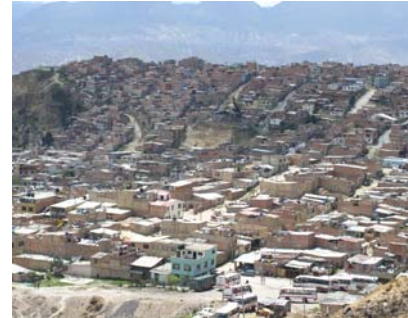

Sound Practice No.6

Resettlement of Families Living in High Risk Areas and Environmental Rehabilitation of “*Altos de la Estancia*” In Bogotá

1 Overview

This strategy was recognized as a sound practice by the first edition of the Latin American and Caribbean Contest “Sound Practice Transference, Medellín Award 2005”. The resettlement program in Bogotá is a policy with serious economical and social implications. Actions are only forwarded in areas where no mitigation is possible or when mitigation is not viable economically, environmentally or technically. The beneficiaries are people of low economical conditions, that is, families living in strata 1 and 2.



The Resettlement Program for Families Living in High-Risk Areas that the city of Bogotá develops focuses mainly on guaranteeing life protection for vulnerable inhabitants and a legal shelter for everyone. The strategy is oriented to reducing the vulnerability of the families living in high-risk zones by relocating them and improving their living conditions, while at the same time defining and implementing environmental rehabilitation actions to avoid new occupations in the evacuated area.

For the specific case of *Altos de la Estancia* in the locality of Ciudad Bolívar, a total of 3,033 families were subscribed to the program by the organisms which held the technical and social studies. The following neighborhoods are part of the affected area: La Carbonera, Carbonera II, Santa Viviana, Santa Helena, San Antonio del Mirador, Santo Domingo, El Cerro del Diamante, Espino I, Espino III, Rincón del Porvenir, San Rafael, Mirador de la Estancia and Tres Reyes.

As a result of the actions implemented, 1.800 families have been resettled and incorporated to different social programs. The resettlement process is still taking place but positive results may already be outlined. The action plan for mitigation, recuperation and rehabilitation of the evacuated area is currently under its design phase following an innovative framework that includes institutional intervention with a strong community participation, strategy that has been promoted by the System for the Prevention and Attention of Emergencies – SDPAE. In this plan, reconstruction and rehabilitation actions are being identified in order to be implemented in the short, medium and long run with the community’s participation and following the recommendations of the Study by GEORIESGOS “*Risk Study and Mitigation Measures for the Altos de la Estancia Sector in Ciudad Bolívar*” (2004)¹

¹ There is also an integral approach for the rehabilitation program: land protection regulations, control actions with the community and risk monitoring. To learn more from this process, contact Lucy Bohorquez of the DPAAE:

2 Significant Background Information

Based upon the hazard zoning studies for landslides developed by FOPAE, Special Treatment Zones for Risk Mitigation were defined. These zones were incorporated into the Territorial Ordering Plan (POT in Spanish-Decree 619, 2000). *Altos de la Estancia* sector is included among the Special Treatment Zones.

According to the technical studies, the sector is characterized by the presence of landslides that took place between 1999 and 2000 affecting a total area of 70 hectares and 3,000 families, including kindergartens, schools, parks and communitarian facilities. These technical studies provided the background to declare the area a high-risk area where no mitigation work is possible. This fact demanded immediate intervention measures and steps were taken to prevent major disasters by relocating the inhabitants and rehabilitating the area.

The population at risk comprised 3,000 family groups, around 1,500 people among which 60% were children. The affected population included highly vulnerable groups in social terms with an income below the minimum legal salary, or unemployed individuals whose income is based on activities in the informal sector such as street sales, recycling, cleaning services by days, or similar. They were also vulnerable from a technical perspective since their houses were built without applying any technical regulation and, when the landslide took place, they reconstructed in an even more vulnerable condition with the aggravating factor that most of the families couldn't continue living in their precarious and unstable houses.

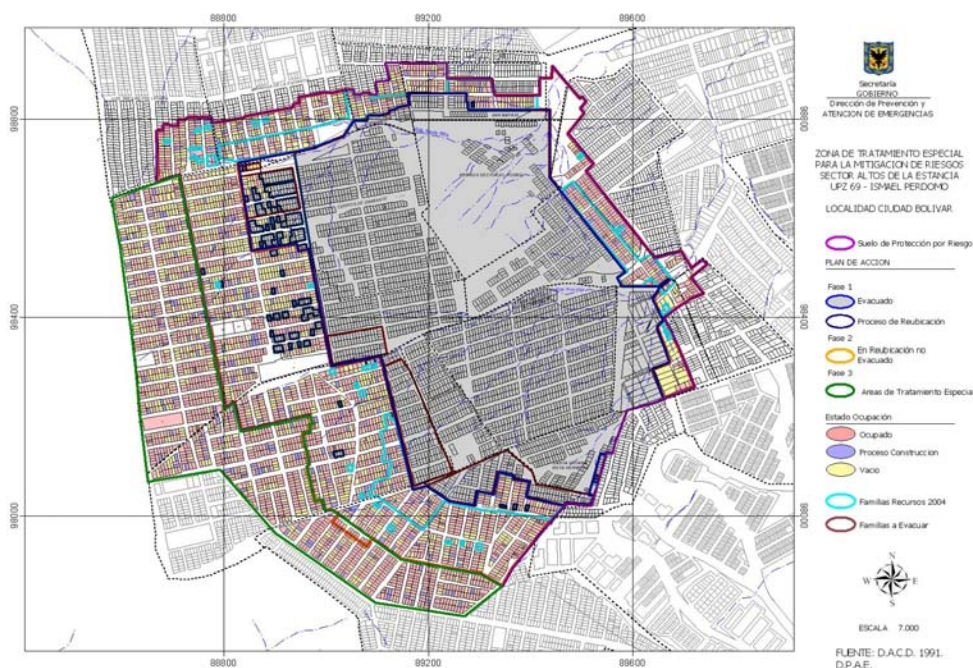
The resettlement program which aims to alleviate this situation may be considered one of a kind in the way it integrates harmonically social, political, environmental and technical components. The program aims at combining technical studies with a sound social and political strategy. This practice establishes an important precedent in the way the city government deals with risks and vulnerability within the city since it clearly aims to be an inclusive policy that dedicates important resources to marginal communities and, simultaneously, one that promotes social awareness, an environmental recovery plan and a culture of prevention. All in all, the practice unifies short term and long term processes: the relocation of families and the promotion of good living conditions for everyone.

GENERAL CONTEXT OF THE LOCALITY CIUDAD BOLÍVAR

The zone is located in the south-eastern mountains of Bogotá. Ciudad Bolívar used to be a rural territory with the native vegetation of the savannah. Settlements began to appear during the fifties, mainly due to violence in rural areas. It was a territory that provided the new community similar conditions to the ones they had abandoned and it offered the possibility to exploit the minerals in the mountains for construction

resources.² People who could not afford housing in an urban area considered this as a good option, thus the shelters zone included people that have no legal access to housing.

Ciudad Bolívar is currently one of the largest localities in Bogotá with 700,000 inhabitants. Poverty rates are high as well as the indexes of social vulnerability compared with the rest of the city. The main hazard of the zone is landslides; the risk condition is increased by the self-constructed shelters that do not follow proper codes. The following map shows the extension of the affected area.



The most affected sector is the UPZ 69³ - Ismael Perdomo, which is primarily constituted by illegal neighborhoods.

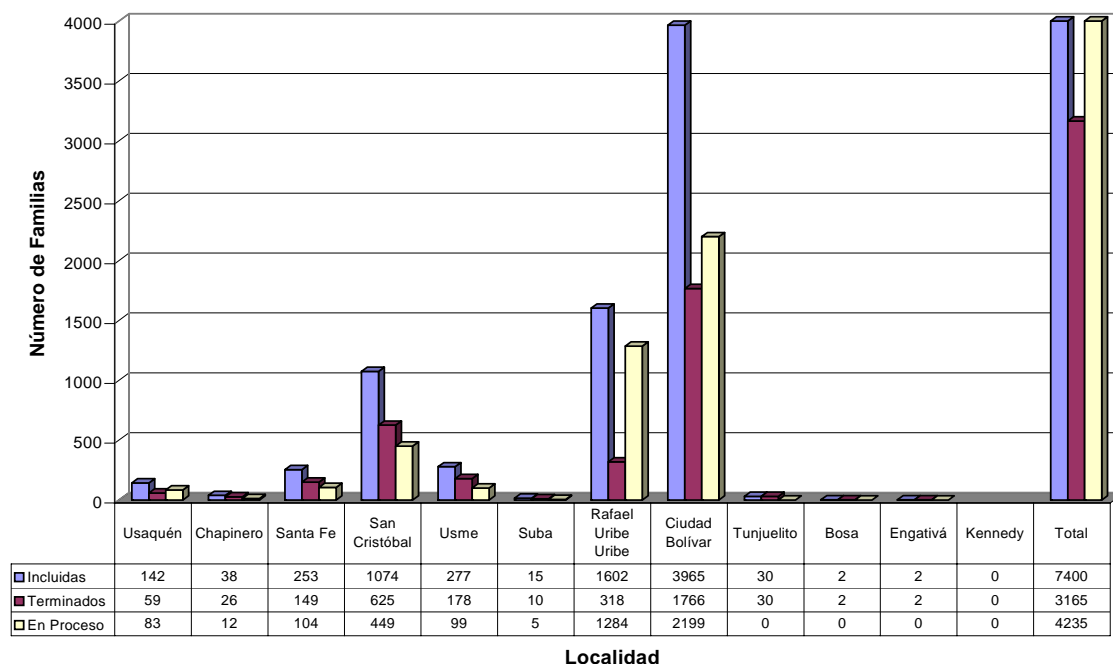
Sixty percent of the zone is considered to be prone to high or mid risk.

There are 3,965 families in this high risk area. If

we compare it to the rest of the city, as it may be seen in the following graph, Ciudad Bolívar is certainly the one that represents the greatest challenge, not only because of the number of inhabitants but also because of their social conditions. One of the elements which characterize the area is that the communities in Ciudad Bolívar are very well organized and have clear demands. This has implied processes to reach agreements.

² CONTRALORÍA DE SANTA FÉ DE BOGOTÁ, Agenda de participación Ciudadana. Ciudad Bolívar. 2000

³ According to the POT, the city is divided in UPZ (Planning Zone Units) in order to promote an integral zone planning.



3 Sound Practice Details

OBJECTIVES AND STRATEGIES

Considering the results of the Territorial Ordering Plan – POT- issued in the year 2000, the local government sets forth a series of measures in order to prevent a mayor landslide disaster in the area Altos de la Estancia. The formulation of objectives and strategies on the first phase of the program Resettlement of Families Living in High Risk Areas was developed by DPAE as the main agency responsible for the practice. By July 2003, through a major's decree, the Caja de Vivienda Popular was designated to lead the program.

The main objectives of the program are the following:

- 1) To protect the life of the population living in Altos de la Estancia and to improve living conditions in Bogotá.
- 2) To guarantee life protection (Article 11, Political Constitution of Colombia), specifically in the community Altos de la Estancia that is located in a high risk area that according to recent studies suffers risks which can not be mitigated. The zone was decreed as highly vulnerable and the District aims to relocate the community to legal, secure and sustainable shelters.
- 3) To contribute in the improvement of living conditions by including the community in the social services the State provides in order to promote citizenship and a sense of equality within the city.

- 4) To contribute in the promotion of a culture of prevention by a process of awareness raising within the population in themes such as environmental culture, citizenship, co-existence and recuperation of evacuated lands.
- 5) To stimulate both institutional and communitarian intervention: the recuperation and rehabilitation of the area is a scenario for active participation of the parties involved. This framework corresponds to the fundamental principles stated by the System for Prevention and Attention of Emergencies (SDPAE).

SETTING THE PRIORITIES

Priorities were established by the Direction for the Prevention and Attention of Emergencies – DPAE, taking into account aspects such as risk conditions, social vulnerability and the availability of resources. Following these criteria, and after a detailed analysis of the landslides between 1999 and 2000, the program was able to attend 500 families in its first phase. The DPAE has been monitoring the behavior of the landslide and elaborating technical concepts to support the decision-making processes. In 2002 another attention phase was carried out and 1,000 families were incorporated and attended. In 2004 the resettlement process of the lasting 1,500 families was initiated, 70% of these families are currently in the resettlement process.

The most important aspects considered on the establishment of social vulnerability priorities were the following: women head of families, unemployed people and families with more than five underage members.

DESCRIPTION OF THE PROCESS

The Fund for Prevention and Attention of Emergencies (FOPAE) included the Resettlement of Families in High-Risk Areas as an investment component in the project Risk Reduction in Special Treatment Zones (Reducción de Riesgos en Zonas de Tratamiento Especial). Following the technical studies of the same entity, the FOPAE invested in the resettlement and carried out actions to relocate approximately 500 families of the Santa Viviana, San Antonio del Mirador, La Carbonera and Santa Helena neighborhoods in 1999-2001.

The next phase of the process consisted of a series of agreements between the FOPAE, the Caja de Vivienda Popular and the Fund for Local Development in Ciudad Bolívar. The Inter-administrative and Co-financial Agreements represent the unification of technical, administrative and financial efforts of the three agencies in the process of resettlement of this vulnerable population.

As a result of these agreements each entity would contribute in what better suited its own mission and objectives. The FOPAE would emit technical concepts, elaborate a census of the affected population, state the technical priorities in the relocation of families, set forth the preventive evacuation of families, develop the activities for the purchasing of the high-risk estates such as the study of the property deeds, topographic studies, commercial analysis, title deeds and notary's proceedings. The Caja de

Vivienda Popular would be in charge of social assistance: technical, legal and real state consultancy for the families in order to guarantee the relocation to a safe, legal and sustainable shelter. It also oriented the families in the prosecution of credits and served as a mechanism for the postulation of some families to the shelter subsidies of the National government. The Fondo de Desarrollo Local de Ciudad Bolívar contributed financially and accompanied the process of evacuation of the families.

A COMPREHENSIVE METHODOLOGY OF THE CAJA DE VIVIENDA POPULAR



The Caja de Vivienda Popular takes into account the following criteria and principles: the families in the program are free to choose between a collective or individual relocation; the new shelter alternatives may not cost more than 8,800 dollars (50 minimum salaries) in case of a used shelter; if families want a new shelter, there is a program that finances their

rent and offers refunding options (leasing, progressive savings); it must be a legal and secure shelter.

There are three phases contemplated in the process and they last approximately 15 months:

- 1) *Recognition and sensibilization*. It contemplates a socioeconomic, cultural and environmental diagnostic in the original zone and in the destination zone; a training program for the families about the process and the promotion of the formation of communitarian organizations. At the end, the private and public sectors are summoned in order to find the resources required for a secure and legal process of relocation.
- 2) *Integral Accompaniment for Relocation*. This phase aims to identify a legal and secure shelter; promote the access of basic utilities and social services of the State; design and carry out training courses in themes of citizen culture and tolerance; develop an analysis of social and territorial impact in order to help with decision making; follow the process of acquisition of the new shelter; legalize the status of the abandoned land; promote a successful and effective relocation; design mechanisms to accompany the family in their new environment and develop strategies for social, economic, territorial and environmental sustainability.
- 3) *Monitoring*. It aims to forward an analysis of the sustainability of the program by monitoring the relocated families and seeing if they have been accepted in their new neighborhood. It also aims to analyze social and economic impact in the neighborhood after the family has been established.

DIFFICULTIES

The main difficulties for the implementation of the project are related to the insufficiency of economic/financial resources to cope with the magnitude of the problematic area. The landslide in altos de la Estancia covers an area of 70 hectares and affects more than the 3.030 families subscribed to the program. The District has been forwarding projects directed to the resettlement of families located in high-risk areas but this zone was not included in the city's development plan for the 2002. Therefore, it was necessary to mobilize resources from several entities and, simultaneously, to regulate a financial instrument as foreseen in the Territorial Ordering Plan (Decree 619, 2000) to make the resettlement of this population possible.

Another difficulty is related to legislative and regulative issues that became obstacles in the resettlement process. For instance, the current legislation recognizes only landowners as the legal persons, but the inhabitants of these areas have taken over the lands, and consequently, these residents do not have a legal status. This obliged the initiation of juridical studies guided to seek alternatives in the process.

The practice had to confront yet another difficulty due to the shortage of adequate and accessible housing for the type of population: numerous families with low income and with a rooted habit of living informally. To solve this problem, the entity in charge of the integral social accompaniment of the families subscribed agreements with private constructors and promoted the conformation of the Popular Housing Organizations (Organizaciones Populares de Vivienda) in order to guarantee safe, legal and sustainable housing solutions for the necessities and economic status of this population.

One of the fundamental pillars of this practice was the communitarian organization which played a very active part in the process. On one hand, it was in charge of the evacuation of the families by providing transitory shelters for the families which had to leave the risk area immediately. On the other, it established neighbors committees and the Popular Housing Organizations in a key interaction with the Caja de Vivienda Popular. These associations self-conducted housing solutions for more than 200 families. Another vital contribution of these communities was the organization of communitarian restaurants in the new areas and the development of processes to solve the problem of access to health and education facilities. They also formulated workshops with the community which sought to bring up alternatives for the recuperation and rehabilitation of the area once the resettlement process ended. In all these groups, women had a leading role as directors of the organisms and spokeswomen or delegates of the community in the Communitarian Action Board (Juntas de Acción Comunal) and the neighbors committees.

RESULTS

The following item points explain how the objectives were accomplished both in

quantitative and qualitative terms and who were the beneficiaries.

- Up to the moment, 1,800 families from the neighborhoods mentioned above have benefited from this program (approximately 6,000 persons). These families improved their living conditions since they now live in a secure sector of the city. Not only did they abandon the high risk area, but now they count with health services, education, social welfare and public utilities.
- 20,000 million pesos (9 million dollars) have been invested in the resettlement program, evacuation procedures, mitigation works and technical studies.
- A key element to be noticed is the active participation of communitarian organizations which evidently consolidated a social network in these neighborhoods not only for the short term process of resettlement but mainly founding a solid social background in the new areas.
- The practice had an effect over the District organization since new positions were assigned for the execution of the resettlement program and a series of initiatives unified the different projects of various entities.
- An important achievement is the regulation of the financial instrument contemplated by the Territorial Ordering Plan (POT) that directs an amount named Unique Recognition Value (VUR) for the most vulnerable inhabitants localized in high risk areas.
- The inter-institutional coordination made possible an annual investment of the Nation in housing subsidies for the population in need of resettlement in Bogotá.
- The program is currently advancing in social control actions to prevent the illegal occupation of the evacuated zone in collaboration with the community.
- There are efforts in coordinating actions to improve the areas next to the risk zone.
- An information system about the resettlement program in Bogotá provides permanent updated information, reports and briefings so that all the entities involved have the same bases for decision making.

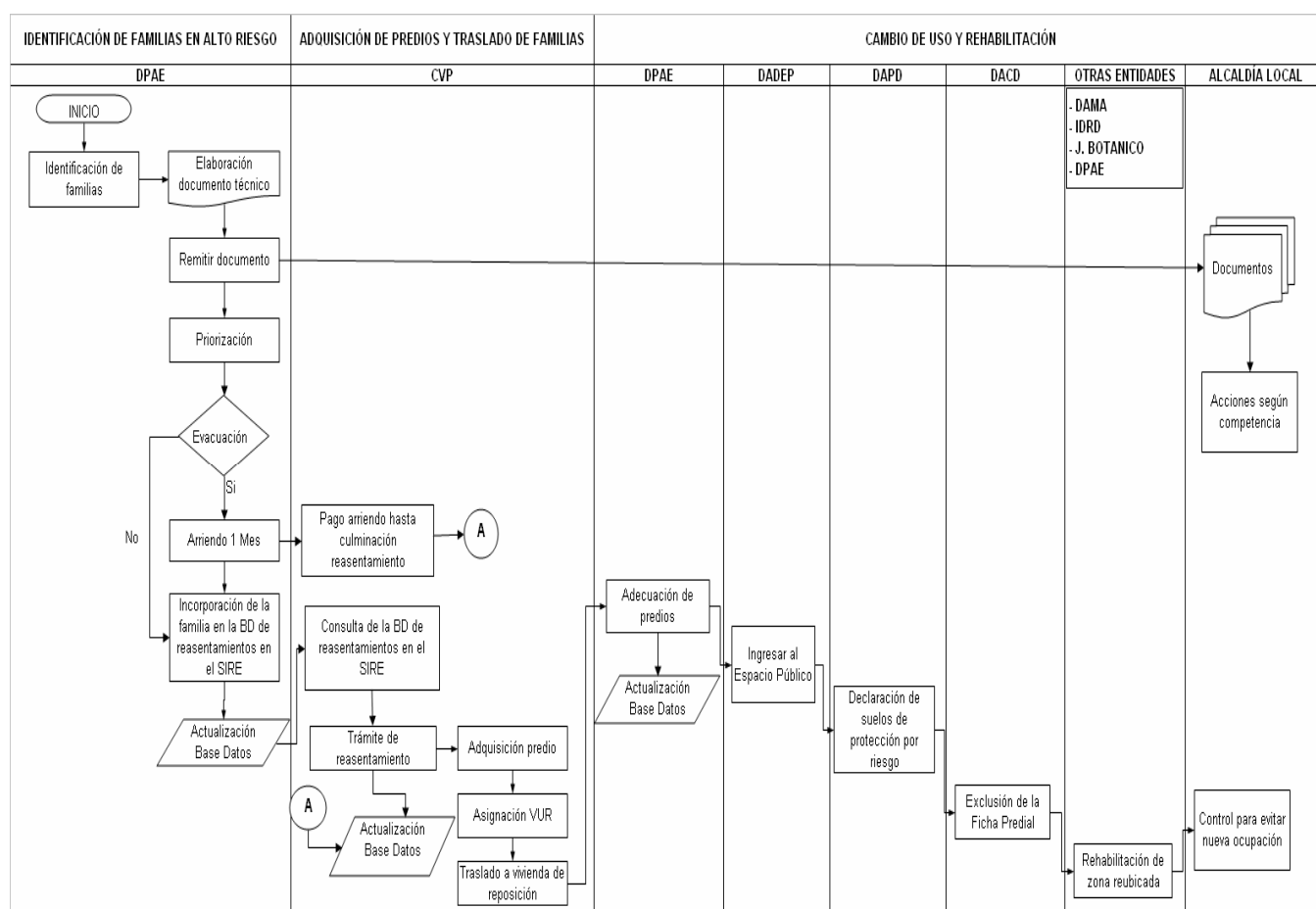
SUSTAINABILITY

Social and economic: The intervention does not limit itself to the solution of housing problems, it is a comprehensive policy which aims to promote social inclusion and equality by improving living conditions for inhabitants of vulnerable areas. In this way quotidian economical activities may take place in better conditions.

Cultural: Each family group is free to choose their alternative shelter according to its needs, culture, tradition and economical possibilities.

Environmental: The action plan for risk mitigation which is currently being formulated aims to rehabilitate and recover the environment of the zone once the resettlement program ends. It counts with the cooperation between institutions and community-based organizations. The objective is to impulse the appropriation of these areas by the community so they can contribute to guarantee its sustainability and continuity. Planning, environmental, recreational and utility agencies will be engaged at a local, district and national level to integrate efforts and optimize resources for this end.

A MAP OF THE PROCESS



LESSONS LEARNED

- The integration of financial, human and technical resources is fundamental for the solution of large scale problems at inter-institutional and communitarian participation scenarios.

- The respect for the diversity and autonomy of the involved population is crucial. Solutions ought not to be imposed even if they seem faster and more convenient since they may not respond to the necessities, expectations and cultures of the beneficiaries, therefore hasty solution may compromise the success and sustainability of the practice.
- Obstacles in the formulation of property deeds, familiar controversies, problems between neighbors are always threatening to interrupt the process. Consequently, conflict resolution is a permanent challenge that requires a great deal of creativity.
- Based on the experience of this practice the Capital District is currently initiating the design of a District Habitat Policy related to resettlement whichever its cause but reaffirming the right to a secure city experience and to citizenship. Resettlement must attend both social and territorial issues and impulse a community scenario.
- It is important to promote community organizations in order to achieve a participatory process and perform a comprehensive strategy.

TRANSFERENCE PROCESS

After the expedition of Decree 230, July 2003 which promulgates the responsibilities in the execution of the resettlement program for Bogotá, the FOPAE and Caja de Vivienda Popular initiated a six month process in which the transference of knowledge and procedures concerning the execution of the program took place. During this period, printed and digital materials were handed over, the social priorities were set and the information system policy was established. The bases for future decision making and problem solutions were also initiated.

Both institutions are nowadays developing joint activities according to their institutional competencies in risk management for different sectors of the city, including Altos de la Estancia. The authorities of other municipalities also request and receive information about the resettlement process, its social procedures and obtain legal counseling from the DPAAE.

POLICIES AND LEGISLATION

Resettlement procedures in Colombia and Bogotá count on the following regulations:

- Law 9, 1989: It establishes that mayors are compelled to develop and update an inventory of high risk areas in order to identify human settlements vulnerable to floods or landslides. Mayors should also carry out programs for the relocation of vulnerable communities and develop all the necessary operations to eliminate risk in the settlements located in these areas.

- Law 388, 1997: It determines the reasons for public social welfare. This decree points out the procedure for the acquisition of properties in case of voluntary alienation or juridical expropriation. One of the reasons for public welfare is the relocation of the population which lives under a risk situation.
- The Territorial Ordering Plan (POT) defines the Resettlement of Families Living in High Risk Areas Program as “the set of actions and activities necessary to achieve the mobilization of families living in strata 1 and 2 which are settled in zones declared a high risk area for landslides and flooding where no mitigation work is possible, zones which are object of intervention for public constructions or any area that may be required for intervention according to territorial reordering. The actions and activities include the identification and evaluation of the technical, social, legal and economical conditions of each family, the mobilization to other locations in the city that offers fit and secure shelters and the promotion of social and economical integration which guarantees the welfare of the families and the protection and rehabilitation of the intervened zones”.
- Article 1, numeral 5-f also points out that one of the social objectives of the POT is to give priority to the resettlement of families living in high risk areas. Articles 45, 72, 82, 84, 109, 292, 293, 294, 295 and 425 define the linings, strategies and programs to attend these families. One of the strategies is the permanent financial quota VUR for the resettlement of these communities.
- Decree 469, 2003 revises the Territorial Ordering Plan of Bogotá. Article 209 states that the Caja de Vivienda Popular is in charge of executing the Resettlement Program of families in high risk zones according to the social priorities established by the DPAE. The article also states that this entity must further actions for the recovery of the environmental paths already identified. Decrees 619, 2000 and 469, 2003 are grouped in Decree 190, 2004.
- District Decree No. 094, 2003 adopts and regulates the VUR established in the article 293 of the Decree 619, 2000. The VUR is the financial instrument that makes the resettlement of families from strata 1 and 2 possible and guarantees their inclusion in shelter programs from the city government.
- District Decree No. 230, 2003 assigns the functions for the execution of the resettlement program, establishes that the DPAE is in charge of the issuing of concepts and technical diagnostics for the identification of the affected families and of recommending the new locations for these families. It also specifies the duties of the Caja de Vivienda Popular.
- Decrees 094 and 230 of year 2003 and the modifications of the POT in the subject of resettlement resulted from the lessons learned in this practice since its beginnings in 1997. Regarding decree 094 it was evident that a financial instrument was necessary in order to provide additional resources for the low

income population which resigned voluntarily to their vulnerable shelters and sought for the protection of Law 9. Decree 230 is inspired in the necessity to distribute the duties of each entity in an environment of responsibility and cooperation. Before this decree was issued, the FOPAE was in charge of the entire process in Bogotá and the Caja de Vivienda Popular secured social assistance to the families since 2001.

KEY PLAYERS AND ROLES

There are several institutional and social players involved in the Resettlement of Families Living in High-Risk Areas and Environmental Recuperation and Rehabilitation of the Area: “*Altos De La Estacia*” in Bogotá.

The first group may include the following institutions: DPAE, FOPAE, Caja de la Vivienda Popular, domiciliary Public Services enterprises, local governments, the Administrative department for Social Welfare (Bienestar Social), Metrovivienda, the administrative department for Environment, the Districtal Education Secretariat, the Districtal Health Secretariat, Districtal Planning. Each entity complements the work of the DPAE and Caja de Vivienda Popular in the following matters: contribution in resources for the program, the assignment of family subsidies for shelter, introduction of the communities in the public services network, the withdrawal of the utilities network from the evacuated risk areas, the incorporation of these zones in the programs for protection, rehabilitation and environmental recovery.

The second group is composed by communitarian organizations such as the Communitarian Action Boards (JAL), Popular Shelter Organizations and Neighbors’ Committees. These key players enriched the process by issuing proposals and forwarding processes to solve problems in the practice.⁴

RESOURCES

Resources flow mainly from the participant entities which generally come from what the Districtal budget assigns to each agency. The District invested almost 50.000 million pesos in the Resettlement Program since its beginnings to the year 2005. The FOPAE and Caja de Vivienda Popular have administered and executed expenses with their own resources, and also the ones of the Fondo de Desarrollo Local de Ciudad Bolívar.

Human resources have been contracted by these two agencies according to their specialization areas and responsibilities and in harmony with the agreements between both entities. There is a harmonic collaboration between both entities.

The following is an annual budget for this practice for the last 5 years which specifies

⁴ The person in charge of this practice is Fernando Ramírez Cortés: framirez@fopae.gov.co

the origin of the funds and the percentage of funds each sponsor gives.

| Associate | Year 1 | Year 2 | Year 3 | Year 4 | Year 5 | Total % |
|--|----------------|----------------|------------------|------------------|------------------|------------------------|
| Fondo de Prevencion y Atencion de Emergencias de Bogota –Fopae | 500,000 | 600,000 | 700,000 | 350,000 | | 2,150,000 (26%) |
| Caja de la Vivienda Popular | | | 1,950,000 | 1,500,000 | 1,500,000 | 4,950,000 (59%) |
| Fondo de Desarrollo Local de Ciudad Bolivar | | | 650,000 | 600,000 | | 1,250,000 (15%) |
| Total Budget USD. | 500,000 | 600,000 | 3,300,000 | 2,450,000 | 1,500,000 | 8,350,000 |

IMPORTANT DATES

- June, 1999: based upon the studies developed by FOPAE, the resettlement of 110 families from Santa Viviana and Vista Hermosa neighborhoods was initiated.
- March- August, 2002: The Direction for the Prevention and Attention of Emergencies emits technical concepts that recommend the resettlement of 1,000 families and initiates to evacuate those families from the neighborhood Cerro del Diamante. Transitory relocations were developed until some definitive actions were defined.
- August 2002: an inter-administrative cooperation agreement was signed between FOPAE, Caja de Vivienda Popular- CVP and Ciudad Bolivar's Local Development Fund to resettle the families living in the area.
- April 2003: Bogotá's mayor, signs Decree 094 in which the VUR (Unique Recognition Value).
- July, 2003: the mayor signs Decree 230 which assigns responsibilities regarding the resettlement program for families living on high-risk areas.
- April 2004: inauguration of Ciudadela Renacer (Rebirth Urbanization). This project was lead by a community based housing organization and gave housing solution for 170 families from Altos de la Estancia sector.

4 Relevance to Megacities

- **UNIVERSALITY AND TRANSFERABILITY:** The resettlement program as a means to prevent disasters is a practice that may be transferred to any municipality, city or country that counts with human settlements in areas threatened by landslides, flooding or any risk which is immitigable. The challenge is to have creative responses to the problems each megacity generates. It is important to notice that the

main difficulty is to find an appropriate land for the evacuated families: the unplanned growth of cities, especially in Latin America, practically minimizes legal and economical options.

- **APPLICABILITY:** This practice has been carried out with relatively low resources. The main element to have in mind is to find responsible agencies open to collaboration and qualified to promote communitarian participation. With the adequate adjustments, this practice could be implemented in other megacities. Something to keep in mind is the following: resettlement should be the last option and it should take place where no mitigation works are possible or economically viable.
- **EXPANDABILITY:** The resettlement of families in Bogotá is directed to all the population that inhabits in high risk zones. Similar programs may be applied in areas where the number of families is less, i.e. one to five families, as in areas with a large number of families. The main condition is that the organization must be adapted to the number of families to attend and, most importantly, to their social and cultural conditions.
- **ORIENTATION AND FOCUS:** The resettlement of families is a strategy to intervene territories inhabited in extreme vulnerable conditions. It focuses in the protection of life of the inhabitants of these areas and the promotion of a legal shelter for everyone. Therefore, the program is oriented to reduce vulnerability of citizens but it also goes further and mobilizes towards the recovery of evacuated areas by initiating mechanisms to rehabilitate and protect these zones and avoid future invasions.
- **IMPACT AND EFFECTIVITY:** Since the beginnings of the program to the year 2005, 3,400 families have been attended in all of Bogotá which means approximately 15,000 persons have benefited from this practice and improved their living conditions by having access to secure and legal shelters that count with basic utilities and the State social services.
- **SUSTAINABILITY:** This item should consider two aspects, 1) this program is part of a series of action items addressed to implement a sound and integral disaster risk management process with the main objective of reducing social and natural risks. The time frame set in the POT is year 2010, nevertheless, since one of its components implies a cultural change to embrace prevention, mitigation and control of illegal procedures, the practice has a long-lasting purpose, and 2) sustainability may also be analyzed from the point of view of the beneficiaries of the program. In this perspective, the question would be the following: Are the acquired shelters sustainable? We may answer by saying that they certainly should, given the process of counseling that accompanied the program which promoted technically secure, legally viable, environmentally healthy and economically sustainable shelters. Nevertheless, the entities involved are expecting more qualitative results from the third phase of the Caja de Vivienda Popular in order to see if sustainability is a real

fact. One of the concerns is whether these families have been able to cope with new expenses (utilities) and new economical conditions.

- **MEASURABLE:** The evaluation and following of the program was done with a series of indicators in the areas of results, impact and products. The indicators consider the following items: number of resettled families (1,800), number of beneficiaries who actually reduced physical vulnerability (6,000), and quantity of recovered square meters (223,200 M²)⁵. These indicators provide quantitative criteria to evaluate the accomplishment of the goals and objectives. In addition, they may be considered in decision making procedures as linings to optimize the process. The qualitative indicators are still in process of development.
- **ACHIEVABLE:** Once financial resources are assigned in the budget of the responsible agencies, the family groups to be attended each year are determined according to the social priorities already set. The process comprises three phases: Recognition and Sensibilization; Integral Counseling for the Relocation Process; Follow-up and Monitoring. Calculations indicate that 15 months are needed for the development of the three phases. Nonetheless, sometimes this timing is not achieved due to external factors such as poor shelter supply, legal matters, disputes between the family members, among others. The entity in charge of social counseling is engaged to accompany the family in this process and provide advice until the process ends.
- **RELEVANT:** This practice promotes basic living conditions for communities which do not count with sufficient resources. The most original element that needs to be exploited in further practices is the Popular Housing Organizations which help solving problems originated in the gap between the expectations raised within the families and the actual offer of shelters. It is a good example of self-agency that if accompanied and supervised properly may guarantee sustainability.
- **ASSIMILATION AND INTEGRABILITY:** The response of the beneficiaries has been positive. The fact that communitarian organizations were formed and continue to have an active role suggests an interest in furthering a process that has constituted a solid social network. The practice has integrated the community and softened the relationship between citizens and institutions.

⁵ These are the results in the specific case of Altos de la Estancia.

5 Supporting Documentation

GEORIEGOS “*Risk Study and Mitigation Measures for the Altos de la Estancia Sector in Ciudad Bolívar*” (2004)

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Knowledge Base Coding Reference:

Name of the Practice: Resettlement of Families Living in High Risk Areas

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