommendations to strengthen the strategy for implementing comprehensive plans for the prevention of human rights violations.
- Strengthening of communities in collective protection routes.
- Strengthening of the UNP in the implementation of collective protection routes; creation of the Collective Coordination; and supporting creation of Decree 2078 of 2017 through the collective protection procedure.
- Strengthening of the Directorate for Human Rights of the Ministry of the Interior to implement actions for preventing the risk of human rights violations by updating the comprehensive prevention and protection plans, as well as the National Subcommittee on Prevention, Protection and Guarantees of Non-Repetition (SNPPGNER) in areas where the highest risk has been identified.
- Creation of spaces for institutional linkages and training with relevant entities in the collective protection route.
- Strengthening of indigenous peoples in their organizational processes and as ethnic authorities. The goal is to advance in the effective enjoyment of territoriality, identity building, autonomy and self-government; building capacities for influencing public policies in communities affected by forced displacement.
- Strengthening of the intercultural dialogue with the Deputy Ombudsman's Office for Indigenous and Ethnic Minority Affairs; development and implementation of the intercultural dialogue methodology.
- Strengthening Afro-Colombian communities at risk and protection route identification, as well as of community council authorities to participate in transitional justice spaces and identify needs.
- Contribution to strengthening the Human Rights Observatory and of the systematization and visibility of indigenous peoples' human rights and IHL violations in Colombia and the ONIC partner organizations, particularly for support and monitoring forced displacement.
- UNHCR's strengthening of the inter-institutional desks that enforce Order of Compliance 004 and Order of Compliance 005.

In the online survey conducted with government officers and UNHCR staff, for the question about the extent

to which the expected results for the indigenous population were achieved, the average score was 3.87 at the territorial level and 4 at the national level. For the same question regarding the Afro-Colombian population, the average score was 3.49 at the territorial level and 4 at the national level. The figures below show the percentage distribution.

Figure 11 – Using a scale from 1 to 5, where 1 is slightly and 5 is greatly, to what extent were the expected results for indigenous populations achieved?

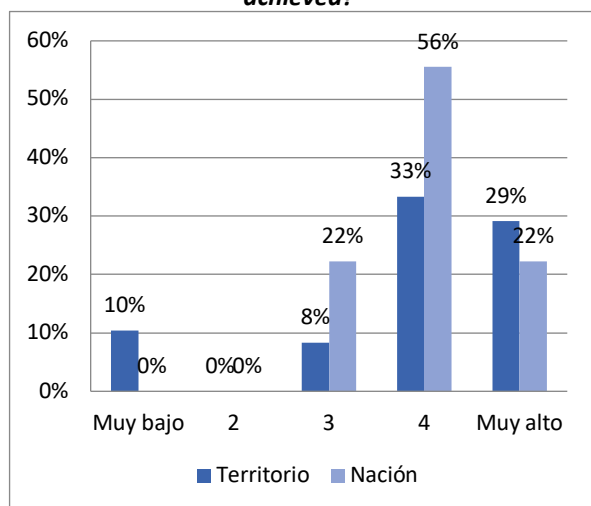
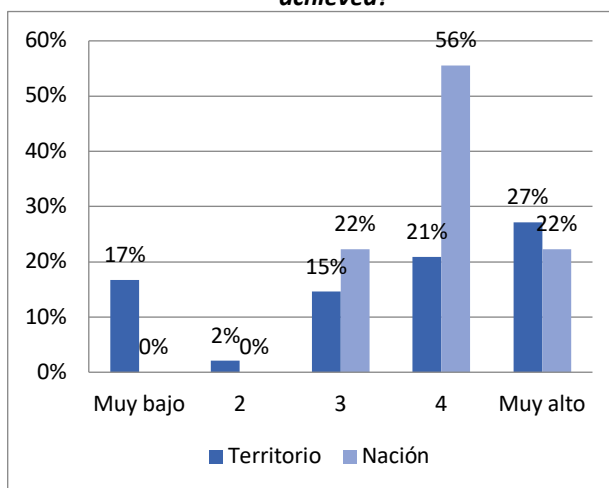


Figure 12 – Using a scale from 1 to 5, where 1 is slightly and 5 is greatly, to what extent were the expected results for Afro-Colombian populations achieved?



Source: Econometría, online survey 2019.

Key:	
Muy bajo	Slightly
Territorio	Territorial level
Nación	National level
Muy alto	Greatly

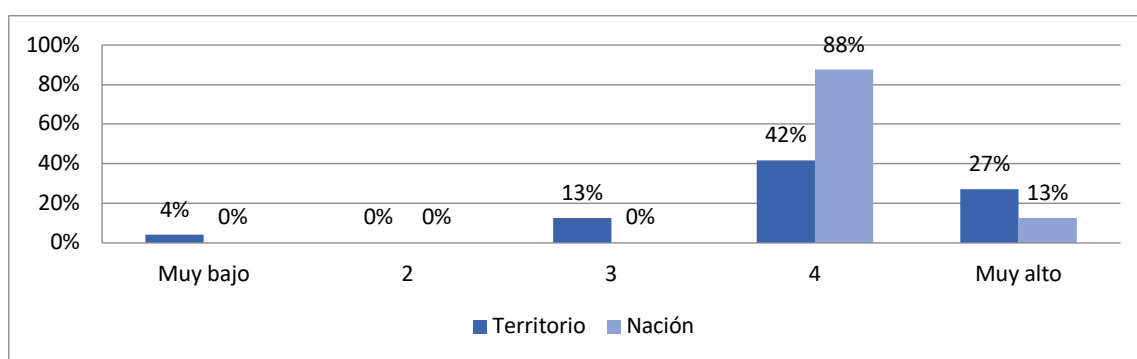
While in interviews the achievements and work with indigenous and afro-descendant communities are acknowledged, there is a sense of having left things "unfinished": "I think that is where we have been overpowered by the situation in Venezuela because the work with the indigenous population requires a lot of time and presence in the and in the past two years, though the office had quite a solid strategy in 2016 and 2017... in 2018 and 2019 we haven't been able to maintain it in terms of direct community work," (UNHCR.) It is worth noting that the work with these communities is long-term, coherent, constant, and systematic; it is hindered as access conditions are challenged, the risks for communities increase, and the available resources are reduced.

CAYP

The LCs prioritized CAYP displaced or at risk of displacement by strengthening and activating the local prevention and protection systems and the interinstitutional work to foster effective participation.

In the survey, under the question about the extent to which CAYP were considered in the Plan, the average score was 4.25 at the territorial level and 4.44 at the national level, which shows the importance of CAYP in the Plan. In terms of the extent to which the expected results for CAYP were achieved, the average score was also high: 4.02 at the territorial level and 4.13 at the national level. The figure below shows the score distribution.

Figure 13 – Using a scale from 1 to 5, where 1 is slightly and 5 is greatly, to what extent were the expected results for CAYP achieved?



Source: Econometría, online survey 2019.

Key:	
Muy bajo	Slightly
Territorio	Territorial level
Nación	National level
Muy alto	Greatly

"In the work with young people we see how lives are transformed and how being able to establish a life project makes them think beyond the context of the conflict they are living in and makes them think that, through a leadership role in their own community, they can generate transformation, or makes them see that there is a world beyond harvesting coca." (Interview with UNHCR)

The voices collected through interviews explain results achieved in a positive light, the needs of CAYP made visible, the development of protection spaces, and the prevention and protection measures that were adopted:

- In terms of prevention and protection, authorities and UNHCR identified and documented numerous cases thereby activating the local protection systems. Young people at risk of recruitment were removed from the territory.
- CAYP participation tools were developed and implemented.
- Protective environments for CAYP were strengthened in collaboration with the Deputy Ombudsman's Office for Children, Youth, and Elderly, as well as with families, communities, and educational environment officers. Authorities and UNHCR developed and strengthened prevention mechanisms and protection spaces through safe spaces, schools, sports and recreation venues, meeting places, educational materials, etc.
- Youth community groups that support peacebuilding initiatives were strengthened.

"... a group was created with young people... in our community, there is currently a well-equipped communication group and it is called diverse voices, and diverse voices because there are little voices like mine, I am the oldest, there are farmers' voices on the environment and I with the topic of women's and youth rights, because it is important that young people take ownership of these issues." (Focus group with women in Mocoa)

Nonetheless, interviewees perceived the insufficiency of the intervention, as actions could not be extended to other communities and did not have an influence on external factors that undo the underlying causes.

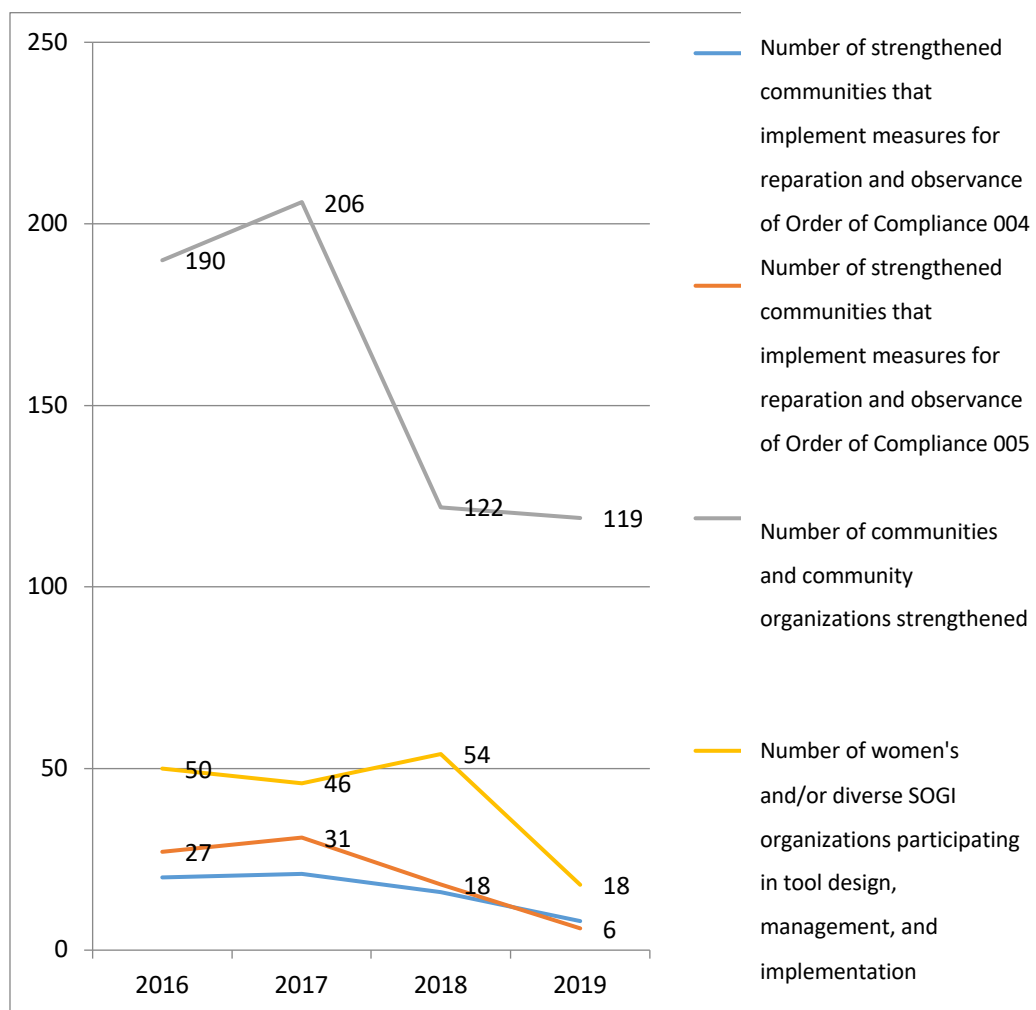
"Now the impact is reduced and, in addition, the reality ends up overpowering the project, as even when young people have had a successful intervention, even when they have managed to create a life plan, the lack of opportunities when taking the second step end up leading them into violent contexts." (Interview with UNHCR)

Question 3.1 Were there gaps in coverage related to ethnicity, location, gender, or age? If yes, which were the key internal and external factors that contributed to the gap(s)?

Based on the challenges presented in annual reports as well as in the interviews and focus groups conducted, there is a coverage gap in the actions being taken since 2018, in spite of a generally positive perception of the results achieved.

The decrease in the number of communities assisted was evident, as shown in the Figure below. Examples include reduced coverage in LC2 in terms of the number of indigenous and afro-descendant communities, and in LC3 in terms of the number of women's and SOGI organizations, dropping in number from 50 to 18.

Figure 14 – Number of communities/organizations covered by the Plan (2016-2019)



Source: Prepared by the authors based on data from the Plan Annual Reports (2016-2019)

Two major factors influenced this situation.

- First, UNHCR acknowledges in its annual reports that one of the challenges faced was the restructuring of the illegal armed groups. This triggered displacement and the risk of recruitment, in addition to challenges in accessing communities.
- Second, the crisis resulting from the mixed influx of refugees and migrants from Venezuela, as explained by a UNHCR officer, "changed things for us. A lot of our efforts went to assisting the Venezuelan population."

"Not letting go of the communities the same way that they were because by doing so we fractured the whole process that we had been following with them. I know that we had to assist them because of the (migratory) emergency, but we worked less with the displaced population, less work was done with them on matters like land and training, and I think that's what we are lacking." (Interview with the governorate of Arauca)

Question 3.2 To what extent have important aspects and concrete affirmative actions been prioritized to strengthen the gender and human rights approach in the implementation of the Four-Year Plan (2015-2019)?

The Plan's design and implementation are in line with the UNHCR Age, Gender, and Diversity Policy, under which UNHCR, in all of its operations, "systematically applies an age, gender and diversity (AGD) approach with the aim of ensuring that persons of concern can enjoy their rights on an equal footing and participate meaningfully in the decisions that affect their lives, families, and communities,"⁵² as well as in line with the human rights approach.

The following are some examples of important aspects and affirmative actions under the gender and human rights approaches in the Four-Year Plan's implementation:

1. Explicit incorporation of the various groups of concern within the lines of action, where actions were developed with and for population groups considered highly valuable.
2. UNHCR and communities built action plans with differential and territorial approaches, based on participation assessments conducted separately with the groups of concern. The goal of these action plans was to identify the existing problem and its causes, the available capacities and resources, and the solutions proposed. These plans also consider the differential aspects of the territory.

"The differential approach was one of the most important flagship elements. UNHCR submitted numerous reports related to territorial analysis, insisting that not all areas should be given the same response. This call for differential analysis in both population and territorial terms has been a fundamental part of the work they have done." (Interview with the Constitutional Court)

3. Development and implementation of participation tools such as "Encauzando ríos hacia la protección" by COALICO; "Herramienta metodológica para la participación efectiva de niños, niñas y adolescentes víctimas del conflicto armado" by the Ombudsman's Office-Deputy Ombudsman's Office for Children, Youth, and Elderly; "No puede ser cierta la guerra" by the Ombudsman's Office-Deputy Ombudsman's Office for Children, Youth, and Elderly; and "El río del Tiempo. Una experiencia pedagógica de COJUCOMA con los jóvenes de las comunidades del Río Arquía" by COALICO; additionally, development of participation strategies with women's and diverse SOGI organizations.
4. Development of the Plan based on the achievement of rights: Prevention and protection rights in LC1, followed by the economic, social, and cultural rights in LC2, for which the community capacity building in LC3 is essential. All of this is included in the aim of LC4: the achievement of the Effective Enjoyment of Rights and the overcoming of the Unconstitutional State of Affairs of the displaced population.
5. Accountability under a differential approach that focuses on human rights and uses results indicators from the Plan's monitoring system that incorporate the differential approach. Also, the annual reports present these indicators in quantitative terms but mainly in qualitative terms, displaying accountability under a differential approach.
6. UNHCR staff that is extremely sensitive to the gender and human rights approaches, which constitutes an institutional characteristic of its actions and expressions. In the territory, the team's deep knowledge of each assisted community, including their achievements and challenges, is noticeable.

"All the institutions that defended people's rights never listened to us and I had heard of UNHCR, so we looked for the office and address and we finally found it. We arrived there quite afraid that they were going to discriminate against us, since everyone had discriminated against us... we insisted... and we were assisted by (xxxx), who welcomed us with much love and affection and I was able to speak freely to her and she gave us peace of mind and hope. She listened to us and, (then) accompanied us to the settlements where we were staying... they walked, took pictures of the settlements, children with serious health problems, old people who had to beg for food, pregnant women who had to labor making papier-mâché crafts; UNHCR couldn't believe what it was seeing. UNHCR saw so many inhuman conditions and that's when it began working with us. (Quibó focus groups)

⁵²UNHCR, Age, Gender and Diversity Policy. <https://www.unhcr.org/protection/women/543b922a6/age-gender-diversity-policy.html>

7. The Plan also includes actions for enjoying the right to peace through collaborative work, to improve communication channels, build social infrastructure to protect at-risk populations, and strengthen actions aimed at enforcing the Peace Agreement. Examples include the strengthening of youth group COCOMACIA, which allowed building the tools and educational materials under the Peace Agreement for the young people who reside in the Río Arquía region in Chocó.

"...UNHCR... was even more aligned with the Peace Agreement... It played an active role as an intermediary for the rights of displaced persons and refugees within the framework of the Peace Agreement, serving as a facilitator, which was very interesting." (Interview with CODHES)

Question 4.1 What are the key contributing or limiting factors that have an impact on the general effectiveness of the actions developed within the framework of the Four-Year Plan?

The factors that contributed to achieving results were joint planning by the Government and the communities based on trust, inclusive participation, and identification of needs and actions. In the process for neighborhood legalization, the convergence of actors for solving bottlenecks was a positive factor. Furthermore, the support of the Constitutional Court through Order of Compliance 373 of 2016 made executing the Plan highly relevant, and the UNHCR human team in the territory displayed a humanitarian spirit and impartiality.

- The joint work based on trust by UNHCR and the National Government, at a time of change and optimism. This was the Plan's starting point and focus: joint work to implement actions. This was the nature of technical assistance, support, concrete intervention actions, and dialogue with National Government entities, at both the national level and the local level together with governorates, mayor's offices, and municipal attorney's offices.
- The trust that UNHCR has fostered in the communities, based on respect, impartiality, transparent information, defense of human rights, recognition and visibility, dignity, dialogue, and inclusive participation.
- The joint planning methodology implemented, with Government entities at the national and territorial level, and with communities. With the Government, the letters of understanding and resulting action plans underpin planning with a shared understanding of their justification and objectives. With communities, collective planning through participatory assessments under a differential approach constitutes a "navigation chart" for the community, and is a process for the strengthening of organizational capacities, dialogue, and peaceful conflict resolution. Communities have a work plan, with or without UNHCR's participation.

"First, in the unit's action plans, emphasis was placed on collective reparation action plans, and this process was now being prioritized. The ombudsman's reports were very helpful in getting us on track; there were many Orders of Compliance, and that's what pushed us to work. All this motivated us." (Interview with the Unit for Victims)

- The convergence of different actors, the community, institutions and even the private sector, in advancing and/or achieving the legalization of neighborhoods. For example, the legalization of Villa Juliana in Villavicencio was the result of "consistent, ongoing teamwork, as we couldn't achieve this by ourselves." (Villavicencio mayor, 2018)⁵³
- The support of the Constitutional Court to continuing efforts to overcome the Unconstitutional State of Affairs through Order of Compliance 373 in 2016, which makes executing the actions set forth in the Four-Year Plan highly relevant.
- The UNHCR human team based in the territory, praised by different interlocutors for their humanity, sensitivity, knowledge, experience, and impartiality, as detailed below.

"The quality of the UNHCR personnel, the sensitivity, the UNHCR human team. We raised the circumstances and they listened to us. I believe that this is a determining factor in any social work, the people, the human quality, the sensitivity, the openness to be able to listen... The people at UNHCR are extremely dedicated to the agency's work... It didn't matter if it was Saturday or Sunday, it didn't matter if a

⁵³ <http://villavicencio.gov.co/NuestraAlcaldia/SalaDePrensa/Paginas/Alcalde-Barbosa-oficializ%C3%B3-la-legalizaci%C3%B3n-del-barrio-Villa-Juliana,-octavo-en-su-administraci%C3%B3n-.aspx>

meeting had to be extended: they made it happen. The most important thing was being able to help the people." (Interview with the Ombudsman's Office)

Limiting factors include the worsening of the armed conflict, the National Government's shift in priorities, and the crisis caused by the mixed influx of refugees and migrants from Venezuela.

- The worsening of the armed conflict that increased the humanitarian impact on the civilian population in 2018. This occurred in the face of the "reconfiguration of armed groups, occupation of areas that were previously under the control of the FARC and the dispute over territory in several areas in the country" (UNHCR, Annual Report 2018), leaders killed, communities and social organizations stigmatized, new and recurring displacements, mobility restrictions and confinement, and an increase in the number of victims of gender-based violence and violations to the rights of children and adolescents in relation to the conflict.⁵⁴ This situation required the reinforcement of the prevention and protection actions of LC1, as well as the actions of the other Lines of Cooperation related to identification of community risks and risk cases for the activation of local protection systems. Moreover, the continuity of Solution actions (LC2) and Participation (LC3) in some at-risk communities was threatened due to access and communication difficulties.

"Because the conflict has intensified in the territories previously occupied by the FARC, other groups are fighting among themselves. This has led to displacement, confinement, armed strikes, all of which have increased in recent times... The obstacles are in the field of security itself; we are forced to suspend activities due to situations of public order, which prevents us from implementing some actions." (Interview with the Ombudsman's Office)

- The change of administration, both at the national and territorial level, entails modifications to the approach and priorities and staff turnover. Examples include the changes at the national level, in governorates, mayor's offices, victims' intermediaries at municipalities, and municipal attorney's offices, that entail a return to capacity-building processes every time a change takes place, though with decreasing time and resources.

"With every change of administration comes a change in staff, and we have to start from scratch... Start from scratch at municipal attorney's offices, mayor's offices, victims' intermediaries' offices, everyone is new and facing such a complex conflict." (Interview with UNHCR)

"There was a change of administration, a new administration, all bosses changed, UNHCR was working on the Venezuelan priorities, the URT focused on the change of administration; conversations were lost, work was brought to a halt." (Interview with the URT)

- The crisis caused by the mixed influx of refugees and migrants from Venezuela forced UNHCR to diversify its priorities: in line with its mandate to protect and assist the refugee population, UNHCR intensified actions, resources, and efforts. From the interviews, it was evident that UNHCR had to reduce Plan actions as result of the worsening of the Venezuelan refugee and migrant crisis.

"In 2018, UNHCR changed the intensity of the actions aimed at addressing the humanitarian migration. Its mission focused on the humanitarian situation of the Venezuelan people; it allocated all its financial resources to the Venezuelan situation. ... UNHCR looks at other things, it started to look at Venezuelan migrants, which is a problem that we are facing across the country." (Interview with the Unit for Victims)

"It had to do with the Venezuelan migrants. It was a completely new situation for us, that we weren't familiar with, and thanks to the relationship with UNHCR, its support and guidelines, we were able to address the problem related to the Venezuelan people." (Interview with the Ombudsman's Office)

Efficiency

Question 4. To what extent has the use of resources, partnerships, coordination, and UNHCR's image been efficient?

Below is an analysis of the degree of efficiency in the use of resources, partnerships, coordination, and UNHCR's image.

Question 1.1 Have Plan resources been used in the best way possible in relation to the results that

⁵⁴ UNHCR (2018) Plan Annual Report 2018. Bogotá

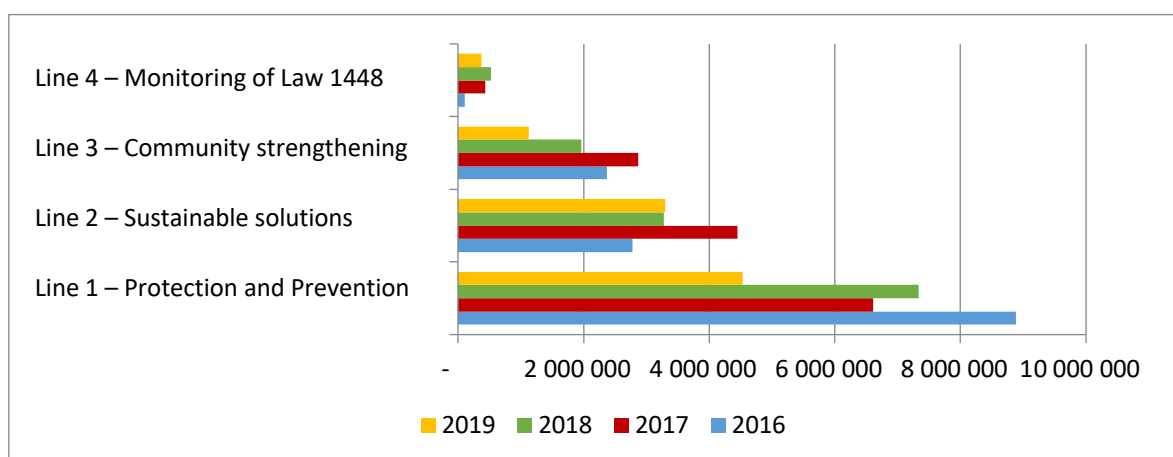
were expected and achieved? and 1.3 Have the results been consistent with the financial and human resources used to achieve them?

The use of resources was efficient in relation to the results expected and achieved. Nevertheless, the financial resources for the achievement of objectives were insufficient and decreased over the years, affecting the implementation of LC2, LC3, and LC4.

The Plan's total operational resources were estimated at USD 50.2 million, from the USD 95 million that were budgeted initially. The availability of resources decreased throughout the five years: from USD 14 million in 2016 and 2017 to USD 13 million in 2018 and USD 9.4 million in 2019, showing a decrease by 33% from 2016 to 2019, as donors redirected their contributions to the Venezuelan refugee and migrant crisis.

By lines of cooperation, LC1 for Protection and prevention showed the highest operational level, with a total USD 27.3 million implemented, accounting for 54% of the total, followed by LC2 for Solutions, accounting for 27% of the total, LC3, and LC4, accounting for 16% and 3%, respectively.⁵⁵ Figure 15 shows the total resources implemented by line and year. It is clear that LC1 had the largest amount of resources per year and that the resources decreased over time.

Figure 15 – Resources in USD implemented (operational level) by line of cooperation 2016-2019



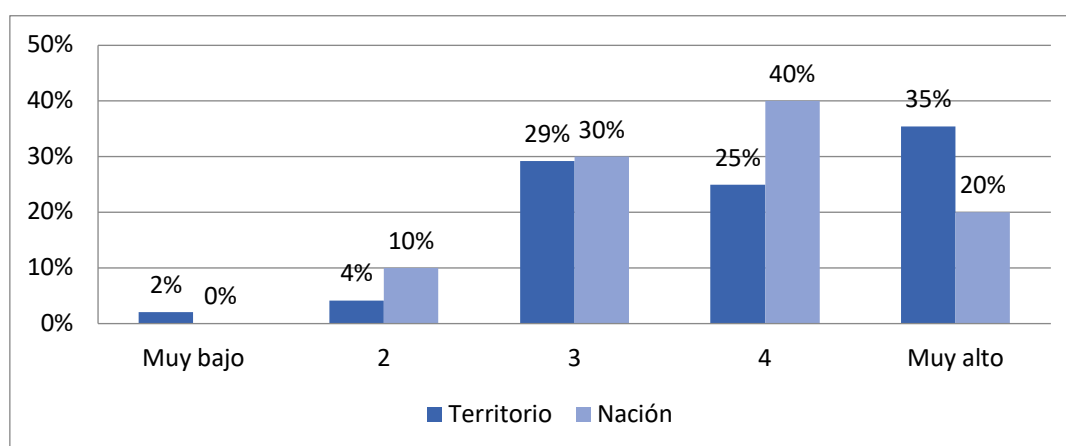
Source: Prepared by the authors based on data from the Plan Annual Reports (2016-2019)

Reflecting the reduced budget, goal attainment in the Plan also decreased from levels of almost 100% in 2016 and 2017 to 70% in 2019, as mentioned above, the determining factors for which were multiple, including the increase in the situation of violence, the crisis of refugees and migrants from Venezuela, and the change of administration at the national and local level.

In the survey, respondents gave the sufficiency of the (financial, human, logistic) resources available for the Plan an average score of 3.91 at the territorial level and 3.7 at the national level, which falls under intermediate-high.

⁵⁵ It is worth noting that all the Plan's actions were intended to contribute to overcoming the Unconstitutional State of Affairs (ECI).

Figure 16 - Using a scale from 1 to 5, where 1 is slightly and 5 is greatly, to what extent were the available (financial, human, logistic) resources sufficient?:



Source: Econometría, online survey 2019.

Key:	
Muy bajo	Slightly
Territorio	Territorial level
Nación	National level
Muy alto	Greatly

The majority of survey responses range between 4 and 5. Respondents who gave lower scores stated that resources were scarce when contrasted with the existing needs of the displaced population and the worsening of the conflict, and it was also clear to the UNHCR field offices that "the growing team and budget are a consequence of the situation in Venezuela" (UNHCR).

While some respondents argue that resources were insufficient, the majority agrees that the resources were used properly with regards to the Plan. The coverage achieved is worth mentioning, including hundreds of communities strengthened; hundreds of CAYP risk cases identified and assisted through local protection systems; 113 multi-function SGBV response committees, desks, and teams, and approximately 50 women's and diverse SOGI organizations strengthened; over 130 entities institutionally strengthened per year at the national and territorial level; 29 communities assisted in legalization processes, 13 of them successfully legalized.

"...They were relevant, very few were sufficient, they were scarce but relevant." (Interview with Quibdó Mayor's Office)

"...The resources that they had were good because with them they were able to make the best of the resources available, of the actions taken." (Interview with Mocoa Mayor's Office)

Resources served different purposes, though investment in human resources was the main purpose. The GoC was able to hire professionals and expert advisors at the national and territorial level. Another purpose was financing equipment and reinforcing safe spaces for communities, ombudsman's offices, and municipal attorney's office teams, transportation for visiting communities, financing workshops and training, focus groups, transport for leaders, complex solutions processes aimed at stabilizing returned or relocated communities, among others. Additionally, interviewees praised the efficiency of UNHCR's response.

"As a Unit, when I submit a specific request to UNHCR... UNHCR shows up, activates assistance routes, coordinates work with other agencies; for example, at times it serves as coordinator for the UN emergency system." (Interview with the Unit for Victims)

Question 2.1 Has the Four-Year Plan leveraged the existing regulatory and institutional structures to assist the displaced population, avoiding duplication?

The implementation of the Four-Year Plan has leveraged the existing institutional and regulatory structures, both at the national and territorial level. This was achieved through joint planning by various institutions and UNHCR, as well as through the UNHCR's contribution to the implementation of the institutions' action plans. UNHCR helped with co-financing and the complementarity of mandates, in order to avoid duplicating actions. Therefore, the Four-Year Plan helped capacity building of different institutions to effectively assist the victims of forced displacement.

LC1. Prevention and protection Institutions received support in line with the action plans. For example:

- Support was provided to the Public Prosecution Office (Public Prosecutor's Office, Ombudsman's Office, and municipal attorney's offices) in information collection. This facilitated registration of the displaced population and supported strengthening of the EWS in information collection for timely issuance of warnings.

"Yes, generally early in the year we hold a meeting, in which we say, look, this is the strategic ombudsman's plan, and this is how it is complemented by UNHCR." (Interview with the Ombudsman's Office)

- A work plan was established jointly with the Sub-directorate of Assessment and Registration of the Unit for Victims, with the goal of solving obstacles in registration.

"All of them resulted from the Unit's needs. We had certain weaknesses, we cannot ignore that support was needed for strengthening efforts because nothing is sufficient, neither resources, nor technical capacity, nor human talent, and even more so, taking into account the problems that exist in the territory: we are in one of the most vulnerable areas in relation to the conflict." (Interview with the Unit for Victims)

- Jointly with the Ministry of the Interior, UNHCR strengthened the National Prevention and Protection System and developed specific actions within the framework of the policy for preventing Human Rights violations and breaches of Humanitarian Law. The National Subcommittee on Prevention, Protection and Guarantees of Non-Repetition (SNPPGNR) was promoted and supported in areas where the most serious risks were identified.
- Jointly with the UNP, UNHCR provided support to implementation of the Collective Protection Route and the strengthening the risk assessment analyst teams. They also promoted a stronger coordination between the UNP and the Directorate for Human Rights of the Ministry of the Interior in terms of monitoring influence and enforcement of collective protection measures.

LC2. Durable Solutions

Concerning durable solutions, the Plan built on the existing institutional structures and regulations and strengthened institutions, mainly the municipalities facing numerous administrative and financial difficulties. In some mayor's offices legalization teams were formed, helping to create links between community and institutions within the framework of Encouragement Committees.

"The local administrations were able to understand that they had to have a resources budget item to address both displacement and victims fully. This is still relevant today; these resources are scarce because most municipalities are in the 6th category, so their resources are very basic and very limited." (Interview with UNHCR)

The Unit for Victims and UNHCR formed a technical team with financing from KOICA and socialized lessons learned from durable solutions experiences and the neighborhood legalization process with the Unit, Ministry of Housing, and DNP. They sought complementarity in the implementation of actions under national and territorial development plans, and under the Peace Agreement.

LC3. Effective Participation

The alignment of the communities' and organizations' own plans was thanks to strengthening efforts. Strengthening the intercultural dialogue with the Deputy Ombudsman's Office for Indigenous and Ethnic Minority Affairs as well as with the Deputy Ombudsman's Office for Women and Gender also contributed to alignment.

"Before we get involved in a project, we carry out a participatory assessment with the entities and the communities, with the people. Everything is within the organization's strategic framework. What is in the Plan is aligned with the Development Plan, but we don't take any action that is not in line with our strategy as UNHCR, or that is outside of the institutional framework or ethnic organizations. Our virtue is that we engage in a dialogue in order to build the program and the project. We always carry out a participation assessment and we help the institutions to build the development plan." (Interview with UNHCR)

LC4. Overcoming the ECI

In this line of cooperation, the Plan leveraged the existing institutional and regulatory structures to assist the displaced population and avoided duplicating efforts by providing technical assistance, both at the national and local level, to advance in overcoming the ECI. For example, UNHCR worked with the Unit for Victims to prioritize the recommendations for advancing in overcoming the ECI, as well as with the Constitutional Court to facilitate monitoring of the EER.

"...Articulation has been achieved and complementarity has been sought; we implement some actions and UNHCR has managed to implement others, so this complementarity is key to advancing, particularly in the return and relocation program, so UNHCR meets these needs that we have had at the unit." (Interview with the Unit for Victims)

The basis of the Chamber's work is that it is done within a framework of a dialogical process in which the information provided to us by the national government is, of course, very valuable, because it is the government that has the burden of proving the progress made in overcoming the ECI; however, simultaneously, the information provided to us by the controlling bodies and the permanent supporters, which are the Monitoring Commission and UNHCR, are fundamental for comparing the information that we receive... So, on the one hand, there is that information that has nothing to do with the allocation of resources, but which is indeed very important in terms of technical assistance." (Interview with the Constitutional Court)

Question 2.2 Have mechanisms for coordination with national institutions been effective?

The mechanisms for coordination with most entities that were involved in the Plan were effective. The Ombudsman's Office, municipal attorney's offices, UNP, and Unit for Victims were particularly effective at different times.

It is clear that the proximity and articulation at the territorial level are greater than at the national level, which is consistent with the survey results. For the question asking to what extent was articulation achieved between national and territorial entities in the actions implemented by UNHCR, the average score given was 4.2 at the territorial level and 3.9 at the national level. For the question about the extent to which articulation was achieved between the entities and organizations that worked jointly at the territorial level in the actions implemented by UNHCR, the average score given was 4.23 at the territorial level and 3.88 at the national level. In this regard, respondents mentioned that coordination and articulation are much easier at the territorial level, thanks to the proximity, trust among the officers, and knowledge of the context.

"We are highly emphatic at territorial level; we all know each other... Working in articulation has been very successful." (Interview with the Unit for Victims conducted in territory)

The following are examples of this articulation:

- In LC1, UNHCR and the GoC conducted joint missions both at the national and local level, with the goal of monitoring risk situations. They promoted scenario planning to define the actions for responding to emergencies and the implementation of different prevention and protection routes. They also promoted spaces for articulation and training with relevant entities in the collective protection route. Also, the creation of the SNPPGNR in areas where the most serious risks were

identified was promoted and supported. It is important to note that both promoted constant communication with the Directorate for Human Rights of the Ministry of the Interior throughout the Plan implementation, with the aim of warning about the risks in the communities, facilitating information sharing, and providing technical assistance at Subcommittee meetings at the national level where risk analyses were presented.

- LC2 shows the greatest synergies with mayor's offices in the territory legalization processes. Similarly, some governorates, such as Norte de Santander, donated money to buy land for relocation purposes as part of the legalization processes.

"Because in all the activities that we carried out in terms of work desks with the Ministry of Housing in Bogotá, we participated in a work desk with UNHCR in Arauca and Ocaña, and the experience, growth, learning, and problem solving was quite extensive; we gave solutions to a large number of small problems that arose within the route, within the process. We made progress in studies, in project and proposal innovation, we structured a network of partners and we articulated with other secretariats, institutions, and organizations, which has allowed us to have a broader view of what we can do." (Interview with Cúcuta Mayor's Office)

In terms of the coordination with the Unit for Victims at the national level, the articulation of the durable solutions program has had its highs and lows, as explained above, and there is currently room for improvement in this articulation.

"As an entity, we don't pay attention to the lessons learned. The truth is that Returns and Relocations has a route in progress, and the KOICA-UNHCR program is underway. As a State, we are lagging behind; this is a positive experience in terms of cooperation but not in terms of the State. There are major achievements for the local authorities, as national policy, we meet with our return line over here and with KOICA over there." (Interview with the Unit for Victims)

- In LC3, spaces for dialogue among institutions and the traditional authorities in ethnic communities were strengthened in terms of the processes for comprehensive reparation, relocation, ethnic rights, public policy for indigenous victims, and individual, collective, and territorial protection. Regarding CA, UNHCR as part of the children and armed conflict desk, promoted the discussion on incorporating a sensitive children and adolescents approach in the Comprehensive System of Truth, Justice, Reparation and Non-Repetition, with the participation of the Special Jurisdiction for Peace (JEP), Truth Commission (CEV), Disappeared Persons Search Unit (UBPD), and Unit for Victims (UARIV).
- In LC4, efforts were made to promote spaces for dialogue between the National Government and controlling entities, however unsuccessfully. Moreover, in relation to the National Government, recognition is given to UNHCR's role as a binding element and supporter of the coordination among institutions for the implementation of the Victims Law and the restitution of land in the municipalities.

"UNHCR helped us a lot by acting as a bridge for the institutions to articulate with it; one of the problems was that sometimes everything was left in the hands of the municipality, and since UNHCR always invited them to the committees, UNHCR would then inform them about the importance of getting involved, so the support of the municipality was very useful for the institutional articulation." (Interview with Mocoa Mayor's Office)

Question 5.1 Has coordination with other UN System agencies in the country been achieved? Have synergies been optimized as a result of this coordination?

Spaces for inter-agency coordination have been created, particularly at the territorial level. However, there is room for improvement in the inter-agency coordination when executing the Plan, specifically in sharing experiences and lessons learned, as well as in the potential interaction for driving impact and replications.

Under the Municipal Protection Committees, spaces for inter-agency coordination have been created where humanitarian needs are assessed under UNHCR's leadership with the participation of organizations from the Local Protection Cluster, particularly the Protection Group (GTP.)

"I liked the work of the Urabá desk. I liked the Urabá desk for several reasons: first, it had a well-established risk analysis strategy, that I particularly found very valuable, very useful. That desk involved the international community and government representatives. I believe that it is a very important interaction because there

is tension between the government and the international community sometimes... and in my opinion, that tension is often easier to handle in the territory. It's not that it doesn't exist there, but it is easier to handle, much less... it doesn't escalate as much." (Interview with the Ministry of the Interior)

However, the Local Cooperation Spaces (ELC) are considered places where the organization of the System's agenda can be improved. This would prevent agencies from creating their own spaces and generate an opportunity for improving articulation and coordination.

"The UN formed the local cooperation teams, ELCs; that's what they should rely on, articulate with. Inter-agency work cannot be seen, everyone works with a different methodology... Quite disorganized." (Interview with the Unit for Victims)

Furthermore, the annual reports present the implementation of specific inter-agency projects within the framework of the peacebuilding expected in 2018-2019. This is financed by the United Nations Multi-Partner Trust Fund for Colombia (MPTF) and the EU Trust Fund. This evaluation did not delve into this matter. These projects include *Territorios de Paz Libres de Violencia contra las Mujeres y las Niñas*, to be implemented by SISMA Mujer.

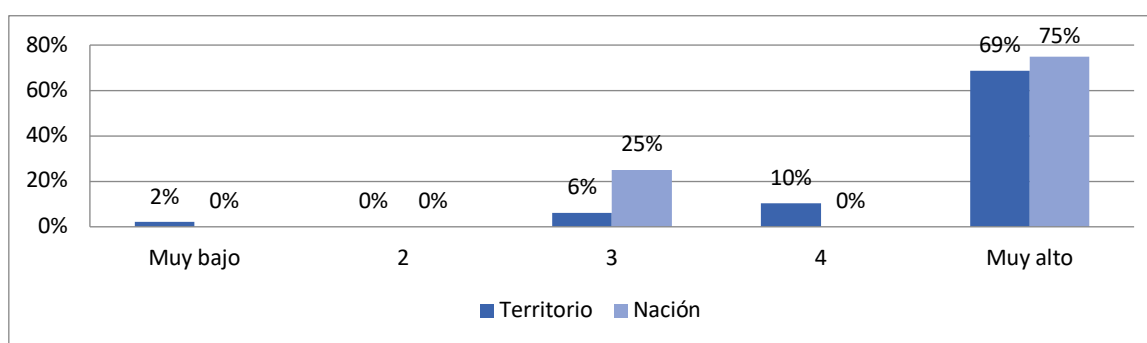
Question 5.2 Which have been the main comparative advantages of UNHCR as humanitarian and protection actor, in relation to its contribution to durable solutions through a protection approach? Have these advantages been maximized?

The institutions' and communities' perception of UNHCR is positive and has favored the implementation and development of actions. This does not mean the absence of conflict and problems in the implementation of the strategy, or of opportunities for improvement. However, one of the comparative advantages of UNHCR is the ability to resolve conflicts and innovate within its programs and projects. The factors that have favored the achievement of results within the Plan, as explained above, include trust, credibility, and legitimacy, that both communities and institutions see in UNHCR.

- Regarding impartiality in political matters, 75% of the national respondents have a positive perception of UNHCR, in many cases stating that UNHCR works with everyone (interview with Mocoa Ombudsman's Office). UNHCR's perceived impartiality in politics makes it a good partner to the Government (interview with the Unit for Victims) in implementing projects that always inspire credibility and neutrality (interview with the Land Restitution Unit). Therefore, one of UNHCR's comparative advantages is its perceived political impartiality when working with institutions and the community, as it facilitates the implementation of actions.

"...UNHCR's position has always been very transparent, very humanitarian. That transparency and clarity in the processes has strengthened me." (Cúcuta Mayor's Office)

Figure 17 - Using a scale from 1 to 5, where 1 is slightly and 5 is greatly, to what extent do you believe UNHCR acts impartially in political matters?

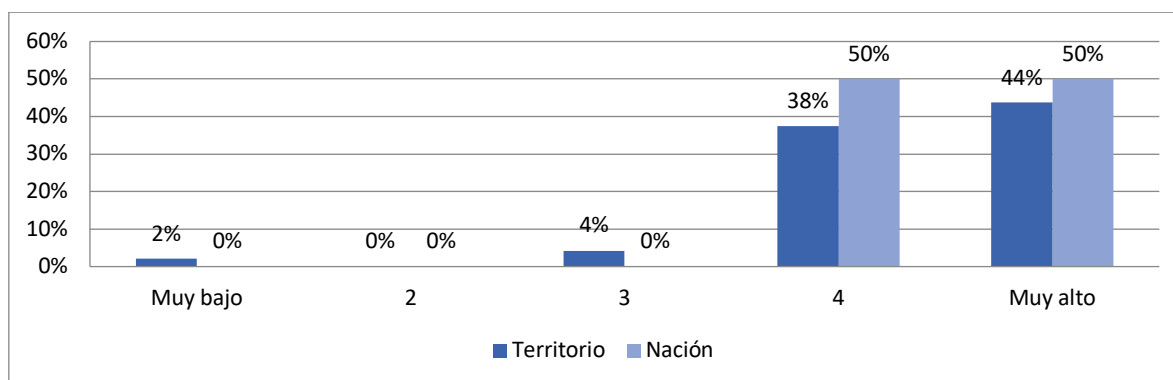


Source: Econometría, online survey 2019.

Key:	
Muy bajo	Slightly
Territorio	Territorial level
Nación	National level
Muy alto	Greatly

- Respondents gave a high score, between 4 and 5, and as in the previous case, this perception is higher at the national level than at the territorial level. Different sections of this report have provided evidence of UNHCR's timely response to the needs of entities and communities.

Figure 18 - Using a scale from 1 to 5, where 1 is slightly and 5 is greatly, to what extent do you believe UNHCR had the opportunity to respond to situations?

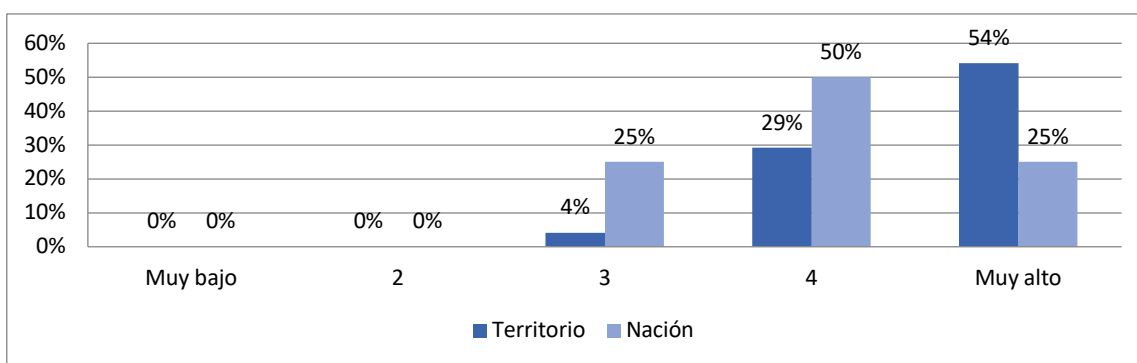


Source: Econometría, online survey 2019.

Key:	
Muy bajo	Slightly
Territorio	Territorial level
Nación	National level
Muy alto	Greatly

- With regard to the perception of UNHCR's capacity to convene and work with other actors and to reach programmatic agreements for the benefit of the displaced population, the institutions interviewed believe that UNHCR's communication with them and the communities makes it possible to conduct coordinated and relevant work. Institutions give this capacity an average score of 4.57 at the territorial level and of 4 at the national level. However, the existence of tension is mentioned, mainly between conflicting approaches and interpretations of the national situation (interview with the Ministry of the Interior).
- Respondents agree that all the work behind projects, planning, articulation, and negotiation between agencies, institutions, and cooperating parties is invisible and should be documented in some way, not only for the general public to see but also to serve as basis for future programs.

Figure 19 - Using a scale from 1 to 5, where 1 is slightly and 5 is greatly, to what extent do you believe UNHCR has the capacity to convene other actors to reach agreements?

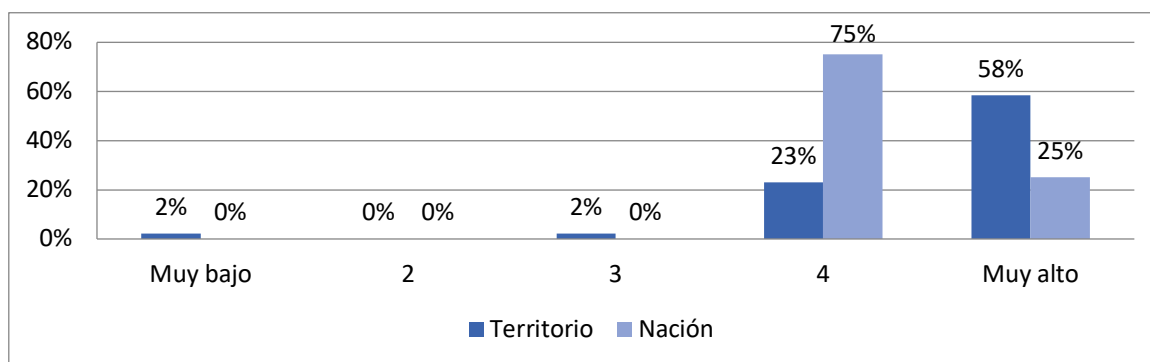


Source: Econometría, online survey 2019.

Key:	
Muy bajo	Slightly
Territorio	Territorial level
Nación	National level
Muy alto	Greatly

- The trust that UNHCR has built with some communities has served as bridge to bring the government and these communities closer together. In some cases, communities build "strong walls to shut out the Colombian State", and "only acknowledge UNHCR" (interview with the Unit for Victims).
- Concerning UNHCR's efficiency at implementing actions, the average score given was 4.59 at the territorial level and 4.25 at the national level, which is an overall very positive perception. The actions implemented by UNHCR, as explained by one of its officers, are complementary and do not replace the State; they focus on the population's enjoyment of rights and involvement, as active and informed actors, in their community's political planning and accountability processes.

Figure 20 - Using a scale from 1 to 5, where 1 is slightly and 5 is greatly, to what extent is UNHCR efficient at implementing actions?



Source: Econometría, online survey 2019.

Key:	
Muy bajo	Slightly
Territorio	Territorial level
Nación	National level
Muy alto	Greatly

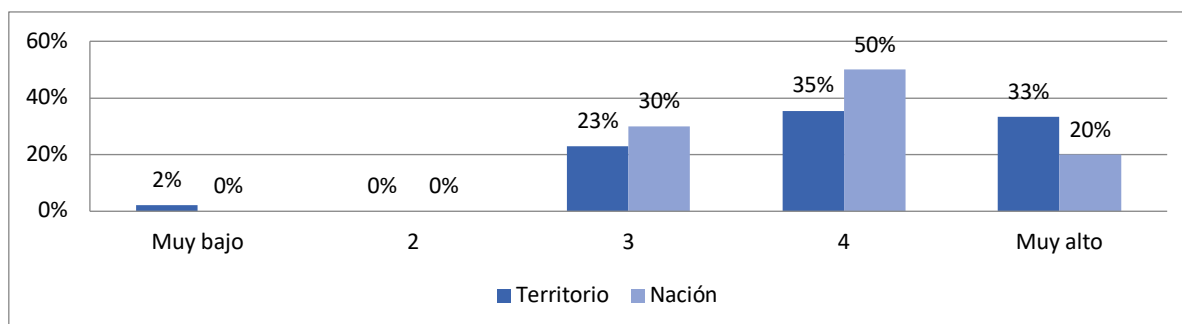
"... They radiate joy and they make us feel supported, because we feel their presence as partners to our community." (Interview with Puerto Guzmán social leader)

Sustainability

Question 5. Sustainability. To what degree can authorities, communities, and other development actors continue with solutions processes?

In the survey, sustainability of the achievements was given a score of 4.04 at the territorial level and of 3.9 at the national level, showing the following percentage distribution:

Figure 21 - Using a scale from 1 to 5, where 1 is slightly and 5 is greatly, to what extent are the achievements "in place"/do the achievements remain (in the municipal administration / governorate / entity / community organization)?:



Source: Econometría, online survey 2019.

Key:	
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Muy bajo	Slightly
Territorio	Territorial level
Nación	National level
Muy alto	Greatly

The sustainability of the Plan's results is closely linked to the two approaches applied: institutional strengthening and community strengthening.

The following was observed in terms of the sustainability of institutional strengthening:

- The Plan's achievements have allowed some targeted municipalities to establish a public policy for urban legalizations, as in the cases of four municipalities visited (Quibdó, Cúcuta, Mocoa and Arauca). On its annual reports (2017-2019), UNHCR states that devising a public policy that guarantees the mass urban legalization of informal settlements is key to the sustainability of the programs.

"...urban legalization in Urabá, Pescador 1 and Pescador 2, the municipality of Turbo is involved, same case in Putumayo, Villavicencio, and Huila; the municipality keeps on performing legalizations on its own and has its own legalization model, same case in Cúcuta and Arauca..." (interview with Opción Legal)

- This public policy involves trained and qualified personnel at the municipality level, preferably with in-house officers or with contractors, always seeking and making the necessary arrangements to incorporate said personnel into the entity. While turnover may be interpreted as one of the factors that limit sustainability, it can also be seen as a window of opportunity, in that a low supply of professionals means that the strengthening of these professionals can reap benefits at another municipality institution or in another area of the same entity.
- The solutions process also becomes sustainable by effectively working in articulation with local and national institutions. Without said articulation, there may be flaws in the solutions processes, as the technical experience and abilities of the different types of entities are underutilized.
- Another factor that favors sustainability is the introduction of programs (or policies) in the municipal development plans, with the purpose of allocating proper budgets.

"The new administration is currently proposing increasing the legalization budget every year by a percentage throughout the entire term; and in the four-year plan that is being developed, it was assigned an indicator so that the item amount would be higher." (Legalizations Office of the Municipality of Cúcuta)

- Furthermore, the support provided to the reinforcement of physical infrastructure and provision of materials has allowed institutions "greater assistance comforts." "We are now able to assist communities in a more dignified, decent manner. We can offer greater assistance guarantees and the quality of the service is higher." (Interview with Cúcuta Ombudsman's Office)

The following was observed in terms of the sustainability of community strengthening:

- The work with communities based on active participation and the strengthening of their capacities for organization and control of their own solutions are essential factors for the sustainability of the durable solutions processes.

"The leadership, they are empowered communities that have taken ownership of these development plans, of these return and relocation plans, and that is achieved with professionals who have the resources, who have the knowledge and are able to transmit it to the community. So, leadership stays in the communities." (Interview with the Unit for Victims)

- An important sustainability aspect in the communities has been the leadership work with the youth, that has considered the generational change so that the youth can adopt the capacities and skills of the leaders.
- Another factor that contributes to the sustainability of the solutions process is the replication of experiences in other communities or other collectives, such as at Community Action Boards or by providing advice on conducting activities.
- Contributing to public policies is a core element in the sustainability of the Plan's results. Decree 2078 of 2017 that adopts the collective protection procedure was very important. Additionally, disseminating recommendations for solutions, such as the experience in the program

Construyendo Soluciones Sostenibles, or the recommendations from the settlement legalization process are key contributions. Similarly, sustainability is informed by making recommendations to the mechanisms for measuring public policy on support, assistance and reparation for victims of displacement based on the international framework for durable solutions, and by creating a system for monitoring its implementation. It could also be informed by recommending strategies for strengthening the return and relocation processes under a differential ethnic approach, as well as the capacities of participating persons and communities to strengthen community integration and the progress of durable solutions. On this matter, a Registry officer stated that "UNHCR has provided us with multiple recommendations and has made work easier for us." (Interview with the National Civil Registry of the Department of Norte de Santander)

"We were left with a sense of belonging, or rather that responsibility that we, institutions, have with victims of the armed conflict (...) We can do it and not wait for UNHCR or another entity when we can advance and create a good articulation." (Mocoa Mayor's Office)

Conclusions

Below are the main conclusions.

Conclusion 1. The Plan was relevant as it complemented the regulatory and policy structures as well as national and territorial programs; it was highly consistent and targeted its actions appropriately.

- The Plan was built from an agreement process with the National Government on priorities for protecting and assisting the displaced population, a process that was systematically replicated in the territory, generating unique action plans. The Lines of Cooperation (4) were determined based on the above, and within these lines, the lines of action were created with their respective indicators. The four LCs are complementary and provide internal consistency, as together they contribute to overcoming the ECI of the displaced population.
- The Plan's core was the protection of and assistance to the displaced population. The counterpart, all institutions, were the Colombian State entities most relevant to this end, including institutions from the Legislative, Executive, and Judicial Branches, controlling bodies, and the territorial organization. The regions were targeted jointly with the National Government according to places where the population faced the most serious needs, particularly the Pacific Region of Colombia, Putumayo, Norte de Santander, and Arauca.

Conclusion 2. The Plan was effective, with high goal attainment, high influence on institutional strengthening for overcoming the ECI, particularly in prevention and protection, durable solutions, and self-efficacy, autonomy, and behavioral transformations in the displaced communities.

- Almost all of the established goals were achieved, with an average attainment of 94%; however, goal attainment was lower in the last two years of the Plan's implementation: 94% in 2016, 99% in 2017, 90% in 2018 and 70% in 2019.
- For LC1, the majority of goals were attained and even exceeded. This LC was strengthened, unlike the others, as it had resources and was prioritized in response to the worsening of situations of violence in the territories.
- Transformations took place in relation to prevention and protection rights at the institutional and community level, the highest influence being on the UNP with the Collective Protection Route and Decree 2978 of 2017; the Ombudsman's Office with the EWS, the Report on the Humanitarian Problem in the Pacific Region and the Ombudsman's Report on Borders in 2016, and the protection of more highly vulnerable persons such as women, CAYP, persons with diverse SOGI, indigenous and afro-descendant populations; municipal attorney's offices, social infrastructure for protecting 229 cases of at-risk CAYP, as well as the forming and strengthening of 113 multi-function SGBV response committees, desks, and teams.
- Progress was made towards durable solutions and local integration processes in almost 30 communities, the legalization of 13 settlements, and institutional strengthening of over 130 entities per year on the path to solutions for the displaced population. For LC2, goals were attained and exceeded in 2016 and 2017. However, in 2018 and 2019, indicators show a decrease related to the number of communities strengthened which also implement measures for reparation and observance of Order of Compliance 004 and Order of Compliance 005, as did the number of national and local entities to which assistance was provided.
- Results were achieved in self-efficacy, autonomy, and behavioral transformations in the communities, as well as in their interrelationships, self-knowledge, and the way they rebuild the social fabric, manage their solutions, and interact with the government as citizens entitled to rights. Leadership roles were reinforced, promoting the giving of a "voice" and recognition to those lacking both. Communities were strengthened and empowered for dialogue with authorities. The consolidation of organizational and self-government structures was strengthened in ethnic communities.
- Progress was made in the institutional strengthening for overcoming the ECI of 17 national entities and 127 territorial entities, and in the support for the Constitutional Court in missions for monitoring orders of compliance, returns, collective reparation, and prevention, as well as in the development of progress reports on the EER.

- There is opportunity for improvement in the integration of the durable solutions approach in public policy, and it should continue to be strengthened, systematized, and socialized through collaborative work. At the local level, progress was made in the strengthening of work teams. For example, in the mayor's offices of the municipalities visited (Mocoa, Quibdó, Arauca and Cúcuta), dedicated legalization offices were opened and tasked with coordinating the entire legalization process.

Conclusion 3. The Plan's design and implementation were in line with the UNHCR Age, Gender, and Diversity Policy; the Plan was effective at protecting and including the participation of CAYP, women, and persons with diverse SOGI, specifically in the work with ethnic communities, although afro-descendant communities experienced coverage gaps when compared with indigenous communities, as well as a reduced intervention intensity in the final years.

- The Plan explicitly incorporated the various groups of concern within its lines of cooperation, actions, and indicators, by building action plans with differential and territorial approaches based on participatory assessments conducted separately with population groups: CAYP, women, and persons with diverse sexual orientations and gender identities. UNHCR and the GoC made efforts to identify the existing differential problem and causes, available capacities and resources, and finally any proposed solutions. These plans also consider the differential aspects of the territory, as well as actions for enjoying the right to peace.
- A greater influence is observed on the transformations of CAYP and women than on persons with diverse sexual orientations and gender identities. Results with organizations, such as AFRODES (chapter on women), Corporación SISMA Mujer, and the Deputy Ombudsman's Office for Women and Gender, were explicit and clear in the prevention of risks and protection routes for CAYP, participation tools for CAYP, and the work with the Deputy Ombudsman's Office for Children, Youth, and Elderly. Moreover, the influence on persons with diverse sexual orientations and gender identities is less explicit, regarding the work in direct assistance to cases at risk or threatened due to sexual orientation and the strengthening and empowering for rights, assistance routes, and self-protection.
- A major aim of the Plan was the work with ethnic groups, particularly with indigenous communities. UNHCR and the GoC worked with 200 indigenous persons in 2017 strengthening organizational processes and ethnic authorities with the goal of advancing the effective enjoyment of territoriality, identity building, autonomy, self-government, collective protection measures as well as internal autonomy and government systems, and building internal capacities for influencing public policies in communities affected by forced displacement. Regarding afro-descendant communities, coverage included 54 communities in 2018. Plan participants made progress in identifying risks and collective protection routes, as well as in community councils for their participation in transitional spaces of justice and the identification of needs.
- The intensity of the work with ethnic communities decreased in 2019, leaving processes unfinished, as the work is long-term, consistent, constant, and systematic. Planned actions are hindered and disturbed as access conditions are challenged, the risks for communities increase, the available resources are reduced, and priorities are diversified.

Conclusion 4. The positive factors from aligning objectives that drove the Plan's achievements were the methodology implemented and the trust built. The factors that limited its execution included the worsening of the armed conflict, the crisis caused by the mixed influx of refugees and migrants from Venezuela, and the change of national and local administration.

- The positive factors include the joint work based on trust by UNHCR and the National Government, local governments, and by UNHCR with the communities; the joint planning methodology implemented; the call to preserve the continuity of the efforts for overcoming the ECI through Order of Compliance 373 of 2016; UNHCR's human team in the territory; and the convergence of different actors, the community, and institutions, in advancing and/or achieving the legalization of neighborhoods.
- Moreover, the reconfiguration of armed groups increased forced displacement, mobility restrictions, and confinement, which limited access to some communities. The change of administration, both at the national and territorial level, entailed modifications to the approach and priorities and staff

turnover. Finally, the crisis caused by the Venezuelan refugees and migrants forced UNHCR to intensify its response on protecting and assisting the refugee and migrant population, and donors to redirect resources.

Conclusion 5. The Plan's implementation used resources, partnerships, coordination, and UNHCR's image efficiently.

- The implemented budget of USD 50.2 million was complementary to the leveraging of the partnership and alignment with the National Government, both at the national and local level, and enhanced the credibility, legitimacy, and impartiality for which UNHCR is known by all actors. There are opportunities for improvement in creating synergies with other UN agencies.

Conclusion 6. The Plan achieved sustainable results in terms of both institutional and community strengthening.

- The institutional strengthening advanced public policies on settlement legalization, increased the retainment of qualified staff and advanced mechanisms for interinstitutional articulation and formed sustainable results of the Plan. Community strengthening built on active participation, leadership, and a differential and inclusive approach and strengthened the communities' capacities for organization and control of their own solutions.

Good Practices and Lessons Learned

The following good practices and lessons learned were obtained from research and a review of literature:

Good practices

1. The methodology used for building and agreeing on the Plan as a whole, and the specific plans with the National Government entities at the national and local level, as well as the action plans with the communities, is an essential element for the Plan's relevance. It generated commitments and co-responsibilities, which then make its execution viable and with increased sustainability. Furthermore, development plans were in place at the level of local authorities. This collective agreement building is based on respect for the institutions and communities, "I believe that the most important thing is how we treat people, how we commit to them, the service we provide to them. I think that best practices include service, dedication, and commitment." (Ombudsman's Office)
2. Building solutions together with each of the groups of concern—CAYP, women, indigenous peoples, Afro-descendent communities, persons with diverse sexual orientation or gender identity—and any other group of concern, in a differentiated and specific manner, allows the determination of the existing needs, identification of causes, and joint development of solutions.

Lessons learned

1. The displacement dynamics respond to regional and sub-regional criteria. Therefore, regional strategies should be promoted, such as the regional prevention and protection Plan for the Pacific and other areas such as Bajo Cauca, South Córdoba and North Antioquia. These sub-regional analyses should be articulated with the mechanisms of the prevention and protection policy.
2. The National-Territorial coordination and the articulation of institutions with communities and other institutions are vital for ensuring the implementation of prevention and assistance measures and advancing durable solutions for the displaced population.
3. The comprehensive policy on informal urban settlements, and the progress towards their legalization as neighborhoods, constitute a transformation in the lives of the persons and communities involved, as they are recognized, made visible, and are the potential recipients of the municipalities' offering of public goods. Actions to be implemented should be the result of participation processes of inclusive community dialogue, resulting in flexible processes tailored to each reality. This requires flexibility and articulation with the institutional response.
4. Strengthening ethnic authorities and their government structures requires long-term, systematic and continuous processes based on trust, listening, and spaces for dialogue. This is likewise the case for supporting collective mechanisms for self-protection, consolidation of spaces for participation, concentration and consultation, support for the effective guarantee of territorial sanitation, expansion and titling processes, and rebuilding of cultural identity processes.
5. Making leadership stronger, more diverse, and inclusive while engaging youth contributes to sustainability within communities.

Recommendations

Recommendation 1: Strengthen and continue with the implementation of the durable solutions approach in displaced population communities. Place emphasis on drawing lessons that will be incorporated into knowledge management processes with the National Government, as well as on influencing public policy for comprehensive assistance and reparation for displaced populations, returnees, relocated persons, and local integration. Time frame: Short term.

The objective of this recommendation is that the durable solutions approach be integrated into the public policy of assistance and reparation for communities with displaced populations, with several dimensions:

- Strengthening joint work between government entities at the national and territorial level and UNHCR in projects where this approach is applied, as is the case with the Unit for Victims - UNHCR project funded by KOICA.
- Continue and strengthen technical assistance for settlement legalization processes with the territorial authorities, and with the Ministry of Housing regarding relevant public policy.
- Continue with the systematization of experiences, lessons learned and good practices from the implementation of the durable solutions approach.
- Strengthen spaces for dialogue and socialization based in the systematization of these experiences, particularly with the return and relocation teams of the Unit for Victims.

Recommendation 2: Reinforce and continue with the agenda for prevention, protection and non-repetition guarantees in favor of the displaced population and the population at risk of displacement, emphasizing highly vulnerable population groups. Time frame: Short term

The objective of this recommendation is to strengthen institutional norms and displaced communities (or those at risk of displacement) to implement the policy of prevention and protection against human rights violations and breaches of international humanitarian law. This should be done by increasing the visibility and activating collective protection routes, with special emphasis on women, SOGI people, CAYP and ethnic communities:

- Considering the achievements made in implementing the Plan through joint work with the Ministry of the Interior and its relevance to the current situation of violence, it is highly relevant to continue and strengthen this work agenda. Additionally, there is a need to work on specific actions within the framework of the policy for the prevention of human rights violations and breaches of international humanitarian law.
- Likewise, to continue and strengthen the work with the Unit for Victims in terms of registration of displacement and confinement in matters of prevention and protection of rights. This should be in coordination with the National Protection Unit, the Ministry of the Interior, the Attorney General's Office, and the territorial order entities, municipal authorities, and municipal legal entities.
- Continue and reinforce the work with communities in strengthening their capacity to identify risks, build protection routes, as well as their articulation with government entities. In this regard, special emphasis should be placed on the most vulnerable population groups, such as ethnic communities, women, SOGI and CAYP people.

Recommendation 3: Strengthen the link with the other UN System agencies for a more articulated effort conducted around a new UNHCR-National Government action plan. Time frame: Short term

The objective of this recommendation is to integrate links with other UN System agencies (and programmes under their responsibility) into the new action plan between UNHCR and the National Government:

- To maximize the strengths and mandates of the UN System agencies for a future action plan between UNHCR and the National Government, evaluators recommend improving or creating spaces for dialogue to agree on joint actions. Topical lessons learned can be drawn from the following agencies: gender by UN Women, socio-economic stabilization by UNDP, food sovereignty by FAO, food security by WFP, children by UNICEF, among others.
- These articulated actions should be reflected in the new action plan as part of the theory of change

to be developed. UNHCR and the GoC should generate indicators to be included in the monitoring and follow-up system.

Recommendation 4: Reflect internally on the lessons learned from the work in ethnic communities that led to the creation of guidelines for actions in a new action plan. Time frame: Short term

This recommendation is an invitation to carry out an internal reflection within UNHCR concerning the scope and effort required for the work with indigenous peoples and Afro-descendant communities, relevant time periods, as well as the processes, resources, and aspects to be strengthened within the UNHCR team. This reflection exercise should take the commitments with these communities into consideration.

Recommendation 5: Strengthen the "exit" mechanisms that UNHCR should have in working with communities.

In UNHCR's role of cooperation, its work with the communities should be complementary to the actions of the State. Actions to facilitate dialogue, agreements, empowerment within the communities and communication between the community and the entities of the Government should be a process whose intensity shall be reduced over time, giving the stakeholders increasing autonomy.

In this sense, it is recommended to include explicit actions in the new plan that can contribute to sustainability once UNHCR's intervention is finished. An example of a best practice was the creation of legalization offices in mayor's offices, which allowed the continuity of informal settlement legalization.

Annexes

Annex 1: Terms of Reference

The following are the relevant sections of the Terms of Reference that provide a context to the background, objectives, activities, evaluation questions and requested products.

1. Introduction

1. The internal armed conflict lasting than 50 years in Colombia has left, according to official figures from the Unit for Victims, 8,839,146 victims, of whom more than 7.5 million (89%) are internally displaced persons. This number constitutes almost 17% of the country's total population, and indigenous peoples and Afro-Colombian communities are disproportionately affected. Despite the peace agreements signed between the Colombian Government and the Revolutionary Armed Forces of Colombia (FARC) at the end of 2016, various forms of violence continue to be of great concern and cause displacement and other humanitarian situations in some regions of the country.

2. The United Nations High Commissioner for Refugees (UNHCR) is the United Nations agency responsible for protecting refugees and those displaced by persecution or conflict, and for promoting durable solutions to their situation. UNHCR has been present in Colombia since 1973 and during these years it has focused its work mainly on technical assistance to the Colombian Government for the prevention of displacement, protection and the search for solutions for the displaced population affected by the armed conflict. In this line, under the 1999 Memorandum between UNHCR and the Government, a mechanism for coordination and cooperation with the Government had been established through the signing of multi-year plans. In 2015, a Four-Year Plan was signed which defines the lines of work of UNHCR with the Colombian Government for the period 2015-2019.

3. On the other hand, in Colombia, UNHCR acts within the framework of the implementation of the Memorandum of Intent signed with the Colombian Government on October 17, 1999, for the promotion and development of a Refugee Law, which establishes the commitment of the parties to promote and encourage institutional action in the development of a legal framework to prevent possible situations of forced human mobility and to create social and institutional dynamics for the implementation of a Refugee Law in general. In this regard, UNHCR has been supporting the response of the Colombian State to the arrival of significant flows of population in need of international protection, mainly from Venezuela, through the strengthening of institutional response capacities and direct actions to improve access to rights of the population in need of international protection. However, this issue has not been part of the multi-year framework of work that has been agreed with the Government of Colombia.

4. Currently UNHCR has eleven offices in different regions of the country, from which it accompanies community processes and institutional technical assistance at the territorial and national level, especially in the main areas affected by internal displacement and mixed migration flows in border contexts. The presence of the Agency in the national territory has been agreed with the Government of Colombia.

5. UNHCR's lines of work are implemented through two operational mechanisms: (a) development of programs and projects with partners (national and international non-governmental organizations -NGOs- and others); and (b) promotion of responses through lobbying/awareness raising, technical assistance and public policy advocacy (direct work of UNHCR staff).

6. This evaluation will seek to provide strategic recommendations on the main lines of cooperation between UNHCR and the Colombian Government in the advancement of solutions and guarantees of the rights of displaced persons based on the actions developed in the framework of the Plan 2015-2019.

7. The evaluation will gather evidence of UNHCR's work in strengthening the capacity of the State at all levels (national and territorial) as well as of the displaced communities, at risk of displacement and reception communities, to guarantee their effective participation in the restitution of their rights, and thus respond to displacement within the Colombian legal and constitutional framework. Likewise, it is considered relevant

within the evaluation to consider the differential approach to gender, ethnicity and children, cross-cutting to all the interventions promoted and developed by UNHCR.

8. Programmatic results will be assessed along the lines of cooperation contained in the Four-Year Plan, considering how these results are aligned with UNHCR's objectives, lines and strategic priorities at the global level (GSP).

9. These Terms of Reference (TOR) set out the purpose and scope of the evaluation. They will guide the evaluation team and inform stakeholders about the process, objectives and expected results.

10. The Evaluation Service at the Agency's headquarters will provide support with methodologies and contracting, while UNHCR Colombia will provide support in technical areas related to the achievements and challenges of the lines of cooperation. The evaluation shall consist of an initial phase for recruitment, a second phase for data collection and a third phase for the creation of reports. The initial preliminary phase will take approximately one month and may include a mission/meeting to determine the scope to reconfirm the methodology and key questions of the evaluation. The specific dates and schedule of any field visits will be agreed during the initial phase and in close consultation with UNHCR field offices.

2. Operational context

1. In November 2015, the UNHCR and the Government of Colombia signed the Four-Year Plan for 2015-2019, which established four lines of cooperation:

a. Strengthening of the System of Protection, Prevention and Guarantees of Non-Repetition of Human Rights Violations, in the identification of risks and implementation of suitable protection measures, considering the age, gender and diversity approach.

b. Strengthening of national and local authorities in the search for solutions for the displaced population with an ethnic, age, gender and diversity approach that allows the restoration of their rights as victims.

c. Strengthening of the capacities of displaced communities or communities in risk of displacement, as well as reception communities, with a gender, ethnic and age approach to guarantee their effective participation in the restoration of their rights.

d. Strengthening of the Colombian institutions in charge of monitoring and executing the Victims Law, the progress made in implementing the policy and its impact.

2. Today, there are more than 70 million persons of concern to UNHCR worldwide (refugees, asylum-seekers, stateless persons, returnees, and internally displaced persons affected by conflict), a number that has doubled in the last two decades. These historical levels of displacement have highlighted the need to review some of the traditional approaches to protection and assistance, as well as the search for durable solutions. In this context, UNHCR is committed to adopting a strategic, evidence-based approach to identify those areas where its action can have the greatest impact on protection measures and durable solutions for communities.

3. Throughout the term of the Four-Year Plan, UNHCR has accompanied Colombian State institutions and communities in the transition process, given the continuing challenges related to internal displacement in some regions while progress was made in the negotiation and implementation of the Agreement for Ending the Conflict and Building a Stable and Lasting Peace with the FARC.

3. Objectives of the Evaluation

The Four-Year Plan sets out the need for an external evaluation; in this regard, the objectives of the evaluation are as follows:

1. Evaluate the actions taken by UNHCR, including those taken in articulation with other United Nations agencies, funds, and programs, within the framework of the lines of cooperation agreed upon in the Four-Year Plan (2015-2019).

2. Analyze, by emphasizing national and local capacity building, the relevance, efficacy, efficiency, and sustainability of the cooperation offered by UNHCR and its contribution to national priorities.

3. Analyze the results of the cooperation offered by UNHCR; and
4. Draw lessons learned, achievements, best practices, and execution limitations, and formulate conclusions and recommendations that can serve as basis for the planning of the next cooperation cycle, while allowing for accountability and observance of UNHCR's evaluation policy".

4. Approach of the Evaluation

4.1 Scope

1. The evaluation will cover the activities implemented by UNHCR under the Four-Year Plan from January 1, 2016 to December 31, 2018, considering the four lines of cooperation of the Plan:
 - a. Strengthening of the System of Protection, Prevention and Guarantees of Non-Repetition of Human Rights Violations, in the identification of risks and implementation of suitable protection measures, considering the age, gender and diversity approach.
 - b. Strengthening of national and local authorities in the search for solutions for the displaced population with an ethnic, age, gender and diversity approach that allows the restoration of their rights as victims.
 - c. Strengthening of the capacities of displaced communities or communities in risk of displacement, as well as reception communities, with a gender, ethnic and age approach to guarantee their effective participation in the restoration of their rights.
 - d. Strengthening of the Colombian institutions in charge of monitoring and executing the Victims Law, the progress made in implementing the policy and its impact.

For each line of cooperation, the relevance, appropriation, effectiveness, efficiency and sustainability of the results will be assessed, as well as the added value and comparative advantages of the actions implemented by UNHCR.

The evaluation shall provide evidence that the results are aligned with the National Development Plan and with the provisions of UNDAF 2015-2019.

In addition to the evaluation of the Plan's expected results, lessons learned should be identified and will be taken into account in the external evaluation of the inter-agency project "Building Sustainable Solutions", the Three Year Plan (2012-2014), and UNHCR's main programming and monitoring documents.

4.2 Principles of the Evaluation (summarized from UNHCR's policy on evaluation)

The evaluation should be developed considering UNHCR's policy on evaluation and its main evaluation principles:

1. Independence:

The principle of independence provides legitimacy to evaluation work by reducing actual or potential conflicts of interest which could arise if managers and policy-makers had sole responsibility for evaluating their own interventions.

The independence of evaluations comprises two key aspects. The first, behavioural independence, entails the ability at centralised and decentralised levels to initiate evaluations and communicate evaluation results without undue influence by any party, including management, and to carry out evaluative work without fearing negative effects on career development. The second, organizational independence, requires the central evaluation function to be positioned independently from management functions in order to carry out the responsibility of setting the evaluation agenda for UNHCR and be supported by adequate resources to execute it. Organizational independence also requires evaluation managers to be able to submit evaluation reports to the appropriate level of management and decision-making in the Organization.

2. Impartiality:

Impartiality is vital to ensure the independence of evaluation. It is achieved through (a) the professional integrity of evaluation managers and evaluation teams; and (b) absence of undue influence that may create

bias. Impartiality applies at all stages of an evaluation process including when taking decisions on planning and initiating an evaluation; selecting topics and interventions to be looked at; selecting the evaluation team; developing the design and methodology for data collection and analysis; and generating the evidence needed to support findings, conclusions and recommendations.

Impartiality should not be merely assumed. Rather, those managing and conducting an evaluation should assess the evaluation's institutional and political context, note any risks and plan accordingly.

3. **Credibility:** Evaluations need to be credible if their intended users are expected to act with confidence upon their results and take steps to incorporate the lessons generated into policy, advocacy, programming, decision-making and implementation processes.

Credibility is determined by the extent to which evaluation findings and conclusions are (a) complete, unambiguous and informed by logic; and (b) adequately supported by evidence generated through appropriate methodologies and fair and transparent analysis and triangulation.

5. **Utility:** The utility of evaluations at centralised and decentralised levels shall be assured and enhanced by: (i) Ensuring adequate preparatory analysis to determine the timeliness and readiness of a subject or intervention (such as a strategy, policy, theme, programme or project) to be evaluated in a timely, useful and credible fashion; (ii) Clearly defining and communicating the intention to use the results of all evaluations in pertinent decision-making processes, organizational learning and improving programmatic planning, delivery and accountability; (iii) Strategically planning and initiating evaluations in a timely manner, while striving to ensure an adequate alignment with the programming/ operational/policy development and reporting cycles; (iv) Assuring leadership support at all relevant levels for both centralised and decentralised evaluations; (v) Establishing clear mechanisms and processes for response to key evaluation findings and recommendations and follow-up; and (vi) Ensuring the accessibility of evaluation results, making reports publicly available, and actively communicating and disseminating evaluation findings and conclusions.

4.3 Evaluation Criteria and Questions

6. The evaluation criteria common to the evaluation of UNHCR's actions under the four cooperation lines of the Four-Year Plan (2015-2019) are as follows:

Relevance The extent to which the expected results and implementation strategies of UNHCR's intervention under the Four-Year Plan are adapted to the needs presented in the Plan, which are consistent with the policies and principles governing displacement and with UNDAF 2015-2019.

Effectiveness: The degree to which each of the outputs set out in the Results Framework of the Four-Year Plan has been achieved and its contribution to the achievement of results.

Efficiency: The extent to which resources and inputs are converted into results. Efficiency can also be defined as the extent to which direct outputs and/or results are achieved with appropriate resources and/or inputs.

Sustainability: The extent to which strategies and mechanisms have been implemented to ensure that the results of interventions are sustained after the completion of the Four-Year Plan, with particular emphasis on building and strengthening national and local capacities.

7. The following suggested questions are presented and will be reviewed with the evaluation team during the recruitment phase of the evaluation. Other questions may be included in the initial phase of the evaluation that may further the objectives and purpose of the evaluation:

Key Evaluation Question 1: To what degree have the goals, results, and activities been attained as planned by the Four-Year Plan at the institutional and community level?

Possible sub-questions:

Have Plan resources been used in the best way possible in relation to the results that were expected and achieved?

What are the main achievements of the Plan at the institutional and community level?

Have the results been consistent with the financial and human resources used to achieve them?

Are there additional, unexpected results that influenced or modified the attainment of goals?

Key Evaluation Question 2: Has the Four-Year Plan complemented regulatory and policy structures, as well as national and territorial programs and plans?

Possible sub-questions:

Has the Four-Year Plan leveraged the existing regulatory and institutional structures to assist the displaced population, avoiding duplicating efforts?

Have mechanisms for coordination with national institutions been effective?

Key Evaluation Question 3: Has the Four-Year Plan incorporated in its planning, management, and results a differential age, gender, and diversity approach?

Possible sub-questions:

Were there gaps in coverage related to ethnicity, location, gender, or age? If yes, which were the key internal and external factors that contributed to the gap(s)?

To what extent have important aspects and concrete affirmative actions been prioritized to strengthen the gender and human rights approach in the implementation of the Four-Year Plan (2015-2019)?

Key Evaluation Question 4: To what degree can authorities, communities, and other development actors continue with solutions processes?

Possible sub-questions:

Which have been the key contributing or limiting factors that have an impact on the general effectiveness of the actions developed within the framework of the Four-Year Plan for the benefit of internally displaced persons?

Do the actions developed within the framework of the Four-Year Plan contribute to durable solutions policies and programs for the displaced population and reception communities?

Key Evaluation Question 5: How much progress has been made in the attainment of the Four-Year Plan (2015-2019) outputs in Colombia?

Possible sub-questions:

Has coordination with other UN System agencies in the country been achieved? Have synergies been optimized thanks to this coordination?

Which have been the main comparative advantages of UNHCR as humanitarian and protection actor, in relation to its contribution to durable solutions through a protection approach? Have these advantages been maximized?

4.4 Approach and methodology

1. The evaluation methodology will take into account the application of both quantitative and qualitative methods, including document and budget reviews, indicator and goal reviews, group and individual interviews (with UNHCR officials, counterparts, beneficiaries and implementing partners), focus groups and field visits, as appropriate, and will use the methods necessary to ensure the validity of the data collected and the involvement of a wide range of partners and stakeholders.

2. It is important to consider a mapping of stakeholders in order to identify both direct and indirect UNHCR partners, which may include representatives of Government, civil organizations, the private sector, United Nations organizations and, most importantly, representatives of internally displaced persons and communities benefiting from the actions of the Four-Year Plan; both at the national level and in the territories where UNHCR has a presence with activities or projects. In addition to systematic triangulation

of data sources and data collection methods and tools, validation of data will be requested through regular exchanges with the UNHCR Representation.

3. Based on the above, the evaluation team must present a methodological proposal (evaluation design) in the initial report, which will be validated by the Technical Reference Committee of the Evaluation. This proposal must specify the type of evaluation and design, the methods to be used for the interpretation and analysis of the information, and respond to the scope, purpose, areas and questions expressed in these terms of reference, considering the indicators foreseen in the design of the Four-Year Plan. A balance between qualitative and quantitative information must also be sought, and the integration of the differential approach to information analysis must be ensured.

4. Methodologies that incorporate capacity building of UNHCR and evaluation partners and adopt an appreciative research approach are highly desirable.

5. The use of diverse, participatory and innovative evaluation methods is considered desirable. The evaluation team will design the methodology, which will include details on data collection, data monitoring and quality assurance, and data cleansing, as well as the analytical approach used to answer the evaluation questions.

6. It is expected that the evaluation methodology:

a. Reflect an age, gender, and diversity approach (AGD) in all primary data collection activities carried out as part of the evaluation, with the population of concern.

b. Employ a mixed-methods approach incorporating qualitative and quantitative data collection and analysis tools, when available.

c. Map the ecology of interventions and livelihoods and identify opportunities for UNHCR's engagement with humanitarian and development actors, the private sector, civil society and government.

d. Consult and make use of relevant internationally agreed-upon evaluation criteria, such as those proposed by OECD-DAC and adapted by ALNAP for use in humanitarian evaluations

e. Consult and make use of relevant industry standards and durable solutions.

f. Be explicitly designed to address the key evaluation questions, considering the evaluation capacity, budget and time constraints

g. The evaluation team is responsible for collecting, analyzing and triangulating data (e.g., through the types, sources and mode of analysis) to demonstrate the impartiality of the analysis, minimize bias and ensure the credibility of the evaluation findings and conclusions.

5.1 Deliverables and Evaluation Timeline

1. The evaluation will be implemented from October 2019 to November 2019 and will be managed according to the schedule below.

2. The key evaluation deliverables are:

a. Initial evaluation design report

b. Data collection toolkit (including questionnaires, interview guides and focus group discussion guides) and details on the analytical framework.

c. Country level evaluation report and a synthesis report of the results (max. 90 pages, excluding annexes)

Recommendations and findings on UNHCR's interventions in the implementation of the Victims Law.

Annex 2: Details of the UNHCR-GoC Four-Year Plan (2015-2019)

The UNHCR-GoC Four-Year Plan (2015-2019) responded to UNHCR's commitment to the Government of Colombia to strengthen national mechanisms for the protection and care of the internally displaced population, in accordance with the Memorandum of Intent signed with the Colombian government in 1999. Four lines of cooperation were established, reflecting the dual approach to the efforts, which will be detailed below.

The budget for the implementation of the Four-Year Plan is based on the needs of the population (Plan of Operations - PO), but the execution of this budget is limited by the response of the donors (Operational Level - OL); the following table shows the percentage of expected funding in relation to the amount requested for each year, comparing the resources for the Four-Year Plan and the resources for refugees.

Table A2-1 - Resource mobilization

Resource mobilization		Internally displaced persons	Refugees and asylum seekers	Total	%
2016	Operational Level (OL) - USD	14,137,806	581,891	14,719,697	47%
	Plan of Operations (PO) - USD	30,586,423	901,891	31,488,314	
2017	Operational Level (OL) - USD	14,363,145	1,976,883	16,340,028	56%
	Plan of Operations (PO) - USD	26,868,264	2,254,603	29,102,867	
2018	Operational Level (OL) - USD	13,098,652	11,026,896	24,125,548	71%
	Plan of Operations (PO) - USD	21,556,495	12,571,883	34,128,378	
2019	Operational Level (OL) - USD	9,435,932	31,833,944	41,269,876	83%
	Plan of Operations (PO) - USD	16,963,267	32,767,555	49,730,822	

Source: Prepared by the authors based on data from the Four-Year Plan Annual Reports

The budget is broken down by lines of cooperation. In the table below, the total budget for each year shows the mobilization of resources from the Operational Level for IDPs; the Four-Year Plan does not include refugees and asylum-seekers. The total budget of the plan was USD 50,229,255.

Table A2 - 2 - Annual budget (USD) by line of cooperation

Line of cooperation	2016		2017		2018		2019	
	Budget	%	Budget	%	Budget	%	Budget	%
Line 1	8,879,636	63%	6,607,047	46%	7,335,245	56%	4,247,820	49%
Line 2	2,781,882	20%	4,452,575	31%	3,274,663	25%	2,923,290	34%
Line 3	2,372,008	17%	2,872,629	20%	1,964,798	15%	1,066,402	12%
Line 4	104,280	1%	430,894	3%	523,946	4%	392,139	5%
Total	14,137,806	100%	14,363,145	100%	13,098,652	100%	9,435,932	100%
TOTAL BUDGET	50,229,255							

Source: Prepared by the authors based on data from the Four-Year Plan Annual Reports

In terms of coverage (see table below), for *Cooperation Line 1*, the risk of 161 communities, groups or collectives was analyzed; technical assistance was provided to 121 committees, boards and multifunctional response teams to SGBV; and the local system of protection to CA in 229 cases was identified, documented and activated. In *Line of Cooperation 2*, 503 entities were assisted, of which 69 were at the national level and 434 were at the local level, and the implementation of measures for the repair and compliance of Order of Compliance 004 and Order of Compliance 005 was strengthened in 65 communities and 82 communities, respectively. For *Cooperation Line 3*, 637 communities and community organizations were strengthened, 41,748 displaced CAYP and/or who were at risk of displacement were benefited, and tools were designed, managed and implemented with 168 organizations and 6,532 women and/or persons of diverse sexual orientation or gender identity.

Table A2 - 3 - Plan coverage by line of cooperation

INDICATOR	2016	2017	2018	2019
Line of cooperation 1				
Number of at-risk communities, groups, or collectives	8 communities or groups	22 communities or groups	50 communities or groups	81 communities or groups
Number of multi-function SGBV response committees, desks, and teams that were provided with technical assistance	28 multi-function committees, desks, and teams	37 multi-function committees, desks, and teams	33 multi-function committees, desks, and teams	23 multi-function committees, desks, and teams
Number of identified and documented cases, for which local CA protection systems are activated	20 cases	56 cases	71 cases	82 cases
Line of cooperation 2				
Number of entities assisted at national and local level	138 entities	156 entities	142 entities	67 entities
	17 entities at national level	23 entities at national level	10 entities at national level	19 entities at national level
	121 entities at local level	133 entities at local level	132 entities at local level	48 entities at local level
Number of strengthened communities that implement measures for reparation and observance of Order of Compliance 004	20 communities	21 communities	16 communities	8 communities
Number of communities strengthened that implement measures for reparation and observance of Order of Compliance 005	27 communities	31 communities	18 communities	6 communities
Line of cooperation 3				
Number of communities and community organizations strengthened	190 communities	206 communities	122 communities	119 communities
Number of beneficiary displaced CAYP and/or at risk of displacement	12731 CAYP	13170 CAYP	11139 CAYP	4708 CAYP
Number of women's and/or diverse SOGI organizations participating in tool design, management, and implementation	50 organizations	46 organizations	54 organizations	18 organizations
Number of women's and/or diverse Persons with diverse SOGI participating in tool design, management, and implementation	1114 persons	2516 persons	1971 persons	931 persons

Source: Prepared by the authors according to data from the Four-Year Plan Annual Reports

The following is a presentation of the Theory of Change underlying the Plan. The Plan's hypotheses are transversal to the lines of cooperation and establish the following: post-conflict and peacebuilding are a priority for the governments in power during the implementation of the Four-Year Plan in order to maintain the same intensity; there is political will (interest of the counterparts to allocate financial and human resources with capacities, not only technical but also decision-making); that no additional risks are created for the populations with UNHCR's intervention; and that it remains clear that UNHCR's efforts have the goal of strengthening the State in a comprehensive manner (government, controlling bodies, judicial branch). In addition, the indicators established by the parties are presented as a means of monitoring the Plan and the results achieved in each of them.

LINE OF COOPERATION 1

Strengthening of the System of Protection, Prevention and Guarantees of Non-Repitition of Human Rights Violations, in the identification of risks and implementation of suitable protection measures, considering the age, gender and diversity approach.

CHALLENGES	INPUTS	LINES OF ACTION	ACTORS	ASSUMPTIONS	RESULT										
<p>Protection and risk prevention system insufficient to respond to collective and individual risks with considerations of age, gender, ethnicity, and diversity/sexual orientation.</p> <p>Prevalence of the individual approach over the social, cultural, and economic context and environmental approach in the protection system.</p> <p>Recurrent emergencies</p>	<ul style="list-style-type: none"> Memorandum of Intent with the Government of Colombia National Development Plan 2014-2018 Colombia's international cooperation roadmap Financial and human resources of UNHCR Colombia (nation and territory) Havana Agreements Rapid Response Strategy Law 1448 of 2011 and its regulatory 	<p>a. Identification and mitigation of risks:</p> <ul style="list-style-type: none"> Support in the implementation of institutional mechanisms to identify and respond to community risks Technical assistance in the adjustment of prevention and protection policies (design and implementation of subregional and regional prevention plans in the Colombian Pacific). - Technical advice in the process of implementing the collective 	<table border="1"> <tr> <td>UARIV</td> <td>Office of the Presidential Advisor on Human Rights</td> </tr> <tr> <td>Ministry of the Interior</td> <td>Attorney General's Office</td> </tr> <tr> <td>Ombudsman's Office</td> <td>National Police</td> </tr> <tr> <td>National Protection Unit</td> <td></td> </tr> <tr> <td>Land Restitution Unit</td> <td></td> </tr> </table> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Other UN System agencies such as UNDP and non-governmental partners</p>	UARIV	Office of the Presidential Advisor on Human Rights	Ministry of the Interior	Attorney General's Office	Ombudsman's Office	National Police	National Protection Unit		Land Restitution Unit		<ul style="list-style-type: none"> Post-conflict and the building of peace remain priorities to the Government in power, throughout the execution of the Four-Year Plan. There is political will for, and interest from the counterparts in, the allocation of financial resources and qualified human resources with both technical and decision-making skills. No additional risks are caused to the populations 	<p>a. Adapting prevention, risk assessment, and protection mechanisms to a comprehensive sub-regional and collective approach.</p>
UARIV	Office of the Presidential Advisor on Human Rights														
Ministry of the Interior	Attorney General's Office														
Ombudsman's Office	National Police														
National Protection Unit															
Land Restitution Unit															

with the potential to be managed in a different way with a different analysis and articulation.

- decrees and its decree laws.
- Transitional Resolution 1085 of 2015
- Protection Nets
- Orders of Compliance 092 of 2008, and 004 and 005 of 2009
- Judgement T-025
- Inter-sectoral Early Warning Commission
- - National System for Conflict Management

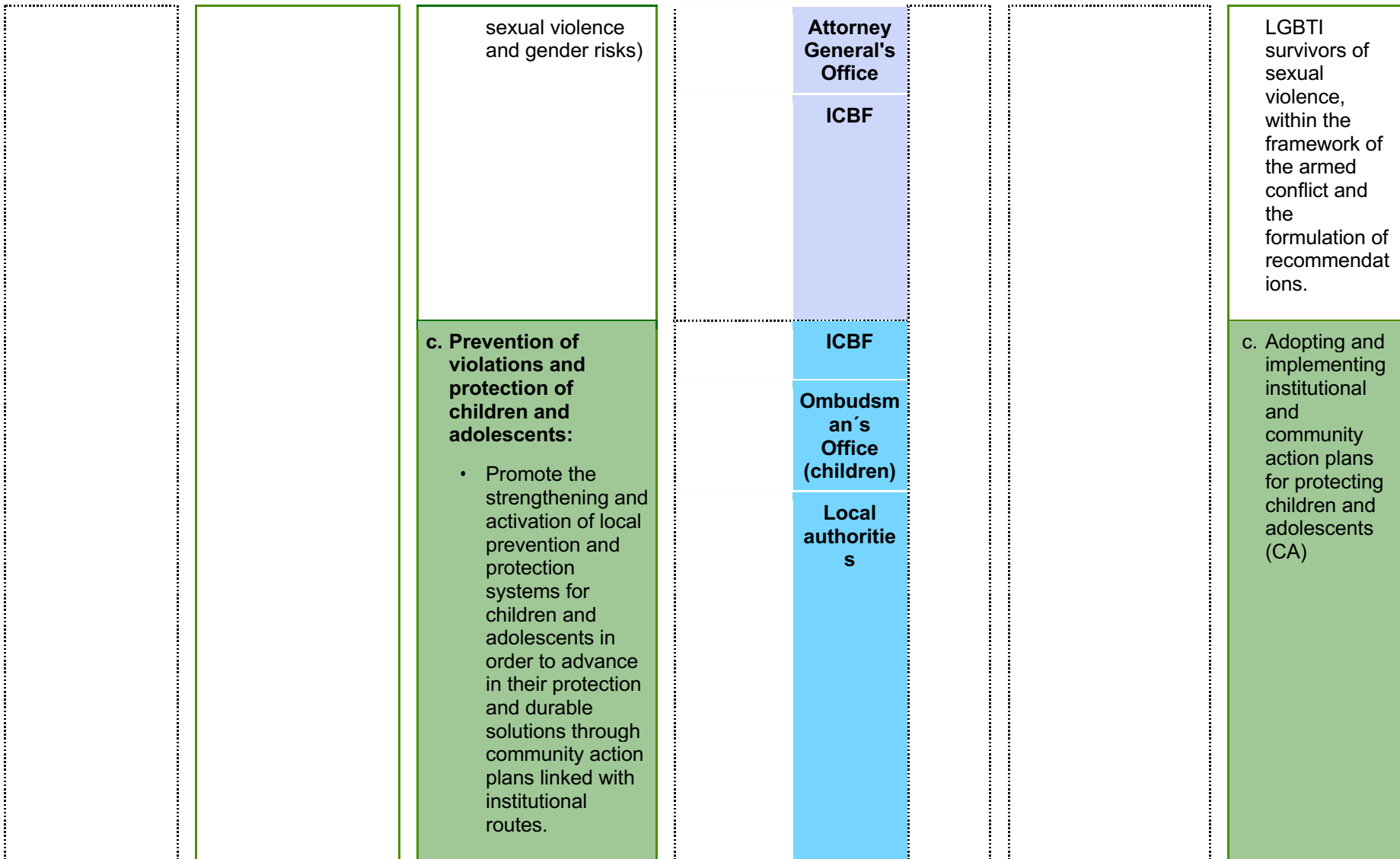
- protection procedure.
- Risk analysis of communities with restitution processes through the implementation of institutional routes for risk mitigation
- Strengthening the interlocutor channels and facilitating the identification of self-protection mechanisms

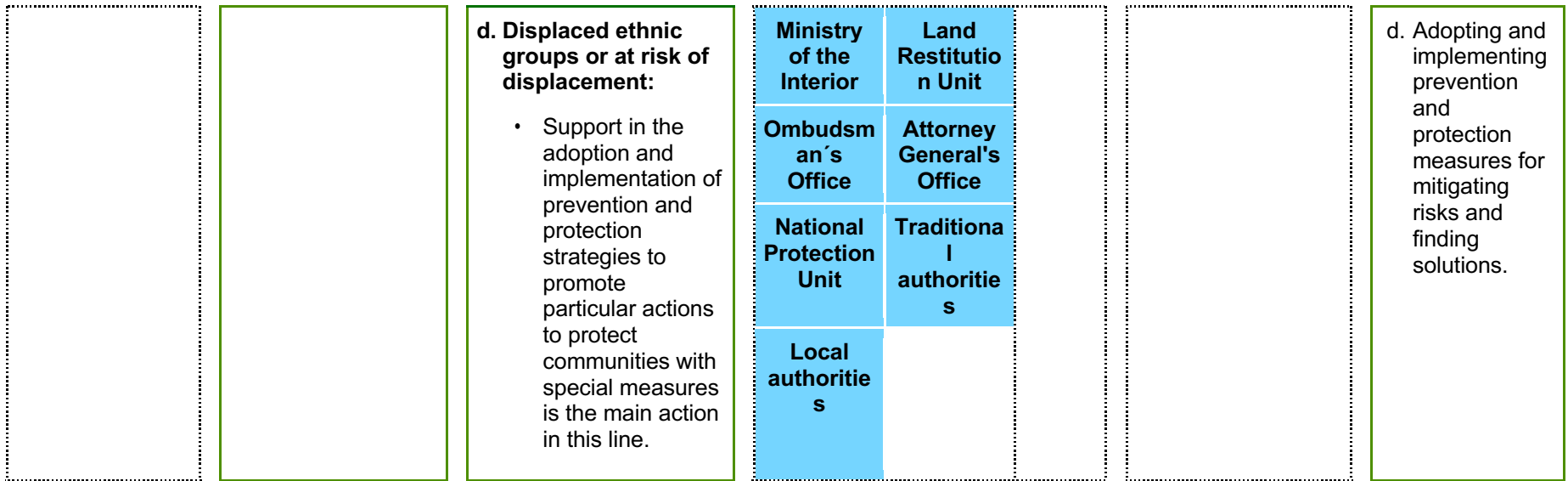
- b. Gender-based violence**
- Technical assistance and support in guaranteeing the rights of women and children and LGBTI persons to adapt, implement and follow up on assistance routes (emphasis on

Office of the Presidential Advisor for Women's Equity	Ombudsman's Office (gender matters)
Ministry of the Interior	Local authorities
	Judicial authorities

- intervened by UNHCR.
- It is clear that the focus of UNHCR's strengthening efforts is the State, in a comprehensive manner, including the government, controlling bodies, and the judicial branch.

- b. Adapting and monitoring the implementation of roadmaps, including traceability of cases of sexual violence for assistance to women and girls and





Source: Prepared by the authors based on (Gobierno Nacional & Acnur, 2015) and the Theory of Change Workshop held on December 18, 2019.

The **1st Line of Cooperation** of the Four-year Plan is defined as: *Strengthening of the System of Protection, Prevention and Guarantees of Non-Repetition of Human Rights Violations, in the identification of risks and implementation of suitable protection measures, considering the age, gender and diversity approach*". Its objective is to assist in the identification and analysis of protection risks in recurrent emergency situations in order to guide the State's response in terms of the structural causes and the mitigation mechanisms of the risks, so that the communities and local authorities have ideal conditions to advance in the solutions processes. It is broken down into four major lines of action, each with its specific results and key stakeholders involved in achieving them. The lines of action to be executed are:

- a. Identification and mitigation of risks:** this line of action includes: i) Support for the implementation of institutional mechanisms to identify and respond to community risks; ii) Technical assistance in the adjustment of prevention and protection policies (design and implementation of sub-regional and regional prevention plans in the Colombian Pacific region); iii) Technical assistance in the implementation of collective protection procedures; iv) Analysis of risks in communities with restitution processes through the implementation of institutional routes for risk mitigation; and v) Strengthening of communication channels and identification of self-protection mechanisms.
 - The key actors for this line of action are the Unit for Victims (UARIV), the Ministry of the Interior, the Ombudsman's Office, the National Protection Unit and the Land Restitution Unit. More tangential work is done with the Office of the Presidential Advisor on Human Rights, the Attorney General's Office and the National Police.
- b. Gender-based violence:** these actions are focused on providing technical assistance and support in guaranteeing the rights of women, girls and persons with diverse sexual orientation and gender identity (WG and LGBTI) in order to adapt, implement and follow assistance routes (emphasis on sexual violence and gender risks).
 - Key actors in the articulation for this line of action are the Ombudsman's Office (women and gender office), the Office of the Presidential Advisor for Women's Equity and the local authorities. Less closely linked to this line of action are the judicial authorities, the Attorney General's Office, the Ministry of the Interior and the Colombian Family Welfare Institute (ICBF).
- c. Prevention of violations and protection of children and adolescents (CA):** the main action is to promote the strengthening and activation of local prevention and protection systems for children and adolescents in order to advance in their protection and lasting solutions through community action plans linked with institutional routes.
 - The key actors in articulating this line of action are the Ombudsman's Office (children's office), the ICBF and the local authorities.
- d. Displaced ethnic groups or those at risk of displacement:** support in the adoption and implementation of prevention and protection strategies to promote particular actions to protect communities with special measures is the main action in this line.
 - The key actors for this line of action are the Ombudsman's Office, the Ministry of the Interior, the Land Restitution Unit. The Attorney General's Office, the National Protection Unit and the local and traditional authorities.

Considering the previously mentioned assumptions, the following results, by line of action, are expected:

- a. Identification and mitigation of risks:** Adapting prevention, risk assessment, and protection mechanisms to a comprehensive sub-regional and collective approach.
- b. Gender-based violence:** Adapting and monitoring the implementation of roadmaps, including traceability of cases of sexual violence for assistance to women and girls and LGBTI survivors

of sexual violence, within the framework of the armed conflict and the formulation of recommendations.

- c. Prevention of violations and protection of children and adolescents:** Adopting and implementing institutional and community action plans for protecting children and adolescents (CA)
- d. Displaced ethnic groups or at risk of displacement:** Adopting and implementing prevention and protection measures for mitigating risks and finding solutions.

Other agencies of the United Nations System (UN System), such as the United Nations Office for the Coordination of Humanitarian Affairs (OCHA), UN Women and UNICEF, and non-governmental partners such as the Norwegian Refugee Council and the International Committee of the Red Cross (ICRC) are also involved in this line of cooperation.

Table 4 shows the results achieved for each of the indicators established in this line of cooperation. By 2016, the goals were achieved for all indicators, except for the identification and documentation of cases where local protection systems for children and adolescents were activated, where only 50% of the goals were met. By 2017, goals were met or surpassed for all indicators. By 2018, goals were achieved for all indicators, except for the number of subregional risk analysis plans with a differential approach, where only 50% for subregional plans and 75% for national subcommittees of the goals were achieved. Finally, by 2019, 50% of the goals for national sub-committees were met, 0% for sub-regional plans, 85% for multi-functional committees, boards and teams responding to SGBV. For the rest of the indicators the goals were met or surpassed.

The activities carried out and their influence are summarized in the following table for each LC (in Excel).

Table A1 - 4 - Indicators per line of cooperation 1

INDICATOR	2016		2017		2018		2019	
	GOAL	RESULT	GOAL	RESULT	GOAL	RESULT	GOAL	RESULT
Number of reports published	4 quarterly reports	4 reports 3 quarterly reports and 1 consolidated annual report	2 biannual reports and 1 consolidated annual report	2 biannual reports and 1 consolidated annual report	6 bimonthly reports, 2 biannual reports, and 1 consolidated annual report	12 monthly reports, 2 biannual reports, and 1 consolidated annual report	12 monthly reports, 2 biannual reports, and 1 consolidated annual report	12 monthly reports, 2 biannual reports, and 1 consolidated annual report
Sub-regional risk assessment plans with differential approach	2 sub-regional plans	2 sub-regional plans	2 sub-regional plans	2 sub-regional plans	4 sub-regional plans, 4 national sub-committees	2 sub-regional plans, 3 national sub-committees	4 sub-regional plans, 4 national sub-committees	2 national sub-committees
Number of at-risk communities, groups, or collectives	8 communities or groups	8 communities or groups	18 communities or groups	22 communities or groups	15 communities or groups	50 communities or groups	15 communities or groups	81 communities or groups
Number of multi-function SGBV response committees, desks, and teams that were provided with technical assistance	20 multi-function committees, desks, and teams	28 multi-function committees, desks, and teams	29 multi-function committees, desks, and teams	37 multi-function committees, desks, and teams	27 multi-function committees, desks, and teams	33 multi-function committees, desks, and teams	27 multi-function committees, desks, and teams	23 multi-function committees, desks, and teams
Number of identified and documented cases, for which local CA protection systems are activated	40 cases	20 cases	35 cases	56 cases	30 cases	71 cases	30 cases	82 cases

Source: Prepared by the authors according to data from the Four-Year Plan Annual Reports

LINE OF COOPERATION 2

Strengthening of national and local authorities in the search for solutions for the displaced population with an ethnic, age, gender and diversity approach that allows for the restoration of their rights as victims.

CHALLENGES	INPUTS	LINES OF ACTION	ACTORS	ASSUMPTIONS	RESULT										
<p>Lack of systematization of good and bad practices in the process of land restitution</p> <p>Lack of integration of the different plans for assistance and reparation of victims with the local development plan.</p> <p>The risks lack administrative limits, so the municipal prevention and contingency plans are not adequate in the face of the need</p>	<ul style="list-style-type: none"> Memorandum of Intent with the Government of Colombia National Development Plan 2014-2018 Colombia's international cooperation roadmap Financial and human resources of UNHCR Colombia (nation and territory) Havana Agreements Rapid Response Strategy Law 1448 of 2011 and its regulatory 	<p>a. Land restitution</p> <ul style="list-style-type: none"> Support in prioritized restitution processes so that they contribute to overcoming structural causes, mitigating protection risks and generating conditions for overcoming displacement and making restitution processes sustainable (analysis of compliance with judgments, technical assistance for identifying solutions to possible gaps in policy implementation, 	<table border="1"> <tr> <td>UARIV</td> <td>National Planning Department</td> </tr> <tr> <td>Ministry of the Interior</td> <td>National Land Agency</td> </tr> <tr> <td>Land Restitution Unit</td> <td>Land Renewal Agency</td> </tr> <tr> <td>Local authorities</td> <td>Rural Development Agency</td> </tr> <tr> <td>National Registry</td> <td>Min. Housing</td> </tr> </table> <p>Other UN System agencies such as OCHA, UN Women and UNICEF and non-governmental partners such as the Norwegian Refugee Council and the ICRC</p>	UARIV	National Planning Department	Ministry of the Interior	National Land Agency	Land Restitution Unit	Land Renewal Agency	Local authorities	Rural Development Agency	National Registry	Min. Housing	<ul style="list-style-type: none"> Post-conflict and peacebuilding remain priorities to the Government in power, throughout the execution of the Four-Year Plan. There is political will for, and interest from the counterparts in, the allocation of financial resources and qualified human resources with both technical and decision-making skills. No additional risks are caused to the populations 	<p>a. Consolidating lessons learned from the urban and rural solutions processes supported by UNHCR.</p>
UARIV	National Planning Department														
Ministry of the Interior	National Land Agency														
Land Restitution Unit	Land Renewal Agency														
Local authorities	Rural Development Agency														
National Registry	Min. Housing														

for a subregional approach.

Weakness in the authorities and ethnic communities for the implementation of Orders of Compliance 004 and 005.

decrees and its decree laws.

- Orders of Compliance 004 and 005 of 2009
- Judgment T-025 of 2004
- Judgments related to land restitution
- Land restitution policy
- Land protection measures
- Local development plans

and support in promoting and adopting land protection measures).

b. Local planning:

- Promotion of the integration between the processes of durable solutions and local development policies.
- Supports the implementation and monitoring of policies that improve systems of coordination and nation-territory co-responsibility.
- Support the design and implementation of measures that allow for the comprehensive treatment of urban settlements where the displaced population resides.
- Proposal of alternative solution

UARIV

Ministry of the Interior

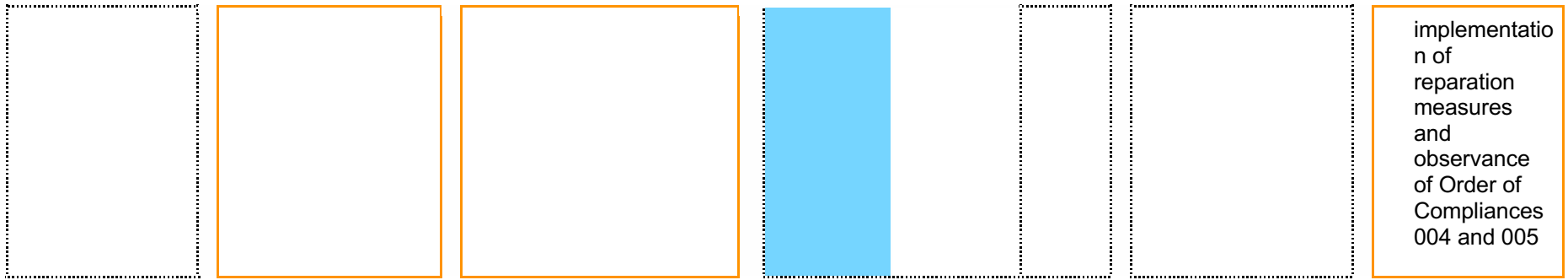
Local authorities

intervened by UNHCR.

- It is clear that the focus of UNHCR's strengthening efforts is the State, in a comprehensive manner, including the government, controlling bodies, and the judicial branch.

b. Strengthening the technical tools intended for achieving a match between displaced population assistance policies and local development policies

		<p>routes to the legalization and titling of settlements and the treatment of conflicts between settlements and the development of protection strategies to prevent new risks</p>					
		<p>c. Ethnic communities</p> <ul style="list-style-type: none"> • Identification of lessons learned from supported solutions processes (findings and proposed routes) with emphasis on solutions directed at indigenous peoples and Afro-Colombian communities 	<p>UARIV</p> <p>Ministry of the Interior</p> <p>Local authorities</p> <p>Traditional authorities</p>	<p>Peasant Associations</p> <p>Ethnic and Afro social organizations</p> <p>Community Action Boards</p>			<p>c. Authorities and communities providing support to identify and develop solutions for indigenous peoples and communities, including tools for local planning, national-territorial coordination, and collective reparation</p> <p>d. Providing support to institutions and communities in the</p>



Source: Prepared by the authors based on (Gobierno Nacional & Acnur, 2015) and the Theory of Change Workshop held on December 18, 2019.

The **2nd Line of Cooperation** of the Four-year Plan is defined as: “*Strengthening of national and local authorities in the search for solutions for the displaced population with an ethnic, age, gender and diversity approach that allows for the restoration of their rights as victims*”. Its objective is to support the implementation of solutions for the different alternatives (return, relocation and local integration processes) with the objective of making progress in overcoming the situation of prolonged displacement that persists in Colombia. To that end, technical assistance will be provided to the National Government and local authorities to support the design and implementation of public policies that promote sustainable solutions for the displaced population, land restitution, collective reparation and in the implementation of the actions provided for in the Havana Agreements to advance towards territorial peace. It is broken down into three major lines of action, each with its specific results and key stakeholders involved in achieving them.

One of the challenges faced is the nature of the risks, which lack administrative boundaries, making municipal prevention and contingency plans inadequate and insufficient for prevention and protection from a subregional approach. Additionally, the lack of systematization of good and bad practices in the process of land restitution; the lack of integration of the different plans for attention and reparation to victims with the local development plan; and the weakness of the authorities and ethnic communities on the implementation of Orders of Compliance 004 and 005 were identified as problems that made the formulation of the line relevant.

The lines of action to be executed are:

- a. Land restitution:** these actions are focused on supporting priority restitution processes so that they contribute to overcoming structural causes, mitigating protection risks and generating conditions for overcoming displacement and making restitution processes sustainable.
 - Key actors for this line of action are the UARIV, the Ministry of the Interior, the Land Restitution Unit, the National Civil Registry, the National Planning Department (DNP), the National Land Agency (ANT), the Agency for Territorial Renewal (ART), the Rural Development Agency (ADR), the Ministry of Housing and the Local Authorities.
- b. Local planning:** within this line, actions are carried out to i) Promote integration between the processes of durable solutions and local development policies; ii) Support the implementation and follow-up of policies to improve the systems of coordination and co-responsibility of the nation-territory; iii) Support the design and implementation of measures for a comprehensive treatment of urban settlements where the displaced population resides; and iv) Propose alternative solution routes in the face of the legalization and titling of settlements and the treatment of conflicts between them and the development of protection strategies to prevent new risks.
 - The key actors for this line of action are the UARIV, the Ministry of the Interior and the local authorities.
- c. Ethnic communities:** The main action is to identify lessons learned from supported solutions processes (findings and proposed routes) with emphasis on solutions directed at indigenous peoples and Afro-Colombian communities.
 - The key actors for this line of action are the UARIV, the Ministry of the Interior, the Local and Traditional Authorities, the Peasant Associations; ethnic and afro social organizations and the Community Action Boards.

Considering the previously mentioned assumptions, the following results, by line of action, are expected:

- a. Restitution of land:** Consolidating lessons learned from the urban and rural solutions processes supported by UNHCR.
- b. Local planning:** Strengthening the technical tools intended for achieving a match between displaced population assistance policies and local development policies.

c. Ethnic communities: Authorities and communities providing support to identify and develop solutions for indigenous peoples and communities, including tools for local planning, national-territorial coordination, and collective reparation. On the other hand, support to institutions and communities in the implementation of reparation measures and observance of Order of Compliances 004 and 005 is expected.

Other UN System agencies such as the United Nations Development Programme (UNDP) and other non-governmental partners are also involved in this line of cooperation.

Table 5 shows the results achieved for each of the indicators established in this line of cooperation. During 2016, 2017 and 2018 a greater number of entities than expected were assisted, however in 2019 only 48% of the goal was met. In the case of the implementation of Order of Compliance 004, the goal for 2016 and 2017 was achieved, in 2018 only 2 communities were missing to reach it, but in 2019 only 44% of compliance was achieved. In the case of the implementation of Order of Compliance 005, for 2016 and 2017 the goal was exceeded with non-compliance of 450% and 114%, respectively. By 2018 and 2019, 67% and 22% of the goals have been met.

The activities carried out and their influence are summarized in the following table for each LC (in Excel).

Table A1 - 5 - Indicators per line of cooperation 2

INDICATOR	2016		2017		2018		2019	
	GOAL	RESULT	GOAL	RESULT	GOAL	RESULT	GOAL	RESULT
Annual reports that consolidate the lessons learned	1 report	1 report	1 report	2 reports	2 reports	1 report	2 reports	5 reports
Number of entities assisted at national and local level	134 entities at national and local level	138 entities: 17 at national level and 121 at local level	140 entities at national and local level	156 entities: 23 at national level and 133 at local level	140 entities at national and local level	142 entities: 10 at national level and 132 at local level	140 entities at national and local level	67 entities: 19 at national level and 48 at local level
Number of strengthened communities that implement measures for reparation and observance of Order of Compliance 004	20 communities	20 communities	20 communities	21 communities	18 communities	16 communities	18 communities	8 communities
Number of strengthened communities that implement measures for reparation and observance of Order of Compliance 005	6 communities	27 communities	27 communities	31 communities	27 communities	18 communities	27 communities	6 communities

Source: Prepared by the authors according to data from the Four-Year Plan Annual Reports

LINE OF COOPERATION 3

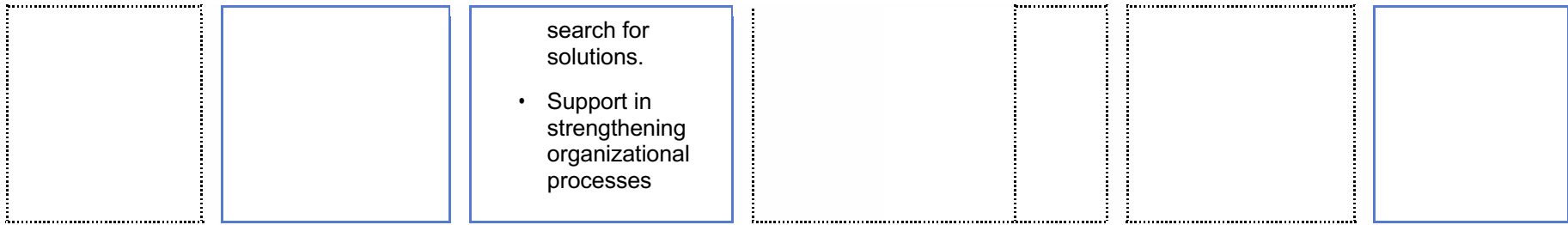
Strengthening of the capacities of displaced communities or communities in risk of displacement, as well as reception communities, with a gender, ethnic and age approach to guarantee their effective participation in the restoration of their rights.

CHALLENGES	INPUTS	LINES OF ACTION	ACTORS	ASSUMPTIONS	RESULT				
<p>Weakness in the social fabric (mistrust, negative leaderships, deficiencies) and inclusive representation in the communities</p> <p>Invisibility of the community vis-à-vis the State.</p> <p>Dynamics of the armed conflict aimed at weakening collective organizational processes.</p>	<ul style="list-style-type: none"> • Memorandum of Intent with the Government of Colombia • National Development Plan 2014-2018 • Colombia's international cooperation roadmap • Financial and human resources of UNHCR Colombia (nation and territory) • Havana Agreements • Rapid Response Strategy • Law 1448 of 2011 and its regulatory 	<p>a. Peaceful coexistence and intercultural dialogue:</p> <ul style="list-style-type: none"> • Facilitate intercultural dialogue and peaceful conflict resolution between and among ethnic groups to ensure the sustainability of the construction of solutions for ethnic groups and their mechanisms of self-government, the strengthening of their authorities and the recovery of governance in their territories. 	<table border="1"> <tr> <td>Ministry of the Interior (indigenous affairs and afro, Raizal and Palenque communities)</td> <td>Traditional authorities</td> </tr> <tr> <td>Ombudsman's Office (ethnic populations)</td> <td>Local authorities</td> </tr> </table>	Ministry of the Interior (indigenous affairs and afro, Raizal and Palenque communities)	Traditional authorities	Ombudsman's Office (ethnic populations)	Local authorities	<p>Other UN System agencies such as UN Women and UNICEF and non-governmental partners</p> <ul style="list-style-type: none"> • Post-conflict and peacebuilding remain priorities to the Government in power, throughout the execution of the Four-Year Plan. • There is political will for, and interest from the counterparts in, the allocation of financial resources and qualified human resources with both technical and decision-making skills. • No additional risks are caused to the populations 	<p>a. Supporting the design and implementation of processes for strengthening local and organizational governments with communities, and of return and relocation processes</p>
Ministry of the Interior (indigenous affairs and afro, Raizal and Palenque communities)	Traditional authorities								
Ombudsman's Office (ethnic populations)	Local authorities								

	<p>decrees and its decree laws.</p> <ul style="list-style-type: none"> • Ethnic group governance mechanisms • UNHCR's Strategy for the Protection of Children who are Displaced and at Risk of Forced Displacement • National policy on children and on prevention and care for the displaced population or the population at risk • UNHCR's Gender-Based Violence and Sexual Violence Strategy • Local protection systems 	<ul style="list-style-type: none"> • Support processes to strengthen the capacity for self-determination of displaced communities and contributing to the guarantee of their participation in all stages of the durable solutions processes, through the application of a differential approach (age, gender and diversity) for the identification of differential protection gaps. • Support initiatives relevant to the resolution of conflicts, especially those related to processes related to the violation of organizational spaces and ethnic conflicts. 			<p>intervened by UNHCR.</p> <ul style="list-style-type: none"> • It is clear that the focus of UNHCR's strengthening efforts is the State, in a comprehensive manner, including the government, controlling bodies, and the judicial branch. 	
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		<p>b. Effective participation of children and adolescents</p> <ul style="list-style-type: none"> • Support the strengthening of inter-institutional work to contribute to the effective participation of children and adolescents with a community focus and prospects for protection and solutions. • Support the design and implementation of tools for the participation of children and support to strengthen community work for their protection 	<table border="1"> <tr> <td data-bbox="1075 188 1243 430">Ministry of the Interior</td> <td data-bbox="1243 188 1400 430">Ombudsman's Office (children and adolescence)</td> </tr> <tr> <td data-bbox="1075 430 1243 550">ICBF</td> <td data-bbox="1243 430 1400 550">Local authorities</td> </tr> </table>	Ministry of the Interior	Ombudsman's Office (children and adolescence)	ICBF	Local authorities		<p>b. Support the design and implementation of tools for promoting the effective participation of children</p>
Ministry of the Interior	Ombudsman's Office (children and adolescence)								
ICBF	Local authorities								
		<p>c. Participation of women and LGBTI people</p>	<table border="1"> <tr> <td data-bbox="1075 1173 1243 1356">UARIV</td> <td data-bbox="1243 1173 1400 1356">Ombudsman's Office (gender matters)</td> </tr> </table>	UARIV	Ombudsman's Office (gender matters)		<p>c. Support in the design, management, and determination</p>		
UARIV	Ombudsman's Office (gender matters)								

		<ul style="list-style-type: none"> • Strengthen the capacity of organizations in the design, management and agreement of proposals aimed at their comprehensive protection. • Support the joint design of methodological tools so that women and LGBTI people can create community proposals for their comprehensive protection and present concerted actions. • Support in strengthening the processes of effective participation of women, children, adolescents and LGBTI people in local systems of protection and 	Ministry of the Interior Public Prosecution Office	Local authorities National Police			of methodological tools so that women's and SOGI organizations can generate community proposals for their comprehensive protection, including solutions, and present concrete actions before relevant public institutions
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Source: Prepared by the authors based on (Gobierno Nacional & Acnur, 2015) and the Theory of Change Workshop held on December 18, 2019.

The **3rd Line of Cooperation** of the Four-year Plan is defined as: *the “Strengthening of the capacities of displaced communities or communities in risk of displacement, as well as reception communities, with a gender, ethnic and age approach to guarantee their effective participation in the restoration of their rights.”* Its objective is to support communities and local and national authorities in building mechanisms for organizational strengthening and community empowerment as a central element in the search for solutions, and in the promotion of the decisive role of participation in community and organizational strengthening, in the restitution of rights and in peacebuilding. It also seeks to support the strengthening of capacities for social control and citizen oversight, in order to ensure greater transparency. As a third objective, this line of cooperation seeks to support the National Government in tasks of dissemination and pedagogy of relevant information for the communities on the implementation of the Havana Agreements, to provide spaces for the reconstruction of the social and organizational fabric. It is broken down into three major lines of action, each with its specific results and key stakeholders involved in achieving them.

The challenge faced is the weakness in the social fabric (mistrust, negative leadership, deficiencies) and the lack of inclusive representation in the communities, as well as the invisibility of the community vis-à-vis the State. In addition, the dynamics of the armed conflict are geared towards weakening collective organizational processes and actions against community leaders are intended to harm collective projects rather than the leader himself as an individual.

The lines of action to be executed are:

- a. Peaceful coexistence and intercultural dialogue:** within this line, actions are carried out to
 - (i) Facilitate intercultural dialogue and the peaceful resolution of intra- and inter-ethnic conflicts in order to guarantee the sustainability of the construction of solutions for ethnic groups and their mechanisms of self-government, the strengthening of their authorities and the recovery of governance in their territories
 - (ii) Support for processes to strengthen the capacity for self-determination of displaced communities and contribution to ensuring their participation in all stages of the process of finding durable solutions, through the application of a differential approach (age, gender and diversity) for the identification of differential protection gaps; and
 - (iii) Support for initiatives relevant to conflict resolution, especially those related to processes involving the violation of organizational spaces and ethnic conflicts.
 - The key actors of this line of action are the Ministry of the Interior (directorate of indigenous affairs and afro, Raizal and Palenque communities), the Ombudsman's Office (office of ethnic populations) and the Local and Traditional Authorities.
- b. Effective participation of children and adolescents:** these actions are focused on
 - i) Supporting the strengthening of inter-institutional work to contribute to the effective participation of children and adolescents with a community focus and a protection and solutions approach;
 - and ii) Supporting the design and implementation of tools for child participation and support to strengthen community work for their protection.
 - The key actors in articulating this line of action are the Ministry of the Interior, the Ombudsman's Office (office for children and adolescents), the ICBF and the local authorities.
- c. Participation of women and Persons with diverse SOGI :** This line of action is broken down into four activities:
 - (i) Support for strengthening the capacity of women's organizations and Persons with diverse SOGI to design, manage and agree on proposals for their comprehensive protection;
 - (ii) Support for the joint design of methodological tools for women and Persons with diverse SOGI to generate community proposals for their comprehensive protection and to present concerted actions;
 - (iii) Support for strengthening processes for effective participation by women, children and adolescents and LGBTI persons in local protection systems and the search for solutions; and
 - (iv) Support for strengthening organizational processes.
 - The key actors for this line of action are the Unit for Victims (UARIV), the Ministry of the Interior, the Public Prosecution Office, the Ombudsman's Office (office for gender affairs), the National Police and the local authorities.

Considering the previously mentioned assumptions, the following results, by line of action, are expected:

- a. Peaceful coexistence and intercultural dialogue:** Supporting the design and implementation of processes for strengthening local and organizational governments with communities, and of return and relocation processes
- b. Effective participation of children and adolescents:** Supporting the design and implementation of tools for promoting the effective participation of children
- c. Participation of women and SOGI people:** Supporting the design, management, and determination of methodological tools so that women's and SOGI organizations can generate community proposals for their comprehensive protection, including solutions, and present concrete actions before relevant public institutions

Other UN agencies, such as UN Women and UNICEF, and non-governmental partners are also involved in this line of cooperation.

Table 6 shows the results achieved for each of the indicators established in this line of cooperation. In 2016, the goals for all indicators were surpassed, except for the number of displaced CAYP and/or at risk of displacement who were benefited, where 88% of the goal was met. By 2017, 84% of the goal for participation by women's organizations and/or Persons with diverse SOGI in the implementation of tools was met and the target was surpassed in all other indicators. In 2018, 81% of the goal of strengthened communities and community organizations and 95% of the goal of actions promoted in response to community needs were achieved; the other indicators surpassed the goal. And finally, in 2019, 79% of the goal of strengthening communities and community organizations, 91% of the goal of actions promoted in response to the needs of communities, 47% of the goal of displaced CAYP and/or at risk of displacement, and with respect to women and/or Persons with diverse SOGI and their organizations, 44% and 62% of the goal, respectively, were achieved.

The activities carried out and their influence are summarized in the following table for each LC (in Excel).

Table A1 - 6 - Indicators per line of cooperation 3

INDICATOR	2016		2017		2018		2019	
	GOAL	RESULT	GOAL	RESULT	GOAL	RESULT	GOAL	RESULT
Number of communities and community organizations strengthened	104 communities	190 communities	190 communities	206 communities	150 communities	122 communities	150 communities	119 communities
Percentage of actions promoted versus needs prioritized by communities	80%	82%	82%	97%	82%	78%	82%	75%
Number of beneficiary CAYP displaced and/or at risk of displacement	14,400 CAYP	12,731 CAYP	12,000 CAYP	13,170 CAYP	10,000 CAYP	11,139 CAYP	10,000 CAYP	4,708 CAYP
Number of tools, methodologies, and processes designed and/or implemented	3 tools	3 tools	3 tools	3 tools	2 tools	2 tools	2 tools	1 tool
Number of women's and/or diverse SOGI organizations participating in tool design, management, and implementation	20 organizations	50 organizations	55 organizations	46 organizations	41 organizations	54 organizations	41 organizations	18 organizations
Number of women's and/or diverse Persons with diverse SOGI participating in tool design, management, and implementation	200 persons	1,114 persons	1,349 persons	2,516 persons	1,509 persons	1,971 persons	1,509 persons	931 persons

Source: Prepared by the authors according to data from the Four-Year Plan Annual Reports

LINE OF COOPERATION 4
Strengthening of the Colombian institutions in charge of monitoring and executing the Victims Law, the progress made in implementing the policy and its impact.

CHALLENGES	INPUTS	LINES OF ACTION	ACTORS	ASSUMPTIONS	RESULT
<p>Gaps for overcoming the ECI (income, housing, health, registration and protection).</p>	<ul style="list-style-type: none"> Memorandum of Intent with the Government of Colombia National Development Plan 2014-2018 Colombia's international cooperation roadmap Financial and human resources of UNHCR Colombia (nation and territory) Havana Agreements Rapid Response Strategy 	<p>a. Technical assistance to the national government</p> <ul style="list-style-type: none"> Technical assistance for the implementation of the Victims Law and in the lifting and closure of the Unconstitutional State of Things - ECI <p>b. Support to the Constitutional Court.</p> <ul style="list-style-type: none"> Providing support in monitoring and terminating the ECI. 	<p>National Planning Department</p> <p>Office of the Comptroller General</p> <p>Constitutional Court</p> <p>Ombudsman's Office</p> <p>Municipal authorities</p> <p>Public Prosecutor's Office</p> <p>Ministry of the Interior</p> <p>UARIV</p> <p style="writing-mode: vertical-rl; transform: rotate(180deg);">Other participants such as CODHES</p>	<ul style="list-style-type: none"> Post-conflict and peacebuilding remain priorities to the Government in power, throughout the execution of the Four-Year Plan. There is political will for, and interest from the counterparts in, the allocation of financial resources and qualified human resources with both technical and decision-making skills. No additional risks are caused to the populations 	<p>a. Providing technical assistance to the National Government in the enforcement of the Victims Law and the suspension and termination of the ECI.</p> <p>b. Providing support to the Constitutional Court in monitoring and terminating the ECI.</p>

- Law 1448 of 2011 and its regulatory decrees and its decree laws.
- Judgement T-025 and Follow-up judgements

c. Support to controlling bodies

- Support in the articulation between and convergence of the different Public Prosecution Office entities within the framework of the Monitoring Commission
- Facilitate a mechanism of articulation between the national government, the controlling bodies and the Constitutional Court to jointly analyze the persistent challenges in the policy to achieve the overcoming of the ECI and to promote alternative solutions respecting the autonomy.

intervened by UNHCR.

- It is clear that the focus of UNHCR's strengthening efforts is the State, in a comprehensive manner, including the government, controlling bodies, and the judicial branch.

c. Providing support to controlling bodies in the articulation between and convergence of the different Public Prosecution Office entities within the framework of the Monitoring Commission

Source: Prepared by the authors based on the initial workshop held on December 18, 2019. Note: The State actors with the darkest color were the most relevant.

The **4th Line of Cooperation** of the Four-year Plan is defined as: *“Strengthening of the Colombian institutions in charge of monitoring and executing the Victims Law, the progress made in implementing the policy and its impact.”* Its objective is to strengthen the capacity to monitor and evaluate the policy of assistance and guarantee of rights for the displaced population, to provide technical assistance to the competent bodies for its implementation, with the aim of achieving a greater impact on its implementation and, consequently, to contribute to the improvement of the ECI, primarily in terms of greater enjoyment of the population's rights. It is broken down into three major lines of action, each with its specific results and key stakeholders involved in achieving them.

The main challenges are the gaps in income, housing, health, registration and protection).

The lines of action to be executed are:

- a. Providing technical assistance to the National Government:** Within this line of action, technical assistance for the enforcement of the Victims Law and the suspension and termination of the ECI are prioritized.
- b. Support to the Constitutional Court:** this line of action is concrete: Support to controlling bodies
- c. Support to controlling bodies:** actions are concentrated on (i) support for the articulation and confluence of the various entities of the Public Prosecution Office within the framework of the Monitoring Commission; and on (ii) facilitating a mechanism for articulation between the national government, the controlling bodies and the Constitutional Court in order to jointly analyze the persistent challenges in the policy to overcome the ECI and promote alternative solutions, while respecting autonomy.

The key actors in the articulation for the achievement of this line of cooperation are the UARIV, the DNP, the Office of the Comptroller General, the Constitutional Court, the Ombudsman's Office, the Ministry of the Interior and the Municipal Authorities. Work with the Public Prosecutor's Office is proposed in a more tangential way. The Consultancy for Human Rights and Displacement (CODHES) is also a civil society organization that contributes to the development of this line of cooperation.

Considering the previously mentioned assumptions, the following results, by line of action, are expected:

- a. Technical assistance to the national government:** Providing technical assistance to the National Government in the enforcement of the Victims Law and the suspension and termination of the ECI.
- b. Support to the Constitutional Court:** Providing support to the Constitutional Court in monitoring and terminating the ECI.
- c. Support to controlling bodies:** Providing support to controlling bodies in the articulation between and convergence of the different Public Prosecution Office entities within the framework of the Monitoring Commission

Table 7 shows the results achieved for each of the indicators established in this line of cooperation. By 2016 and 2018 progress was made in all goal components, by 2017 an additional component was achieved and by 2019 progress was made in only 3 of the 4 goal components.

The activities carried out and their influence are summarized in the following table for each LC (in Excel).

Table A2 - 7 - Indicators per line of cooperation 4

INDICATOR	2016		2017		2018		2019	
	GOAL	RESULT	GOAL	RESULT	GOAL	RESULT	GOAL	RESULT
Progress in overcoming the Unconstitutional State of Affairs (components)	5 components	5 components	4 components	5 components	4 components	4 components	4 components	3 components 1. Prevention and Protection 2. Registration 3. Solutions
	1. Land 2. Housing 3. Prevention 4. Protection 5. Solutions–return, relocation, and local integration	1. Land 2. Housing 3. Prevention 4. Protection 5. Solutions–return, relocation, and local integration	1. Registration 2. Housing 3. Solutions–return, relocation, and local integration 4. Income generation	1. Income generation 2. Housing 3. Education 4. Reparation 5. Justice (in a cross-cutting manner in relation to registration and database management)	1. Registration 2. Housing 3. Solutions–return, relocation, and local integration 4. Income generation	1. Registration 2. Housing 3. Solutions–return, relocation, and local integration 4. Income generation	1. Registration 2. Housing 3. Solutions–return, relocation, and local integration 4. Income generation	

Source: Prepared by the authors based on data from the Four-Year Plan Annual Reports

LINE OF ACTION	ACTORS	PARTICIPATION IN THE PLAN
Identification and mitigation of risks	UARIV	Encourage and support the implementation of state models such as the - Intersectoral Early Warning Commission.
	Ministry of the Interior	Technical assistance in the adjustment of the prevention and protection policy Design and implementation of subregional and regional prevention plans. Colombian Pacific Region: - Strengthening the state response - Rationalization of resource delivery - Promotion of active participation of local authorities
	Ombudsman's Office	Encourage and support the implementation of state models such as the - Community defenders - Early warning system - Rights houses
	National Protection Unit	- Technical advice in the process of implementing the collective protection procedure. Dec 4800/2011 - Resol tras 1085/2015. - Strengthening of the emergency procedure under the constitutional presumption of risk and threat analysis
	Land Restitution Unit	- Continuation of risk analysis exercises for the communities in which the Unit developed the restitution process.
	Office of the Presidential Advisor on Human Rights	Encourage and support the implementation of state models such as the - National System for Conflict Management
	Attorney General's Office	Strengthening protection networks in high-risk areas
	National Police	
Gender-based violence	Ministry of the Interior	Promote the identification of risks of gender-based violence identified in Constitutional Court Order 092/2008
	Ombudsman's Office (gender matters)	
	Local authorities	
	Judicial authorities	
	Attorney General's Office	
	ICBF	

LINE OF ACTION	ACTORS	PARTICIPATION IN THE PLAN
c. Prevention of violations and protection of children and adolescents	ICBF Ombudsman's Office (children) Local authorities	Promote the strengthening and activation of local prevention and protection systems for displaced children and/or children at risk of displacement and their communities.
d. Displaced ethnic groups or at risk of displacement	Ministry of the Interior Ombudsman's Office National Protection Unit Local authorities Land Restitution Unit Attorney General's Office Traditional authorities	Adoption and implementation of prevention and protection strategies to promote particular actions to protect communities, especially those specified in Constitutional Court Orders 004 and 005/2009. Not specified
A. Restitution of land	Other UN System agencies such as UNDP and non-governmental partners	UARIV Ministry of the Interior National Planning Department Land Restitution Unit Local authorities National Registry National Land Agency
		Land Renewal Agency Rural Development Agency Min. Housing
B. Local planning		UARIV National Planning Department Ministry of the Interior Local authorities
		Support in prioritized restitution processes.
		<ul style="list-style-type: none"> - Analysis of compliance with land restitution judgments. - Technical Assistance for the identification of solutions to possible gaps in the implementation of the restitution policy. - Support in the promotion and adoption of land protection measures.
		Promote the highest possible level of integration between the solutions processes for the displaced population and local development policies. To support local authorities and nations in the implementation and monitoring of policies that improve systems of coordination and nation-territory co-responsibility. Support the design and implementation of measures that allow for the comprehensive treatment of urban settlements where the displaced population resides. The following alternative routes will be proposed: <ul style="list-style-type: none"> - Solution to the legalization and titling of settlements.

LINE OF ACTION	ACTORS	PARTICIPATION IN THE PLAN	
		<ul style="list-style-type: none"> - Treatment of conflicts within the settlements. - Development of strategies to protect and prevent new risks to life and physical integrity. 	
c. Ethnic communities	UARIV	- To provide competent institutional support in the implementation of reparation measures and measures aimed at compliance with Orders of Compliance 004 - 005 of the Constitutional Court.	
	Ministry of the Interior		
	Local authorities		
	Traditional authorities	Not specified	
	Peasant Associations	Not specified	
	Ethnic and Afro social organizations	Not specified	
	Community Action Boards	Not specified	
a. Peaceful coexistence and intercultural dialogue	Other UN System agencies such as UN Women and UNICEF and non-governmental partners	Ministry of the Interior (indigenous affairs and afro, Raizal and Palenque communities)	Not specified
		Ombudsman's Office (ethnic populations)	<ul style="list-style-type: none"> - To facilitate intercultural dialogue and the peaceful resolution of intra- and inter-ethnic conflicts - Strengthening the capacity for the self-determination of displaced communities and for receiving displaced populations. - Contribute to ensuring their effective and substantial participation.
		Traditional authorities	
		Local authorities	
b. Effective participation of children and adolescents	Other UN System agencies such as UN Women and UNICEF and non-governmental partners	Ministry of the Interior	<ul style="list-style-type: none"> - Support the strengthening of articulated inter-institutional work. - Supporting the design and implementation of tools for promoting the effective participation of children and adolescents - To support the communities and the local institutions in strengthening their work with a community approach.
		Unit for Comprehensive Victim Support and Reparation	
		ICBF	
		Ombudsman's Office (children and adolescence)	
		Local authorities	
C. Participation of women and SOGI people	Other UN System agencies such as UN Women and UNICEF and non-governmental partners	UARIV	<ul style="list-style-type: none"> - Strengthening the capacity of organizations in the design, management and agreement of proposals aimed at their comprehensive protection. - It will support the joint design of methodological tools so that the communities can create community proposals for their comprehensive protection and present concerted actions to the relevant public institutions. - Strengthening of processes for effective participation of CAYP LGTBI+ in local protection systems and the search for differential protection mechanisms.
		Ministry of the Interior	
		Public Prosecution Office	
		Ombudsman's Office (gender matters)	
		Local authorities	

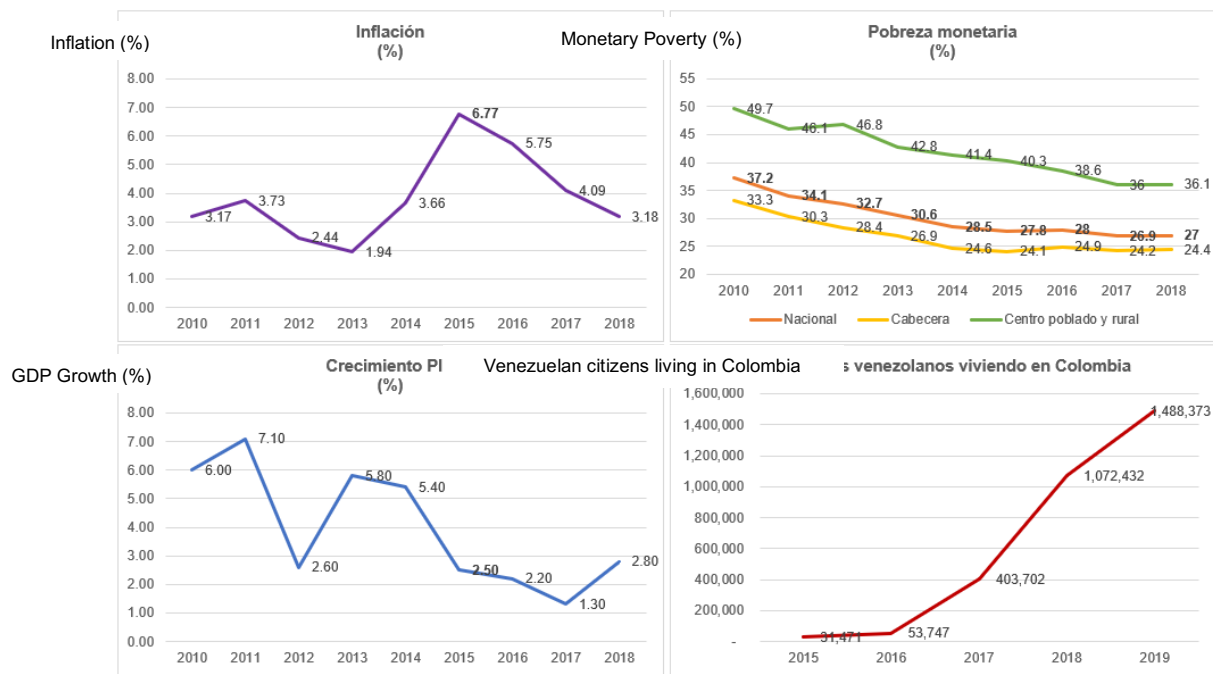
LINE OF ACTION	ACTORS		PARTICIPATION IN THE PLAN
		National Police	
a. Technical assistance to the national government	Other participants such as CODHES	National Planning Department	- Provide technical assistance for the implementation of Law 1448. - Closure of the Unconstitutional State of Affairs (ECI)
		Constitutional Court	
		Ministry of the Interior	
		UARIV	
B. Support to the Constitutional Court		Constitutional Court	- Support in the follow-up and closure of the Unconstitutional State of Things - ECI
c. Support to controlling bodies		Ombudsman's Office	Support the articulation and confluence of these different entities.
		Municipal authorities	
	Attorney General's Office		
	Constitutional Court		

Social, political and economic context

The current president of Colombia is Iván Duque, of the Centro Democrático party, who won the election by earning 53.95% of the votes (10,351,304 votes), after two Juan Manuel Santos administrations (2010-2018). The foundations of the current government are legality, entrepreneurship, and equity, with cross-cutting themes related to infrastructure, environmental sustainability, and innovation (Banco Mundial, 2019). Colombia is a middle-income country with a population of 48.2 million, of which 51.2% are women and 48.8% are men, and of which 77.1% are located in urban areas, 15.8% in rural areas, and 7.1% in population concentration areas. The age distribution shows that between 2005 and 2018, the population has been redistributed, with a reduction in the group between 0 and 14 years of age (from 30.7% to 22.6%), generating an increase in the aging index, which went from 20.54% to 40.43%, according to information from the last census (2018). It is a middle-income country with a per capita GDP of US\$6,651. Annual GDP growth increased from 2.5% in 2015 to 2.8% in 2018 (DANE, 2019). In 2019 the economy continued to grow, albeit moderately (3% in the first half of 2019), driven by private consumption and higher investment (Banco Mundial, 2019) being one of the exceptions to the economic slowdown in Latin America (CEPAL, 2019). Inflation, on the other hand, has been decreasing in recent years (since 2015), approaching the target value of the Banco de la República (see Figure 1).

Despite growth and macroeconomic stability, national monetary poverty remains around 27% as in the last four years (see Figure 1). For its part, multidimensional poverty showed a significant increase between 2016 and 2018, from 17.8% to 19.6% at the national level, the increase being greater in population concentration areas and dispersed rural areas. Income distribution showed a slight improvement in 2018, when the Gini coefficient registered a value of 0.517 compared to 0.522 in 2015.

Figure A4- 22- Economic and social indicators



Source: Prepared by the authors with data from DANE and Migración Colombia.

However, according to the Effective Enjoyment of Rights Survey (EGED) of victims of forced⁵⁶ displacement carried out by DANE in 2014, 63.8% of the displaced population was in a situation of monetary poverty (around 5 million people), and 33% in extreme poverty (2.6 million). At that time in Colombia, 13.8 million people were living in poverty (i.e. 28.7%) and 3.8 million were considered to be living in extreme poverty (7.9%). This means that, of the total number of people living in poverty in the country, 36.2% are victims of forced displacement, and 68.4% of the total number of people living in extreme poverty, which shows that the majority of the people living in extreme poverty in the country are victims of forced displacement (DNP, n.d).

The following table presents all the results of the EGED, a survey conducted by DANE and UARIV with the objective of characterizing the displaced population and ascertaining their status with regard to the effective enjoyment of rights.

⁵⁶ It is worth remembering that the situation of forced displacement is due to an internal armed conflict that has left more than 8.5 million victims of which more than 7.7 million people have been victims of forced displacement, from 1985 to date, with a disproportionate impact on indigenous and Afro-Colombian communities, as reported by UNHCR - 21.2% are of African descent, 6.2% are indigenous and 42.4% are children, young people and adolescents (ACNUR, 2018). This is the result of the combination of different strategies employed by armed groups that made the civilian population the target of their actions.

Table A4-1 - EGED results according to DANE-UARIV

Category	Indicator	National
Life		
Life	Percentage of people who have not been killed after being displaced	98.9%
Personal integrity		
Personal Integrity	Percentage of people who have not been physically assaulted after being displaced	98.1%
Freedom		
Freedom	Percentage of displaced persons included in the RUV who have NOT been victims of actions against their personal freedom after displacement	94.8%
Protection and Guarantees of Non-Repetition		
Protection and Guarantees of Non-Repetition	Percentage of victims of forced displacement included in the RUV who have NOT been re-victimized after displacement	76.0%
Minimum Subsistence		
Immediate humanitarian attention	Percentage of households that are victims of forced displacement who are guaranteed minimum subsistence within the framework of immediate care prior to the decision on inclusion in the RUV	80.8%
Emergency Humanitarian Assistance	Percentage of households displaced by armed conflict and registered in the RUV that applied for and received the minimum livelihood components under the Emergency Humanitarian Assistance	43.4%
Transitional Humanitarian Care	Percentage of households that were victims of displacement by armed conflict that applied for, were found to be lacking and received one of the minimum subsistence components within the framework of Transitional Humanitarian Care	66.3%
Health		
Access to the General System of Health Social Security and receiving attention	Percentage of households displaced by armed conflict and registered in the RUV that are SGSSS-affiliated and received care when required	86.7%
Access to the vaccination schedule	Percentage of children aged 0-5 who are victims of the armed conflict and included in the RUV who have been fully vaccinated	52.1%
Education		
Education	Percentage of displaced children and adolescents (5-17 years old) attending any of the preschool, elementary and secondary levels of education	87.8%
Housing		

Category	Indicator	National
Housing	Percentage of households included in the RUV, living in a home unit in decent conditions	19.5%
Food		
Food	Percentage of households that are victims of forced displacement, that have access to safe and sufficient food	93.5%
Income		
Extreme Poverty	Percentage of forcibly displaced households with incomes at or above the extreme poverty line	32.6%
Poverty	Percentage of forcibly displaced households with incomes at or above the poverty line	67%
Identification		
Identification	Percentage of households where all members have complete identification documents, according to age and sex	64.7%
Reunification		
Reunification	Percentage of forcibly displaced households, that have suffered fragmentation as a result and that have achieved family reunification when they request it	47.8%
Returns and relocation		
Returns and Relocation	Percentage of households included in the URV, who applied for government support to return, relocate or stay in their current place of residence and received it and succeeded	26.1%
Satisfaction		
Satisfaction	Percentage of forcibly displaced households that received some measure of satisfaction	5.3%
Compensation		
Compensation	Percentage of victims of forced displacement included in the RUV who have sought and received compensation through judicial channels	19.6%

Source: (DANE, 2015)

With regard to the evolution of these indicators, it can be said that, as of 2016, there have *been some improvements in the situation of the displaced population since the issuance of Judgement T-025 of 2004 in terms of the visibility of the phenomenon, the resources allocated to meet the needs of this population and the institutional capacity required to provide assistance effectively and efficiently, as well as the degree of compliance with some of the rights of this population, judging by the performance of the indicators of effective enjoyment of rights.* However, according to the report, *it cannot be concluded that progress has been sufficient to proceed with the lifting of the Unconstitutional State of Affairs (ECI)* (Comisión de Seguimiento a la Política Pública sobre Desplazamiento Forzado, 2016).

An important milestone was the Havana Agreements, whose final document was signed on November 12, 2016 between the Government of Colombia and the Revolutionary Armed Forces of Colombia, FARC. From that moment on, a process of demobilization, handing over of weapons, reincorporation of its members into civilian life and inclusion of its directives in the political context began.

In recent years, even after the Havana Agreements, at times referred to by some as "post-conflict", humanitarian challenges persist and the country even faces a deterioration in security in some regions of the country where the presence of irregular armed groups causes "selective killings, recruitment of minors, massive displacement and missing persons":⁵⁷ In 2017, 15,348 people were displaced (ACNUR, 2018) Between January and October 2018, there was an increase compared to the previous year, with 89 mass displacement events in which 29,592 people were affected (Defensoría del Pueblo, 2018). By 2019, in a report covering the same period, the figures show a reduction, with a total of 58 mass displacement events and 15,140 people displaced (Defensoría del Pueblo, 2019).

Additionally, Colombia has received an unprecedented mixed flow of refugees and migrants from Venezuela, generated by violence, insecurity and threats, as well as the lack of food, medicine and essential services in their country.

Among the resources the country must improve the quality of life of the people and promote development are those of international cooperation. The Presidential Agency for International Cooperation (APC) is the entity in charge of managing the reception and execution of these resources, with the country's priorities as the road map. In this sense, in 2015 the APC made a turnaround in its operation, with a view to facing the challenges expected by the forthcoming peace agreement and the consequent post-conflict phase. Precisely, one of its prioritized thematic areas within official development aid was "Peacebuilding", which was aimed at reconciling the country and supporting the government's institutional architecture for peace and assistance of victims of the conflict. The following table shows the composition of these resources.

Table A4-2 - International Cooperation Resources for Colombia (Official Development Assistance)

Year	Total Official Development Assistance	Peacebuilding	
2015	529,635,711	182,278,182	34.4%
2016	635,459,328	439,864,947	69.2%
2017	663,987,582	318,714,039	48.0%
2018	313,004,668	130,413,561	41.7%

Source: Prepared by the authors based on APC Management Reports 2015 - 2018

As a complement, the design of the financial architecture for international post-conflict cooperation was completed by 2016, consisting of four international funds: United Nations Post-Conflict Fund, World Bank Fund for Peace and Post-Conflict, European Fund for Peace of Colombia and Sustainable Colombia IDB Fund

⁵⁷ ICRC, 2019. "At least five armed conflicts persist in Colombia: There are four between the Government and some armed actors: the National Liberation Army (ELN), the Popular Liberation Army (EPL), the so-called Autodefensas Gaitanistas de Colombia (AGC) and the former structures of the Eastern Bloc of the FARC that did not join the peace process. The fifth - which was included in 2018 - is the confrontation between the ELN and the EPL that has shaken the Catatumbo region, in the northeastern department of Norte de Santander, bordering Venezuela". https://elpais.com/internacional/2019/03/28/colombia/1553795131_179462.html

Table A4-3- Post-conflict funds (Total resources as of 2018)

Name of the Fund	Total value
United Nations Post-Conflict Fund	114,454,730
World Bank Fund for Peace and Post-Conflict	7,100,000
European Fund for Peace of Colombia	107,154,287
Sustainable Colombia IDB Fund	208,750,000

Source: APC Management Report - 2018

Multilateral cooperation includes the UNHCR, which in Colombia is financed 100% by contributions received from various donors such as the private sector, the European Union, the Canadian, Norwegian, United States, Spanish and Korean Governments, among others, with which resources are mobilized or collected. Between 2014 and 2018, the contribution received by UNHCR amounted to USD86,858,390.

The construction of the Four-Year Plan took place in the face of several situations. The first, the situation of the Unconstitutional State of Affairs⁵⁸ of the displaced population; the implementation of the Victims Law 1448 of 2011, or the Victims and Land Restitution Law; and the Peace Agreement process between the Government of Colombia and the Revolutionary Armed Forces of Colombia (FARC). The second is the intensification of a mixed influx of refugees and migrants from Venezuela to Colombia amid the humanitarian crisis faced by the former during the implementation. Below are some details of each of these three aspects.

a. The Victims Law and overcoming the ECI

An outstanding response from the government was the Victims and Land Restitution Law 1448 of 2011, which establishes different types of judicial, political, and economic measures for guaranteeing individual and collective victims the Effective Enjoyment of Rights (EER).⁵⁹

This law marked a milestone by recognizing the internal armed conflict and guaranteeing the rights of the victims of the conflict. This law strengthens the comprehensive action of the Colombian State by combining different political and economic strategies to guarantee the rights of the victims to attention, humanitarian aid and comprehensive reparation and creates an institutional scaffolding both at national and local level with the objective of overcoming the existing gaps and contributing to the overcoming of the ECI.⁶⁰

However, the law had important challenges in its implementation, such as the fiscal sustainability of the policy, (Bornaelly 2011; DNP 2011; Toro 2015); the generation of expectations in the population victimized by the conflict; and the effectiveness of the law in establishing the point of closure.⁶¹ (Rettberg, 2015). Another great

⁵⁸ The Unconstitutional State of Affairs is a legal mechanism used by the Colombian Constitutional Court to declare the massive and generalized violation of constitutional rights affecting a significant number of people as well as the omission of the State in the fulfillment of its functions of guaranteeing and protecting rights, among other factors adopted by the Constitutional Court.

⁵⁹ Government of Colombia (2011) Law 1448 of 2011. By which measures of attention, assistance, and comprehensive reparation to the victims of the internal armed conflict are dictated and other provisions are issued, Bogotá

⁶⁰ In Judgement T-025 of 2004, the Constitutional Court declared that the ECI had found that the constitutional rights of the displaced population had been violated, especially due to the extremely vulnerable conditions in which they found themselves, and that the State had failed to provide them with timely and effective protection due to insufficient resources and institutional weakness (Judgement T-025, 2004).

⁶¹ Rettberg, Angélica (2015) The Victims Law in Colombia: An Overview. <http://dx.doi.org/10.7440/res54.2015.14> (in Spanish)

challenge of the law is to guarantee non-repetition measures, especially the protection of victims and social leaders and land claimants who in recent years have increased in the post-agreement period and to avoid new patterns of dispossession.⁶² ⁶³

Over the past 16 years, the Constitutional Court has reaffirmed the Unconstitutional State of Affairs (ECI), especially in the area of prevention and protection of the displaced population, to the extent that the state response has not been able to address the different risk situations that arise in broad regions of the country, as well as a lack of articulation between prevention and protection plans with the different municipal and departmental development plans, which is reflected in administrative, budgetary and institutional weaknesses.

Likewise, the Court reaffirmed its concern that the impact of the protection measures provided by the Protection Unit - UNP - on an individual basis still does not counteract the different risk factors that make it necessary to adopt these types of measures and, on the other hand, the need to strengthen the legal and institutional response of the collective.⁶⁴ protection route. This is why it is of special interest to strengthen the protection routes in relation to the violations suffered by people such as the victims of gender-based violence, the recruitment of children and adolescents to the extent that this type of violence persists and generates displacement.

Another aspect that needs to be highlighted and that the Court has reaffirmed in its jurisprudence is related to Nation-Territory coordination and in general inter-institutional coordination and articulation, mainly in the adequate application of the principles of subsidiarity, concurrence and complementarity in order to improve budgetary commitment and technical capacity. The Constitutional Court has also highlighted the processes of durable solutions, mainly the need to legalize and regularize the different informal settlements, as well as their integration into the reception community. Finally, regarding the participation of victims, the Constitutional Court has reaffirmed the need to establish a *"broad, democratic, comprehensive, effective and appropriate participation mechanism"*. These spaces should facilitate the different existing dialogues and the peaceful conflict resolution that arise. One of the challenges in the area of participation is the establishment of tools to manage, design, agree on and follow up the proposals presented so that participation is effective (Order of Compliance 373, 2016). On this matter, it is also important to highlight the level of vulnerability and lack of protection that ethnic groups, children and adolescents, women and the population of diverse sexual orientation have in making their rights effective.

b. The Peace Agreement and its implementation

The discussion of the Four-Year Plan took place amid the peace negotiations between the National Government and the FARC, especially the agreement on victims. Thus, one of the most important milestones in the implementation of the Four-year Plan was the approval of the Agreement for Ending the Conflict and Building a Stable and Lasting Peace, signed between the National Government and the FARC in November 2016, where the victims were considered the central actor. This agreement altered the existing institutions in terms of truth, justice, reparation, and non-repetition.⁶⁵

One of the most important challenges in the implementation of the Agreement is its materialization as a State commitment and not as a Government one, so it must be reflected in the development plans (national and territorial). It is also necessary to promote and support the legislative agenda to ensure compliance with the Agreement and the required budgetary allocations. Another challenge is to guarantee the prevention and protection of the different social leaders as well as their participation in the different decision-making scenarios, the protection of the territories to avoid institutional voids and the strengthening of the State's presence in

⁶² JARAMILLO, Ruby Stella. Origin of the armed conflict and its victims in Colombia: A look from the analysis of Law 1448 of 2011. Saber, Ciencia y Libertad, 2017 (in Spanish)

⁶³ Serrano Gómez & Acevedo Prada (2013) Thoughts on the Application of Law 1448 of 2011 and the Restitution of Land in Colombia, Revista Facultad de Derecho y Ciencias Políticas, Vol. 43, Issue 118 (in Spanish)

⁶⁴ Constitutional Court Order 373 of 2016, Follow-up Judgement T-025

⁶⁵ National Government of Colombia; FARC (2016), Agreement for Ending the Conflict and Building a Stable and Lasting Peace.

them, in order to avoid new victimization and to guarantee the Non-repetition of human rights violations and breaches of International Humanitarian Law, which converges with the challenges posed by the Constitutional Court regarding the ECI.

During the implementation of the Plan, even after entering the Havana Agreements, humanitarian challenges persist and the country even faces a deterioration in security in some regions of the country where the presence of irregular armed groups causes "*selective killings, recruitment of minors, massive displacement and missing⁶⁶persons*"⁶⁷. Thus, in 2017, 15,348 people⁶⁸were displaced; between January and October 2018, there was an increase in the number of mass displacement events compared to the previous year, with 89 events in which 29,592 people were affected⁶⁹. By 2019, in a report covering the same period, the figures show a reduction, with a total of 58 mass displacement events and 15,140 people displaced⁷⁰.

c. Mixed flow of refugees and migrants from Venezuela

Finally, another relevant aspect that occurred during this period was the reception of an unprecedented mixed flow of refugees and migrants from Venezuela and Colombia who decided to return from the neighboring country. The flow of Venezuelan refugees and migrants started in 2015 and reached a peak in 2018. According to United Nations data, there was a total of 4,769,498 million Venezuelan refugees, migrants, and asylum seekers by December 2019, as reported by the host governments⁷¹. Colombian migration authorities reported that 1,488,373 million of them are living in Colombia⁷². Of these Venezuelans, 750,918 have a legal immigration status while 737,455 have not regularized their immigration status. The five departments where the majority is concentrated are Bogotá (24.03%), Norte de Santander (10.87%), Antioquia (9.4%), Atlántico (9.17%) and La Guajira (8.36%). Additionally, it is estimated that within the migratory flows, there are about 500 thousand returned⁷³Colombians.

⁶⁶ ICRC, 2019. "At least five armed conflicts persist in Colombia: There are four between the Government and some armed actors: the National Liberation Army (ELN), the Popular Liberation Army (EPL), the so-called Autodefensas Gaitanistas de Colombia (AGC) and the former structures of the Eastern Bloc of the FARC that did not join the peace process. The fifth - which was included in 2018 - is the confrontation between the ELN and the EPL that has shaken the Catatumbo region, in the northeastern department of Norte de Santander, bordering Venezuela". https://elpais.com/internacional/2019/03/28/colombia/1553795131_179462.html

⁶⁸ UNHCR, Colombia Fact Sheet 2018. <https://www.acnur.org/5b9927084.pdf>

⁶⁹ Ombudsman's Office (2018) Dynamics of displacement, risk of displacement and confinement, Information Bulletin. <https://www.defensoria.gov.co/public/pdf/Boletin-noviembre-Desplazados.pdf> (in Spanish)

⁷⁰ Defensoría del Pueblo. (2019). Displacement dynamics, risk of displacement, and confinement. Obtained from newsletter: <https://www.defensoria.gov.co/es/nube/comunicados/8835/Bolet%C3%ADn-informativo-enero-octubre-de-2019-conflicto-armado-desplazamiento-Defensor%C3%ADa.htm> (in Spanish)

⁷¹ UNHCR and IOM. (2019). R4V. Obtained from the Regional Platform for Inter-Agency Coordination for Venezuelan Refugees and Migrants: <https://r4v.info/es/situations/platform> (in Spanish).

⁷² Ministerio de Relaciones Exteriores (2019) Special - This is how the Venezuelan migration crisis has evolved - as of 31 August 2019.

<http://www.migracioncolombia.gov.co/infografias/231-infografias-2019/especial-asi-ha-sido-la-evolucion-de-la-crisis-migratoria-venezolana-corte-agosto-31-de-2019> (in Spanish)

⁷³ <https://migravenezuela.com/web/articulo/colombianos-vuelven-de-venezuela-a-colombia-por-crisis-economica/1645> (in Spanish)

Annex 5: Evaluation Questions

	EVALUATION QUESTIONS	MEASURE / INDICATORS	DATA COLLECTION METHOD / SOURCE	ANALYSIS METHOD
Relevance	EQ2. Has the Four-Year Plan complemented regulatory and policy structures, as well as national and territorial programs and plans?	Level of coherence of the Plan with government policy priorities at the national and territorial level	<p>Documentary review of the Plan, execution reports, relevant norms and regulations, plans and programs of the national order and of the four selected municipalities.</p> <p>Interviews with key actors in the national and territorial order.</p> <p>Online survey to national law enforcement officials.</p>	<p>Information classification, analysis and triangulation for evaluation:</p> <ul style="list-style-type: none"> <input type="checkbox"/> High relevance: it is found that the Plan has been fully consistent with the priorities of the national and territorial government. <input type="checkbox"/> Medium relevance: The Plan has been partially coherent (nation/municipalities). <input type="checkbox"/> Low relevance: The Plan had low coherence with national/territorial government regulations, programs and plans.
Efficacy	EQ1.2 What are the main achievements of the Plan at institutional and community level?	Achieved actions	<p>Documentary review of annual management reports and monitoring reports and follow-up.</p> <p>Interviews to key actors in the national and territorial order</p> <p>Focus groups in the communities.</p>	Validation of the theory of change in order to rebuild it on the main actions achieved.
	EQ1. To what degree have the goals, results, and activities been attained as planned by the Four-Year Plan at institutional and community level?	Level of achievement of planned results	<p>Documentary review of the Plan (logical framework), initially programmed goals, annual management reports, monitoring reports and follow-up.</p> <p>Interviews with key actors in the national and territorial order.</p> <p>Online survey to national law enforcement officials.</p> <p>Focus groups (scope of expectations)</p>	<p>Information classification, analysis and triangulation for evaluation:</p> <ul style="list-style-type: none"> <input type="checkbox"/> High efficiency: Programmed goals were fully met. <input type="checkbox"/> Medium efficiency: Programmed goals were partially met. <input type="checkbox"/> Low efficiency: There was low or null achievement of the programmed goals. <p>Validation of the theory of change in order to rebuild it with the results achieved.</p>

	EVALUATION QUESTIONS	MEASURE / INDICATORS	DATA COLLECTION METHOD / SOURCE	ANALYSIS METHOD
	EQ5 How much progress has been made in the attainment of the Four-Year Plan (2015-2019) outputs in Colombia?	Level of advance of the outputs	Documentary review of annual management reports and monitoring reports and follow-up. Interviews to key actors in the national and territorial order. Focus groups in the communities.	Information classification, analysis and triangulation. Validation of the theory of change in order to rebuild it with the achieved outputs.
	EQ1.4 Are there additional, unexpected results that influenced or modified the attainment of goals?	Identification of unplanned results	Documentary review of annual management reports and monitoring reports and follow-up. Interviews to key actors in the national and territorial order. Focus groups in the communities.	Information classification, analysis and triangulation. Validation of the theory of change in order to rebuild it incorporating the unplanned results.
	PE4.1 Which have been the key contributing or limiting factors that have an impact on the general effectiveness of the actions developed within the framework of the Four-Year Plan for the benefit of internally displaced persons?	Identification of prioritized determinants of effectiveness.	Documentary review of annual management reports and monitoring reports and follow-up. Interviews to key actors in the national and territorial order. Focus groups in the communities.	Information classification, analysis and triangulation for evaluation: <input type="checkbox"/> Factors determining the results prioritized according to their incidence.
	EQ4.2 Do the actions developed within the framework of the Four-Year Plan contribute to durable solutions policies and programs for the displaced population and reception communities?	Advocacy on policies and programs for sustainable durable solutions for the displaced population and reception communities	Documentary review of annual management reports and monitoring reports and follow-up. Interviews to key actors in the national and territorial order.	Information classification, analysis and triangulation for evaluating the level of incidence considering: <input type="checkbox"/> The government's approach is understood to be one of attention to sustainable and durable solutions. <input type="checkbox"/> There have been changes in the government's approach to sustainable and durable solutions.
Efficacy	EQ3 Has the Four-Year Plan incorporated in its planning, management,	Inclusion in the Plan (planning, management and results), differential approach by:	Documentary review of annual management reports and monitoring reports and follow-up.	Information classification, analysis and triangulation.

EVALUATION QUESTIONS	MEASURE / INDICATORS	DATA COLLECTION METHOD / SOURCE	ANALYSIS METHOD
and results a differential age, gender, and diversity approach?	<input type="checkbox"/> Age <input type="checkbox"/> Gender <input type="checkbox"/> Diversity	Initial workshop (initial Theory of Change) Interviews to key actors in the national and territorial order. Focus groups in the communities.	Validation of the Theory of Change to rebuild it incorporating aspects of the considered differential approach.
PE3.1 (a) Were there gaps in coverage related to ethnicity, location, gender, or age?	Identification of coverage gaps by: Ethnic group Location (urban - rural) Gender (male - female) Age (children/adolescents/youth/adults/elderly adults)	Documentary review of annual management reports and monitoring reports and follow-up. Coverage databases disaggregated by ethnic group/location/gender/age Initial workshop (initial Theory of Change) Interviews to key actors in the national and territorial order. Focus groups in the communities. Online survey	Information classification, analysis and triangulation for evaluation: <input type="checkbox"/> Measurement of coverage gaps by group and categorization of this gap between high, medium and low, considering gaps above 66%, between 66% and 34% and below 33%.
PE3.1 (a) If yes, which were the key internal and external factors that contributed to the gap(s)?	Identification of gap determinants by differential groups.	Documentary review of annual management reports and monitoring reports and follow-up. Interviews to key actors in the national and territorial order. Focus groups in the communities.	Information classification, analysis and triangulation for evaluation: <input type="checkbox"/> Determining factors of the gaps identified by their incidence.
PE3.2 To what extent have important aspects and concrete affirmative actions been prioritized to strengthen the gender and human rights approach in the implementation of the	Identification of affirmative actions in the implementation of the Plan for: (a) strengthen the gender approach	Documentary review of annual management reports and monitoring reports and follow-up. Interviews to key actors in the national and territorial order.	Information classification, analysis and triangulation. Validation of the Theory of Change in order to rebuild it by incorporating affirmative actions carried out to strengthen the gender and human rights approaches.

	EVALUATION QUESTIONS	MEASURE / INDICATORS	DATA COLLECTION METHOD / SOURCE	ANALYSIS METHOD
	Four-Year Plan (2015-2019)?	(b) strengthen the human rights approach	Focus groups in the communities.	
Efficiency	EQ1.1 Have Plan resources been used in the best way possible in relation to the results that were expected and achieved?	Financial and non-financial resources vs. Obtained results. Mobilization of third-party resources	Documentary review of annual management reports and monitoring reports and follow-up. Interviews to key actors in the national and territorial order. Online survey	Information classification, analysis and triangulation for evaluation: <ul style="list-style-type: none"> <input type="checkbox"/> The use of financial and non-financial resources corresponds to the results. <input type="checkbox"/> It has been possible to mobilize third-party resources to complement the actions of the Plan.
	EQ1.3 Have the results been consistent with the financial and human resources used to achieve them?			
	EQ2.1 Has the Four-Year Plan leveraged the existing regulatory and institutional structures to assist the displaced population, avoiding duplicating efforts?	Coordination with the SNARIV for the execution of the Plan's actions	Documentary review of annual management reports and monitoring reports and follow-up. Interviews to key actors in the national and territorial order. Online survey	Identification of the articulated actions carried out within the framework of the Plan between UNHCR and the entities of the SNARIV.
	EQ2.2 Have mechanisms for coordination with national institutions been effective?	Level of efficiency in the mechanisms of articulation with the SNARIV		Information classification, analysis and triangulation for evaluation: <ul style="list-style-type: none"> <input type="checkbox"/> Level of effectiveness in the articulation or coordination between UNHCR and the entities that make up the SNARIV in the execution of actions.
	PE5.1 Has coordination with other UN System agencies in the country been achieved? Have synergies been optimized thanks to this coordination?	Level of coordination with other UN System agencies in the country	Documentary review of annual management reports and monitoring reports and follow-up. Interviews to key actors in the national and territorial order. Online survey	Information classification, analysis and triangulation for evaluation: <ul style="list-style-type: none"> <input type="checkbox"/> Level of effectiveness in the articulation or coordination between UNHCR and other agencies of the SNU in the execution of actions.

	EVALUATION QUESTIONS	MEASURE / INDICATORS	DATA COLLECTION METHOD / SOURCE	ANALYSIS METHOD
	PE5.2 Which have been the main comparative advantages of UNHCR as humanitarian and protection actor, in relation to its contribution to durable solutions through a protection approach? Have these advantages been maximized?	Perceived UNHCR assessment as: <ul style="list-style-type: none"> <input type="checkbox"/> Objective and neutral actor <input type="checkbox"/> Articulator <input type="checkbox"/> Credibility: <input type="checkbox"/> Leadership 	Documentary review of annual management reports and monitoring reports and follow-up. Interviews to key actors in the national and territorial order. Focus groups in the communities Online survey	Information classification, analysis and triangulation for evaluation: <ul style="list-style-type: none"> <input type="checkbox"/> Perception of UNHCR as an objective and neutral actor, articulator, credible and leader, in the execution of the Plan's actions.
Sustainability	EQ4 To what degree can authorities, communities, and other development actors continue with solutions processes?	Level of capacity for sustainability of solutions processes	Documentary review of annual management reports and monitoring reports and follow-up. Interviews to key actors in the national and territorial order. Focus groups in the communities Online survey	Information classification, analysis, and triangulation for evaluation: <ul style="list-style-type: none"> <input type="checkbox"/> Level of capacity building for the continuation of solutions processes.

Annex 6: Interview and Focus Group Guides

3.1. Questionnaire to institutional actors (national law enforcement entities, NGOs, other agencies, territorial law enforcement entities, community organizations)

Presentation and informed consent

Econometría has been hired by UNHCR to carry out the evaluation of the UNHCR-Government of Colombia Four-Year Plan (2015-2019), for this purpose we are coming to you in order to investigate some aspects related to the different topics that it included: 1. Strengthening the System of Protection, Prevention and Guarantees of Non-Repetition of Human Rights violations, 2. Strengthening of national and local authorities in the search for solutions for the displaced population with an ethnic, age, gender and diversity approach, 3. Strengthening the capacities of communities that are displaced or at risk of displacement and reception, and 4. Strengthening of the Colombian institutions in charge of monitoring and executing the Victims Law.

Your participation is very important for this evaluation which aims to identify the best practices and lessons learned that were developed, the achievements made and

the determinants that led to leverage or limit these achievements. All the above will produce recommendations for planning the next cycle of operation.

This interview will be used exclusively for the purposes of the evaluation and will be treated with the data protection policy of Econometría Consultores according to Law 1581 of 2012 and Decree 1377 of 2013. Feel free to answer what you think, there are no good or bad answers, and you can stop answering at any time.

If you agree to continue, please mark an X here: Yes ____ No ____

Municipality:

Entity:

Position:

Time in office:

Time during which you related with the UNHCR:

Bearing in mind that the work we are evaluating is that corresponding to the period 2015 to 2019, we will try to build a timeline from the moment you can remember. If you do not know the answer, please write NOT APPLICABLE.

1. At the beginning (2015):

1.1. What was the problem that the project with UNHCR was trying to solve?

1.2. What actions were agreed upon?

1.2 What were the commitments of the entity (municipal authority / government/ (name of entity) / community organization)?

1.3 What were UNHCR's commitments?

1.4 What results were sought?

1.5 Were these actions agreed with UNHCR included in the planning of your entity/organization (the Development Plan of the municipality/government/entity/community board) at that time? Did they have a budget? Please explain your answer.

1.6. Rate from 1 to 5, with 1 being the least and 5 being the most, how much these actions agreed upon with the UNHCR responded to the needs of the entity/organization (in the case of strengthening municipalities/regional governments/entities/systems/community organizations): _____. Please explain your answer.

1.7. Using a scale from 1 to 5, where 1 being very little and 5 being a lot, to what degree did the actions agreed with UNHCR respond to the communities' existing needs? _____. Please explain your answer.

1.7.1. Rate from 1 to 5, with 1 being the least and 5 being the most, how much consideration was given to the specific needs of children and adolescents:

1.7.2. Rate from 1 to 5, with 1 being the least and 5 being the most, how much consideration was given to the specific needs of women: _____

1.7.3. Rate from 1 to 5, with 1 being the least and 5 being the most, how much consideration was given to the specific needs of indigenous populations: _____

1.7.4. Rate from 1 to 5, with 1 being the least and 5 being the most, how much consideration was given to the specific needs of afro Colombian populations:

1.7.5. Rate from 1 to 5, with 1 being the least and 5 being the most, how much consideration was given to the specific needs of people with diverse sexual orientations: _____

1.8. Please rate from 1 to 5, with 1 being very little and 5 being a lot, how successful was the selection of the communities that were included in the projects with UNHCR, taking into account other options that may have been available. Please explain your answer.

2. In 2016:

2.1. What actions were taken?

2.2. What were the achievements of these actions?

2.2. What situations occurred that helped these achievements?

2.3. What situations occurred that limited the execution of the actions?

3. In 2017:

3.1. What actions were taken?

3.2. What were the achievements of these actions?

3.3. What situations occurred that helped these achievements?

3.4. What situations occurred that limited the execution of the actions?

4. In 2018:

4.1. What actions were taken?

4.2. What were the achievements of these actions?

4.3. What situations occurred that helped these achievements?

4.4. What situations occurred that limited the execution of the actions?

5. In 2019:

5.1. What actions were taken?

5.2. What were the achievements of these actions?

5.2. What situations occurred that helped these achievements?

5.4. What situations occurred that limited the execution of the actions?

6. Looking at the above as a whole:

6.1. Rate from 1 to 5, with 1 being poorly and 5 being very well, how well was the achievement of the expected results in terms of institutional strengthening / in

strengthening community organization: _____ Why?

6.2. Using a scale from 1 to 5, with 1 being poorly and 5 being very well, how well the expected results of the work with the communities were achieved: _____ Why?

6.3. Rate from 1 to 5, with 1 being poorly and 5 being very well, how well the expected results were achieved for the children and adolescents: _____ Why?

6.4. Figure – Using a scale from 1 to 5, with 1 being slightly and 5 being greatly, to what extent were the expected results for women achieved? _____ Why?

6.5. Rate from 1 to 5, with 1 being the least and 5 being the most, how much consideration was given to the specific needs of people with diverse sexual orientations: _____ Why?

6.6. Rate from 1 to 5, with 1 being poorly and 5 being very well, how well the expected results were achieved regarding the indigenous communities: _____ Why?

6.7. Rate from 1 to 5, with 1 being poorly and 5 being very well, how well did the expected results for the Afro-Colombian communities achieved: _____ Why?

6.8. Do you consider that there were unexpected results? Which ones?

6.9. Rate from 1 to 5, with 1 being very little and 5 being a lot, how sufficient were the resources (financial, human, logistical) that were available: _____. Explain

6.10. (*Does not apply to community organizations*) Rate from 1 to 5, with 1 being the least and 5 being the most, how much articulation was achieved between the nation's entities and the territory in the actions carried out with UNHCR: _____ Why?

6.11. (*Does not apply to community organizations*) Rate from 1 to 5, with 1 being the least and 5 being the most, how much articulation was achieved between the entities and organizations that worked together (at the municipal/departmental/national level) in the actions carried out with UNHCR: _____ Why?

6.12. Of all that was done, what do you consider was left "installed" or remains in the (municipal administration / governorate / entity / community organization)? (knowledge, skills, etc.)

6.13. Of all that was done, what do you consider was left "installed" or remains in the communities? (knowledge, skills, etc.)

6.14. Has what has been learned during the intervention been replicated in other contexts? If yes, why? If no, why not?

6.15. Of all this process, what would you do again in the same way, that you consider were best practices?

6.16. From this whole process, what would you do differently?

7. On the perception of UNHCR

7.1. What added value do you think the UNHCR provided as an ally in carrying out these actions?

8. Rate from 1 to 5, with 1 being very little and 5 being a lot, what is the perception of the UNHCR in terms of aspects such as:

8.1. Impartiality in relation to policy aspects: _____

8.2. Opportunity to respond to situations that arise: _____

8.3. Ability to convene other actors to reach agreements: _____

8.4. Efficiency in the execution of actions: _____

3.2. Focus group questionnaire

Presentation and informed consent

Econometría has been hired by UNHCR to carry out the evaluation of the UNHCR-Government of Colombia Four-Year Plan (2015-2019), for this purpose we are coming to you in order to investigate some aspects related to the different topics where we included work with (children and adolescents / women / people with diverse sexual orientation / indigenous community / Afro-Colombian community).

Your participation (for children and adolescents it would say "the participation of children and adolescents) is very important for this evaluation which aims to identify the best practices and lessons learned that were developed, the achievements made and the determinants that led to leverage or limit these achievements. All the above will produce recommendations for planning the next cycle of operation.

This interview will be used exclusively for the purposes of the evaluation and will be treated with the data protection policy of Econometría Consultores according to Law 1581 of 2012 and Decree 1377 of 2013. Feel free to answer what you think, there are no good or bad answers, and you can stop answering at any time.

If you agree to continue (in the case of children and adolescents it say "if you agree to have your son or daughter participate), please mark an X here: Yes ____ No ____

Signature: _____

Municipality:

Neighborhood:

For focus groups with adults:

Bearing in mind that the work we are evaluating is that corresponding to the period 2015 to 2019, we will try to build a timeline from the moment you can remember:

For every year since 2016 (for adults):

1. What actions were carried out in which you participated?
2. What do you consider were the results of these actions?
3. What do you think helped achieve some of the results?
4. What do you think impaired the execution of the actions?

In the end,

5. What do you think was achieved from this whole process?

For children and adolescents:

1. Do you remember the activities you have done with UNHCR (a drawing of a person in a UNHCR vest is shown)?
2. What do you remember? What did they do?
3. Do you remember if you were talking about plans, like making a park, a court, a playroom, a theater group, a dance group, (other options)?
4. What happened after talking about the plans? was it achieved?

5. Does that (park, court, hall, group) still exist today?
6. What did you like best about being with UNHCR?
7. What didn't you like?

3.3. Online survey questionnaire (survey monkey)

Presentation and informed consent

Econometría has been hired by UNHCR to carry out the evaluation of the UNHCR-Government of Colombia Four-Year Plan (2015-2019), for this purpose we are coming to you in order to investigate some aspects related to the different topics that it included: 1. Strengthening the System of Protection, Prevention and Guarantees of Non-Repetition of Human Rights violations, 2. Strengthening of national and local authorities in the search for solutions for the displaced population with an ethnic, age, gender and diversity approach, 3. Strengthening the capacities of communities that are displaced or at risk of displacement and reception, and 4. Strengthening of the Colombian institutions in charge of monitoring and executing the Victims Law.

Your participation is very important for this evaluation which aims to identify the best practices and lessons learned that were developed, the achievements made and the determinants that led to leverage or limit these achievements. All the above will produce recommendations for planning the next cycle of operation.

This online survey will be used exclusively for the purposes of the evaluation and will be treated with the data protection policy of Econometría Consultores according to Law 1581 of 2012 and Decree 1377 of 2013. Feel free to answer what you think, there are no good or bad answers, and you can stop answering at any time.

If you agree to continue, please mark an X here: Yes ____ No ____

Municipality:

Entity:

Position:

Time in office:

Time during which you related with the UNHCR:

The participation of your entity in the actions carried out from 2015 to 2019 by the UNHCR-Government of Colombia, were:

- ___ 1. Strengthening the System of Protection, Prevention and Guarantees of Non-Repetition of Human Rights violations,
- ___ 2. Strengthening of national and local authorities in the search for solutions for the displaced population with an ethnic, age, gender and diversity approach,
- ___ 3. Strengthening the capacities of communities that are displaced or at risk of displacement and reception,
- ___ 4. Strengthening of the Colombian institutions in charge of monitoring and executing the Victims Law

For lines of cooperation 1, 2 and 4

1. Using a scale from 1 to 5, with 1 being very little and 5 being a lot, to what degree did the actions agreed with UNHCR respond to the entity's existing needs? _____

-
2. Using a scale from 1 to 5, with 1 being slightly and 5 being greatly, to what extent were the expected results for the strengthening of institutions achieved?

For lines of cooperation and 3

1. Using a scale from 1 to 5, with 1 being very little and 5 being a lot, to what degree did the actions agreed with UNHCR respond to the communities' existing needs? _____
2. Rate from 1 to 5, with 1 being the least and 5 being the most, how much consideration was given to the specific needs of children and adolescents:

3. Rate from 1 to 5, with 1 being the least and 5 being the most, how much consideration was given to the specific needs of women: _____
4. Rate from 1 to 5, with 1 being the least and 5 being the most, how much consideration was given to the specific needs of indigenous populations: _____
5. Rate from 1 to 5, with 1 being the least and 5 being the most, how much consideration was given to the specific needs of afro Colombian populations:

6. Rate from 1 to 5, with 1 being the least and 5 being the most, how much consideration was given to the specific needs of people with diverse sexual orientations: _____
7. Please rate from 1 to 5, with 1 being very little and 5 being a lot, how successful was the selection of the communities that were included in the projects with UNHCR, taking into account other options that may have been available: _____
8. Using a scale from 1 to 5, with 1 being poorly and 5 being very well, how well the expected results of the work with the communities were achieved: _____
Why?
9. Rate from 1 to 5, with 1 being poorly and 5 being very well, how well the expected results were achieved for the children and adolescents: _____
10. Figure – Using a scale from 1 to 5, with 1 being slightly and 5 being greatly, to what extent were the expected results for women achieved? _____
11. Rate from 1 to 5, with 1 being the least and 5 being the most, how much consideration was given to the specific needs of people with diverse sexual orientations: _____
12. Rate from 1 to 5, with 1 being poorly and 5 being very well, how well the expected results were achieved regarding the indigenous communities: _____
13. Rate from 1 to 5, with 1 being poorly and 5 being very well, how well did the expected results for the Afro-Colombian communities achieved: _____

In all cases:

1. Rate from 1 to 5, with 1 being very little and 5 being a lot, how sufficient were the resources (financial, human, logistical) that were available: _____
2. Rate from 1 to 5, with 1 being the least and 5 being the most, how much articulation was achieved between the nation's entities and the territory in the actions carried out with UNHCR: _____
3. Rate from 1 to 5, with 1 being the least and 5 being the most, how much articulation was achieved between the entities and organizations that worked together in the actions carried out with UNHCR: _____
4. Rate from 1 to 5, with 1 being the least and 5 being the most, how much you left "installed" or remains in the (municipal administration / governorate / entity

/ community organization) achievements: ____

5. Rate from 1 to 5, with 1 being very little and 5 being a lot, what is the perception of the UNHCR in terms of aspects such as:
- a. Impartiality in relation to policy aspects: ____
 - b. Opportunity to respond to situations that arise: ____
 - c. Ability to convene other actors to reach agreements: ____
 - d. Efficiency in the execution of actions: ____

Annex 7 - Field work report: Primary Collection

This report presents the synthesis of the information collected for the Evaluation of the UNHCR-Government of Colombia Four-Year Plan 2015-2019. The results of the information collected in the municipalities of Quibdó (Chocó), Cúcuta (Nte. Santander), Arauca (Arauca), Mocoa (Putumayo), through online surveys and national interviews.

The fieldwork in the territory started on February 17 and ended on March 13, 2020, at the same time online surveys and national interviews started. In the case of the online surveys and the national interviews, the fieldwork ended on March 16, 2020, and was extended by one more week due to the difficulty in contacting the interviewees and the delay in their response to the interview.

The following is a summary of the results obtained.

Table A7.1 - Interviews with territorial actors in Quibdó

DPTM.	MUNICIPALITY	ENTITY	DATE	NAME	POSITION	INTERVIEWS CONDUCTED
CHOCÓ	QUIBDÓ	UNHCR	17-FEB-20	RODRIGO VALDERRAMA	JEFE DE OFICINA	1
		LEGALIZATION OFFICE MUNICIPALITY OF QUIBDÓ	18-FEB-20	MARCIANA VALENCIA	TÉCNICO CATASTRAL	1
		UNIT FOR VICTIMS	18-FEB-20	ATILIO REAL	PROFESIONAL UNIVERSITARIO	1
		MUNICIPAL ATTORNEY'S OFFICE	18-FEB-20	YAEIRA CLIVERRA ROMAÑA	SECRETARIA DE PERSONERIA	1
		OMBUDSMAN'S OFFICE	19-FEB-20	LUIS ENRIQUE MURRILLO	DEFENSOR REGIONAL	1
		VENEZUELAN MIGRATION/VENEZUELAN MIGRATION CHIEF	19-FEB-20	KAIRIS PEAR	LIDER MIGRACIÓN VENEZOLANA	1
		MUNICIPALITY OF QUIBDO/DIRECTOR OF YOUTH AFFAIRS	20-FEB-20	KLAUS COLVER KING	DIRECTOR OFICINA DE JUVENTUDES	1
TOTAL:						7

Source: Prepared by the authors 2020

Table A7.2 - Interviews with territorial actors in Cúcuta

DPTM.	MUNICIPALITY	ENTITY	DATE	NAME	POSITION	INTERVIEWS CONDUCTED
NTE. DE SANTANDER	CÚCUTA	OMBUDSMAN'S OFFICE	24-FEB-20	JORGE ALBERTO VILLAMIZAR	DEFENSOR DEL PUEBLO	1
		OMBUDSMAN/ATTORNEY	24-FEB-20	GERMAN OSORIO	PROFESIONAL UNIVERSITARIO	1
		OMBUDSMAN/EARLY WARNING SYSTEM	24-FEB-20	JULIAN GONZALEZ	ANALISA REGIONAL SISTEMA DE ALERTAS TEMPRANAS	1
		UNHCR OT	25-FEB-20	TIANA ANAYA	OFICIAL DE PROTECCIÓN	1
		MAYOR'S OFFICE SECRETARY OF PLANNING/LEGALIZATION OF INFORMAL SETTLEMENTS	26-FEB-20	YALILA OREJUELA	PROFESIONAL UNIVERSITARIO	1
		NATIONAL CIVIL REGISTRY	26-FEB-20	HENRY PERALTA	REGISTRADOR DELEGAO DEPARTAMENTAL	1
		MAYOR'S OFFICE FORMER SECRETARY OF POST-CONFLICT AND CULTURE OF PEACE	26-FEB-20	PAOLA MORA	EX SECRETARIA DE POSTCONFLICTO	1
		MUNICIPAL ATTORNEY'S OFFICE	27-FEB-20	MARTIN EDUARDO HERRERA	PERSONERO	1
		UNIDAD PARA LAS VICTIMAS/DIRECCIÓN TERRITORIAL NORTE DE SANTANDER Y ARAUCA UNIDAD PARA LAS VICTIMAS	27-FEB-20	NELLY FLOREZ	PROFESIONAL ENLACE NACIÓN TERRITORIO	1
		UNHCR OT/HEAD OF UNHCR OFFICE IN CÚCUTA	04-MAR-20	RAFAEL ZAVAL	JEFE SUBOFICINA	1
	UNHCR	10-MAR-20	NORA MANTILLA	SENIOR PROTECCIÓN	1	
TOTAL:						11

Source: Prepared by the authors 2020

Table A7.3 - Interviews with territorial actors in Cúcuta

DPTM.	MUNICIPALITY	ENTITY	DATE	NAME	POSITION	INTERVIEWS MADE
PUTUMAYO	MOCOIA	UNHCR	18-FEB-20	VERA QUINA	JEFE DE OFICINA	1
		UNHCR	18-FEB-20	HAROL JUANDIOY	PROFESIONAL DE SOLUCIONES DURADERAS	1
		INTERVIEW WITH COMMUNITY LEADER JAIRO DE JESUS CASANOVA	19-FEB-20	LEONOR GALEANO	LIDER SOCIAL PUERTO GUZMÁN	1
		UNIT FOR VICTIMS - TERRITORIAL DIRECTOR PUTUMAYO	19-FEB-20	GERMAN NARVAEZ	DIRECTOR TERRITORIAL	1
		OMBUDSMAN'S OFFICE	20-FEB-20	CARLOS CHINDOY	DEFENSOR DEL PUEBLO	1
		MAYOR'S OFFICE FORMER SECRETARY OF GOVERNMENT	21-FEB-20	JORGE MONTENEGRO	EX SECRETARIO DE GOBIERNO	1
		UNIT FOR VICTIMS	06-MAR-20	MARÍA MERCEDES ACOSTA	RESPONSABLE DE LOS PROCESOS DE NACIÓN TERRITORIO	1
TOTAL:						7

Source: Prepared by the authors 2020

Table A7.4 - Interviews with territorial actors in Cúcuta

DPTM.	MUNICIPALITY	ENTITY	DATE	NAME	POSITION	INTERVIEWS CONDUCTED
ARAUCA	ARAUCA	ENTREVISTA LIDER SOCIAL TAME	24-FEB-20	MARIELA RIVERA CARDEAS	LIDER SOCIAL	1
		UNHCR	27-FEB-20	RITA CROWLEY	JEFE DE OFICINA	1
		UNHCR COMMUNITY-BASED PROTECTION ASSISTANT	24-FEB-20	ELIANA MORENO	ASISTENTE DE PROTECCIÓN	1
		MUNICIPALITY OF ARAUCA/ SOCIAL INCLUSION	25-FEB-20	ANGELA MOJICA	RESPONSABLE DE NIÑOS, NIÑAS Y	1

					ADOLESCENTES – INCLUSIÓN SOCIAL	
		MUNICIPAL ATTORNEY'S OFFICE	26-FEB-20	ALIX XIOMARA SANCHEZ	PERSONERA	1
		UNIT FOR VICTIMS	26-FEB-20	MARTHA NIÑO	COORDINADORA ACCIÓN TERRITORIO	1
		OMBUDSMAN'S OFFICE	26-FEB-20	DEISSON RAMIRO MARIÑO	DEFENSOR DEL PUEBLO	1
		GOVERNORATE OF ARAUCA	27-FEB-20	MERCEDES LEÓN	SECRETARIA DE DESARROLLO SOCIAL DE LA GOBERNACIÓN	1
		UNHCR FORMER DIRECTOR OF REGIONAL UNHCR	09-MAR-20	BORJA SANTAMARIA	EX DIRECTOR DE ACNUR ARAUCA	1
TOTAL:						9

Source: Prepared by the authors 2020

➤ FOCUS GROUPS

The focus groups were held the week of 17-28 February 2020 in the municipalities of Quibdó, Cúcuta, Puerto Guzmán (Putumayo) and Tame (Arauca). A total of 8 focus groups were held with the participation of 101 people.

It is important to note that the convening of the territorial focus groups was the responsibility of the UNHCR Offices in each municipality visited. Logistical support and support by UNHCR staff on the ground was also provided.

The following table details the number of focus groups conducted:

Table A7.5 - Focus group attendees

MUNICIPALITY	FOCUS GROUP ACTOR	NO. OF PARTICIPANTS		
		MEN	WOMEN	TOTAL
QUIBDÓ	FOCUS GROUP WITH LEADERS OF COMUNIDAD LA VICTORIA	3	10	13
	FOCUS GROUP WITH YOUTH LEADERS OF ASOCIACIÓN CAMPESINA COCOMACIA	7	6	13
CÚCUTA	FOCUS GROUP WITH LEADERS OF COMUNIDAD LAS DELICIAS	2	5	7

	FOCUS GROUP WITH GRASSROOTS COMMUNITY, VENEZUELAN MIGRATION AND LGBTI POPULATION	1	6	7
MOCOA	FOCUS GROUPS WITH WOMEN OF COMUNIDAD JAIRO DE JESÚES CASANOVA EN PUERTO GUZMÁN	N/A	15	15
	FOCUS GROUP WITH LEADERS OF COMUNIDAD ASENTAMIENTO PARAISO	2	15	17
TAME (ARAUCA)	FOCUS GROUPS WITH LEADERS OF COMUNIDAD RINCÓN DE LA ESPERANZA	1	14	15
	FOCUS GROUP WITH COMUNIDAD RINCÓN DE LA ESPERANZA - MAKAGUAN	6	8	14
TOTAL GF:				101

Source: Prepared by the authors 2020

As can be seen, eight (8) focus groups were held: two (2) for each municipality visited.

➤ NATIONAL INTERVIEWS

The schedule of national interviews began on February 17 and ended on March 16, 2020, these presented difficulty in contacting the appropriate informants from the different entities to be interviewed. Since the telephone numbers of most of the informants were not available, a search was made on the Internet and social networks to achieve the number of interviews to be carried out.

A total of ten (10) national interviews were conducted.

The interviews conducted are detailed below:

Table A7.6 - National interviews

ENTITY	NAME	POSITION	INTERVIEW CONDUCTED	DATE
AGENCIA PRESIDENCIAL DE COOPERACIÓN (APC)	GERMAN ALFONSO INFANTE	PROFESIONAL ESPECIALIZADO	1	05-MAR-20
MINISTERIO DEL INTERIOR – DIRECCIÓN DE DERECHOS HUMANOS	ANGELA GARAVITO	DIRECCIÓN DE DERECHOS HUMANOS	1	02-MAR-20
MINISTERIO DEL INTERIOR	MARTHA GONZÁLEZ	CONSULTORA	1	10-MAR-20
UNIDAD PARA LAS VÍCTIMAS	OSCAR RICO	COORDINADOR GRUPO DE VICTIMAS EN EL EXTERIOR GAVE	1	03-MAR-20

ENTITY	NAME	POSITION	INTERVIEW CONDUCTED	DATE
UNIDAD DE RESTITUCIÓN DE TIERRAS (URT)	JOHANA ANDREA VILLANUEVA	ASESORA DE PLANEACIÓN	1	04-MAR-20
CORPORACIÓN OPCIÓN LEGAL	RAÚL HERNÁNDEZ	DIRECTOR	1	10-MAR-20
UNHCR	SASKIA LOOCHKARTT	ESPECIALISTA EN ASUNTOS COMUNITARIOS, DE GENERO, EDAD Y DIVERSIDAD EN UNHCR	1	12-MAR-20
CODHES	MARCO ROMERO SILVA	COORDINADRO DEL ÁREA DE MIGRACIONES FORZADAS Y REFUGIADOS	1	12-MAR-20
CORTE CONSTITUCIONAL	LINA PAOLA CASTRO	COORDINADORA SALA ESPECIAL T-025/04	1	12-MAR-20
CONCEJO NORUEGO PARA REFUGIADOS	DAVID GARCÍA	GERENTE DE INCIDENCIA	1	16-MAR-20
TOTAL:			10	

Source: Prepared by the authors 2020

➤ Online surveys

The online surveys were conducted simultaneously with the national interviews and the fieldwork in the territory. For the scheduling of these surveys a previous planning session was carried out one week before starting the field work. Once the list of people to be interviewed was available, it was sent via e-mail: the information of the study, its objectives, a letter of introduction from UNHCR and the link to the online survey. Later, the informant was contacted again by phone to confirm the receipt of the link and to inform him/her that the survey could be done by phone. In this same call, time was requested to schedule the survey in case the person decided to do it by phone.

A total of fifty-eight (58) online surveys were conducted.

The interviews conducted are detailed below:

Table A7.7 - Online surveys

Municipality	Entity	Name	Position	DATE
SAN JOSÉ DE CRAVO NORTE (ARAUCA)	PERSONERÍA MUNICIPAL	ALBA YANETH LIZARAZO SOLANO	PERSONERA MUNICIPAL	14-Feb-20
OCAÑA	UARIV	ANDRÉS PABA	PREVENCIÓN Y EMERGENCIAS	15-Feb-20
LA PLAYA DE BELÉN, NORTE DE SANTANDER	PERSONERÍA MUNICIPAL	EDUARD TRIGOS	PERSONERO MUNICIPAL	17-Feb-20
ARAUQUITA	ALCALDÍA MUNICIPAL	NELSON PEREZ GELVEZ	SECRETARIO	20-Feb-20

Municipality	Entity	Name	Position	DATE
JURADO	PERSONERÍA JURADO	CARLOS MARIO CARDONA PEREZ	PERSONERO MUNICIPAL	20-Feb-20
HACARÍ	PERSONERÍA MUNICIPAL DE HACARÍ	YONY GALVIS GUERRERO	PERSONERO MUNICIPAL	20-Feb-20
CONVENCIÓN	PERSONERÍA MUNICIPAL	KAREN CRISTINA DUARTE SANCHEZ	PERSONERA MUNICIPAL	20-Feb-20
TEORAMA	PERSONERÍA MUNICIPAL DE TEORAMA	EVER JESÚS PALLARES BAENE	PERSONERO MUNICIPAL	21-Feb-20
ARAUQUITA	ALCALDÍA	SANDRA MILENA GALLEGO VALENCIA	ENLACE DE VICTIMAS MUNICIPAL	21-Feb-20
TIBÚ	PERSONERÍA MUNICIPAL	RICHAR CLARO	PERSONERO	24-Feb-20
CUBARÁ	PERSONERÍA MUNICIPAL CUBARÁ	ALFERTH DAYRO VELASCO LIZCANO	PERSONERO MUNICIPAL	24-Feb-20
OCAÑA	DEFENSORÍA DEL PUEBLO	MARTHA LUCIA TORRES SIERRA	ANALISTA SAT	24-Feb-20
EL TARRA	ALCALDÍA EL TARRA	HERNANDO GARCÍA	EX PROMOTOR DE DESARROLLO	25-Feb-20
ARAUQUITA	PERSONERÍA MUNICIPAL DE ARAUQUITA	LADI ELENA GELVES OROZCO	PERSONERA	26-Feb-20
PUERTO RONDÓN - ARAUCA	PERSONERÍA PUERTO RONDÓN	OSCAR FERNANDO VANEGAS AVILA	PERSONERO	27-Feb-20
SARDINATA, NORTE DE SANTANDER	PERSONERÍA	JUAN GABRIEL PEÑARANDA ARCHILA	PERSONERO MUNICIPAL	27-Feb-20
EL CARMEN (NORTE DE SANTANDER)	ALCALDÍA MUNICIPAL	CARLOS ENRIQUE LASARO MENEZ	SECRETARIO DE GOBIERNO MUNICIPAL	27-Feb-20
EL CARMEN (NORTE DE SANTANDER)	PERSONERÍA MUNICIPAL	INÉS ROSALIA BUSTOS AGUDELO	PERSONERA MUNICIPAL	28-Feb-20
EL TARRA	ALCALDÍA MUNICIPAL	ZULEIDA AMAYA	ENLACE DE VICTIMAS	02-Mar-20
SAN CALIXTO	ALCALDÍA	OLIVAIN ANGARITA CLARO	JEFE DE CONTROL INTERNO	02-Mar-20

Municipality	Entity	Name	Position	DATE
LA PLAYA DE BELÉN, NORTE DE SANTANDER	ALCALDÍA MUNICIPAL	LUISA FERNANDA GARCIA GARCÍA	SECRETARIA DE GOBIERNO	03-Mar- 20
ÁBREGO (NORTE DE SANTANDER)	PERSONERÍA MUNICIPAL DE ÁBREGO	DEISSY MABEL DIAZ TORRADO	PERSONERA MUNICIPAL	04-Mar- 20
QUIBDÓ	UNIDAD PARA VICTIMA	ATILIO REAL	PROFESIONAL UNIVERSITARIO	06-Mar- 20
QUIBDÓ	DEFENSORÍA DEL PUEBLO	LUIS ENRIQUE MURRILLO	DEFENSOR REGIONAL	06-Mar- 20
BOGOTÁ	UNIDAD PARA LAS VÍCTIMAS	OSCAR RICO	COORDINADOR GAVE	06-Mar- 20
CÚCUTA	DEFENSORÍA DEL PUEBLO	JORGE ALBERTO VILLAMIZAR	DEFENSOR REGIONAL	06-Mar- 20
CÚCUTA	DEFENSORÍA DEL PUEBLO REGIONAL NORTE DE SANTANDER	JULIANA CAROLINA GONZALEZ	ANALISTA REGIONAL DEL SISTEMA ALERTA TEMPRANA	06-Mar- 20
CÚCUTA	DEFENSORÍA DEL PUEBLO	GERMAN ENRIQUE OSORIO	PROFESIONAL ESPECIALIZADO	06-Mar- 20
BOGOTÁ	UNHCR	MANUEL OVIEDO	OFICIAL DE ENLACE	17-Feb- 20
BOGOTÁ	UNHCR	KATHARINA THOTE	REPRESENTANTE ADJUNTA OPERACIONES	18-Feb- 20
MOCOYA	UNHCR	MIGUEL PALACIOS	ASISTENTE DE PROTECCIÓN CON BASE COMUNITARIA	24-Feb- 20
BOGOTÁ	UNHCR	LEONARDO GUERRERO	OFICIAL ASISTENTE DE PROGRAMA	24-Feb- 20
BOGOTÁ	UNHCR	LAURA ECHEVERRI MONTES	ASISTENTE SENIOR DE PROTECCIÓN	24-Feb- 20
BARRANQUILLA	UNHCR	ROSIRIS ANGULO HERRERA	ASISTENTE DE PROTECCIÓN	26-Feb- 20
ARAUCA	UNHCR	ASTRID ELIANA MORENO	ASISTENTE DE PROTECCIÓN DE	27-Feb- 20

Municipality	Entity	Name	Position	DATE
			BASE COMUNITARIA	
BOGOTÁ	UNHCR	SEBASTIÁN DÍAZ	ASOCIADO DE PROTECCIÓN	27-Feb-20
BOGOTÁ	UNHCR	ANGELA ERASO	OFICIAL DE PROTECCION	28-Feb-20
APARTADÓ	UNHCR	CESAR MESA	JEFE DE OFICINA	02-Mar-20
PASTO	UNHCR	CAROLINA PÉREZ	ASOCIADA SENIOR DE PROTECCIÓN	02-Mar-20
CÚCUTA	UNHCR	TIANA AMAYA	PROTECCIÓN	06-Mar-20
CÚCUTA	UNIDAD PARA VICTIMAS	NELLY FLOREZ	PROFESIONAL UNIVERSITARIO	27-Feb-20
MOCOÁ	DEFENSORÍA DEL PUEBLO	GERMAN NARVAEZ	DEFENSOR	19-Feb-20
MOCOÁ	DEFENSORÍA DEL PUEBLO	CARLOS CHINDOYJACANAUIJOY	DEFENSOR DIRECTOR	20-Feb-20
BOGOTÁ	MINISTERIO INTERIOR	ANGELA GARAVITO	COORDINADORA DE PROTECCION	02-Mar-20
CÚCUTA	REGISTRADURÍA NACIONAL DEL ESTADO CIVIL	HENRY PERALTE	DELGADO DEPARTAMENTAL	26-Feb-20
CÚCUTA	REGISTRADURÍA NACIONAL DEL ESTADO CIVIL	JOSE DEL CARMEN ORTIZ	DELEGADO DEPARTAMENTAL	26-Feb-20
CÚCUTA	ALCALDÍA - OFICINA LEGALIZACIONES	YALILA OREJUELA	PROFESIONAL UNIVERSITARIO	26-Feb-20
CÚCUTA	ALCALDÍA - SECRETARIA POSCONFLICTO	PAOLA MORA	EX SECRETARIA	26-Feb-20
QUIBDÓ	OFICINA DE LEGALIZACIONES	MARCIANA VALENCIA	TÉCNICO CATASTRAL	18-Feb-20
ARAUCA	DIRECCIÓN DE VICTIMAS	MERCEDES LEON	DIRECCIÓN DE VICTIMAS	27-Feb-20
MOCOÁ	ALCALDÍA	JORGE MONTENEGRO	EX - SECRETARIA DE GOBIERNO	21-Feb-20

Municipality	Entity	Name	Position	DATE
ARAUCA	DEFENSORÍA	DAISSOY MARIÑO	DEFENSOR REGIONAL	26-Feb-20
CÚCUTA	PERSONERÍA MUNICIPAL	OMAR CONTRERAS	DERECHOS HUMANOS	27-Feb-20
CÚCUTA	PERSONERÍA MUNICIPAL	MISAEEL RANGEL	DERECHOS HUMANOS	27-Feb-20
PUERTO GUZMÁN	LÍDER COMUNITARIA	LEONAR GALEANO	LIDER COMUNITARIA	19-Feb-20
ARAUCA	PERSONERÍA	XIOMARA SANCHEZ	ANTIGUA PERSONERA	26-Feb-20
BOGOTÁ DC	UNHCR	SASKIA LOOCHKARTT	OFICIAL ASOCIADA DE PROTECCIÓN (BASE COMUNITARIA)	12-Mar-20
BOGOTÁ	UNHCR	ADRIANA BUCHELLI	OFICIAL ASOCIADO DE PROTECCIÓN	12-Mar-20
TOTAL				

Source: Prepared by the authors 2020

Annex 8: Secondary literature reviewed

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