

# Lessons learned from a resettlement in Colombia, South America: The Gramalote case

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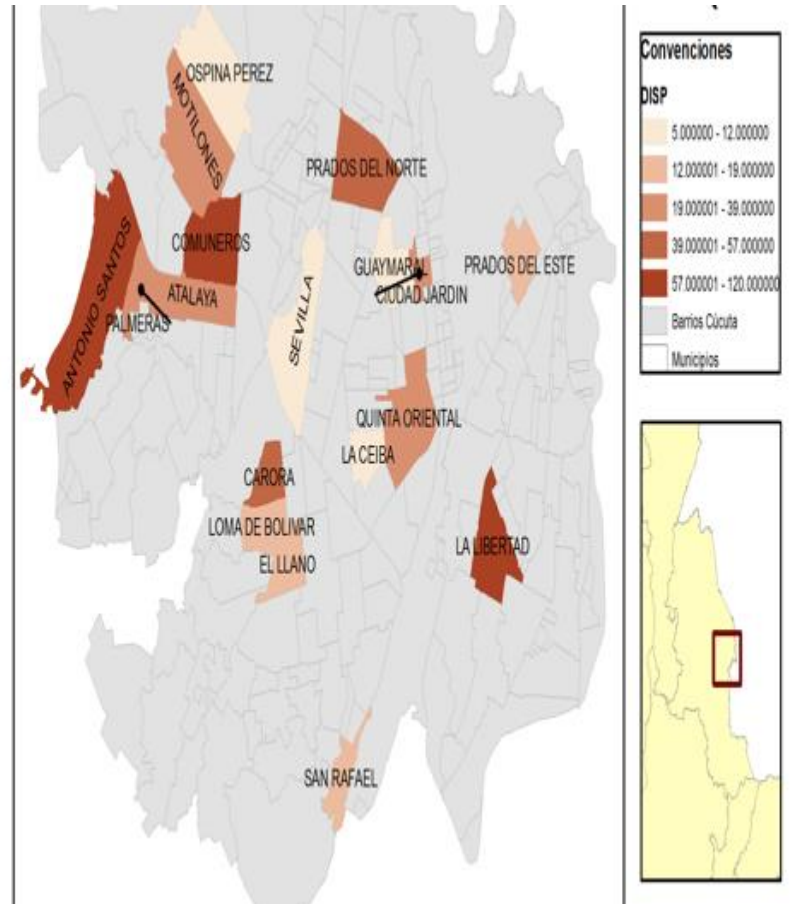
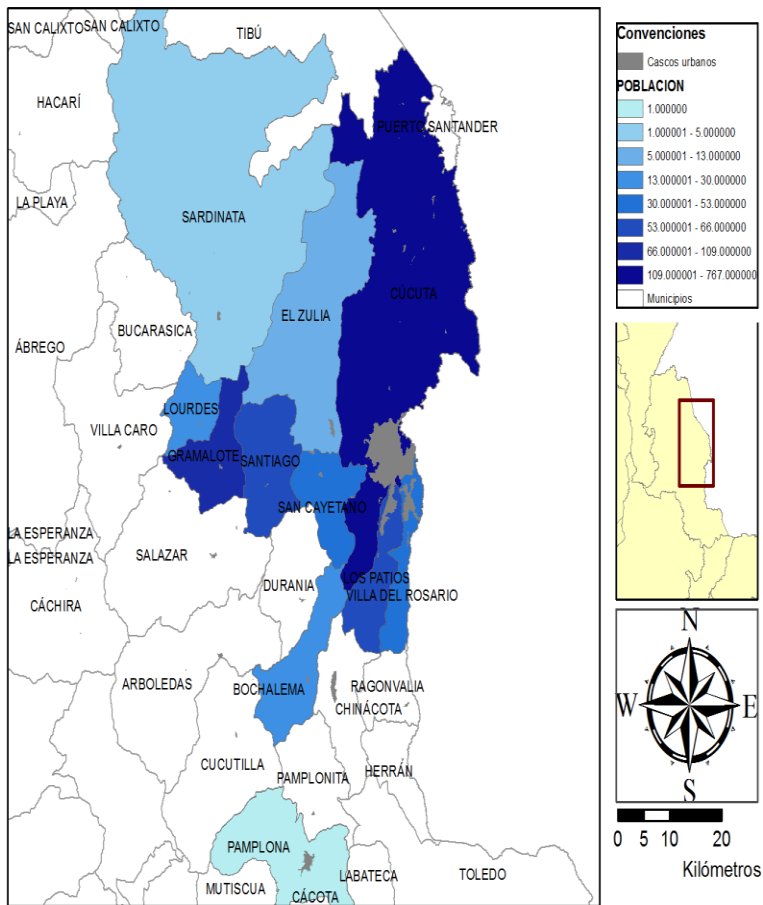
Independent consultant and researcher



The old site, December 2010



100 Ha. – over 1.000 families displaced (3.400 people)

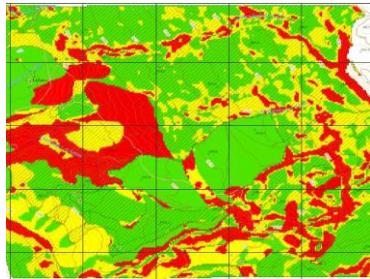


Fuente: Universidad de Pamplona (2013). "Mapa de organizaciones sociales y comunitarias del municipio de Gramalote"

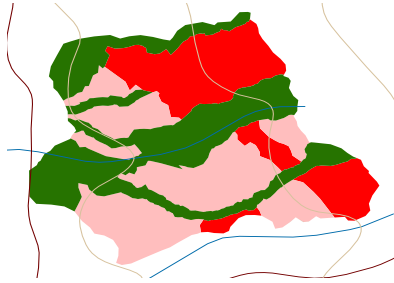


The new site, December 2016

# 1. Finding the right place to relocate



Geologic stability:  
hazard maps and  
geotechnical studies



Environmental  
impact and  
ecosystem services



Urban-regional and  
urban-rural relations



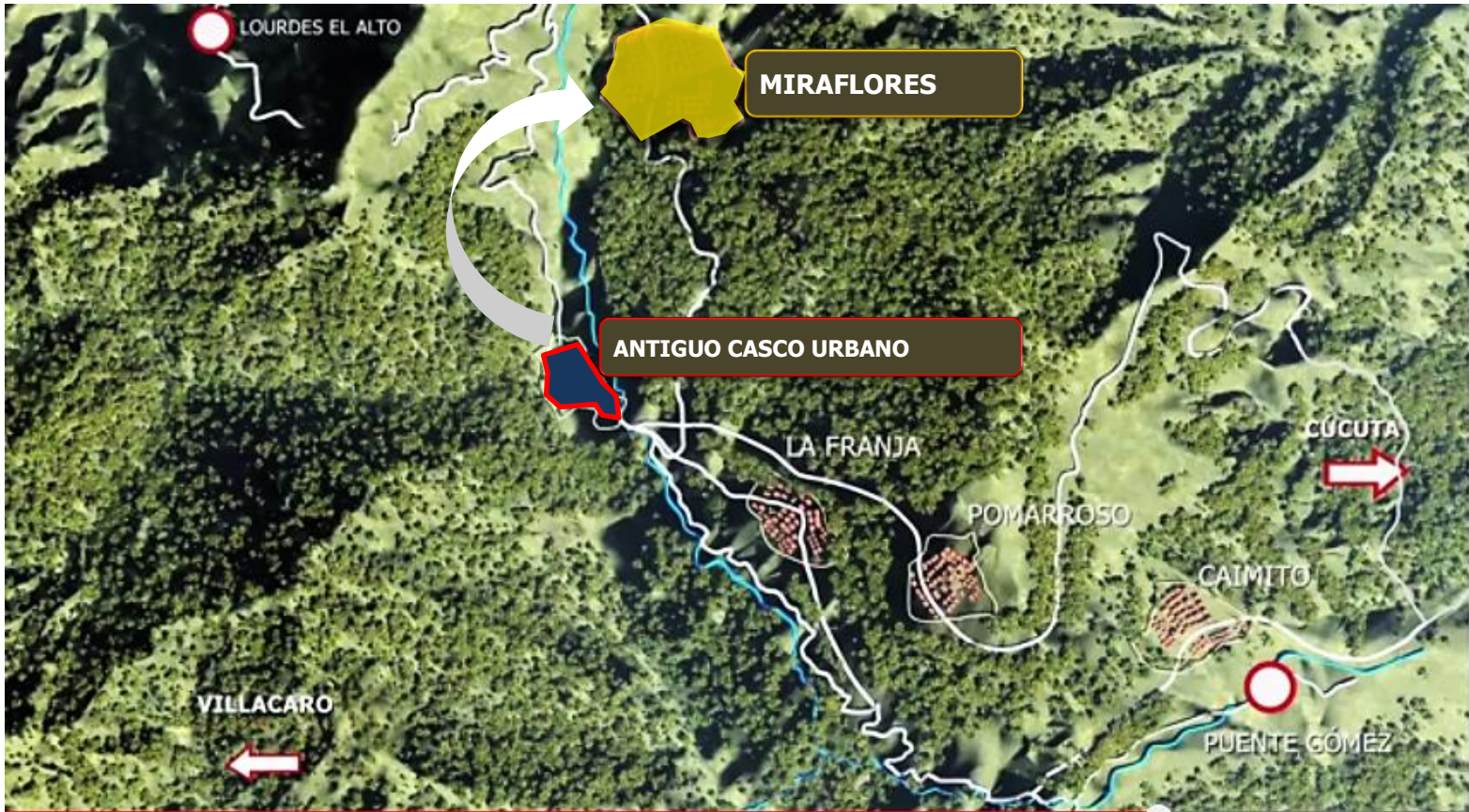
Accessibility



Public utilities: water  
availability



Time needed for  
construction



## 2. Institutional and governance framework

- Who is in charge?: Centralized execution and institutional coordination
- Trust building and dealing with institutional capacities and practices
- Decision making scheme: The Gramalote Working Group
- Participatory processes, key for success. Some milestones are:
  - ✓ Urban design
  - ✓ House design
  - ✓ Survey validation
  - ✓ Spatial planning: “*Esquema de ordenamiento territorial*”
  - ✓ House assignment: collective neighborhood agreements
  - ✓ Community and family life plans



Gramalote Working Group: Office of the Mayor, the Governorate, the *Personería*, the Municipal Supervisorship, the Fondo Adaptación, the Community Action Boards Association, the parish priest, and a representative from the Community



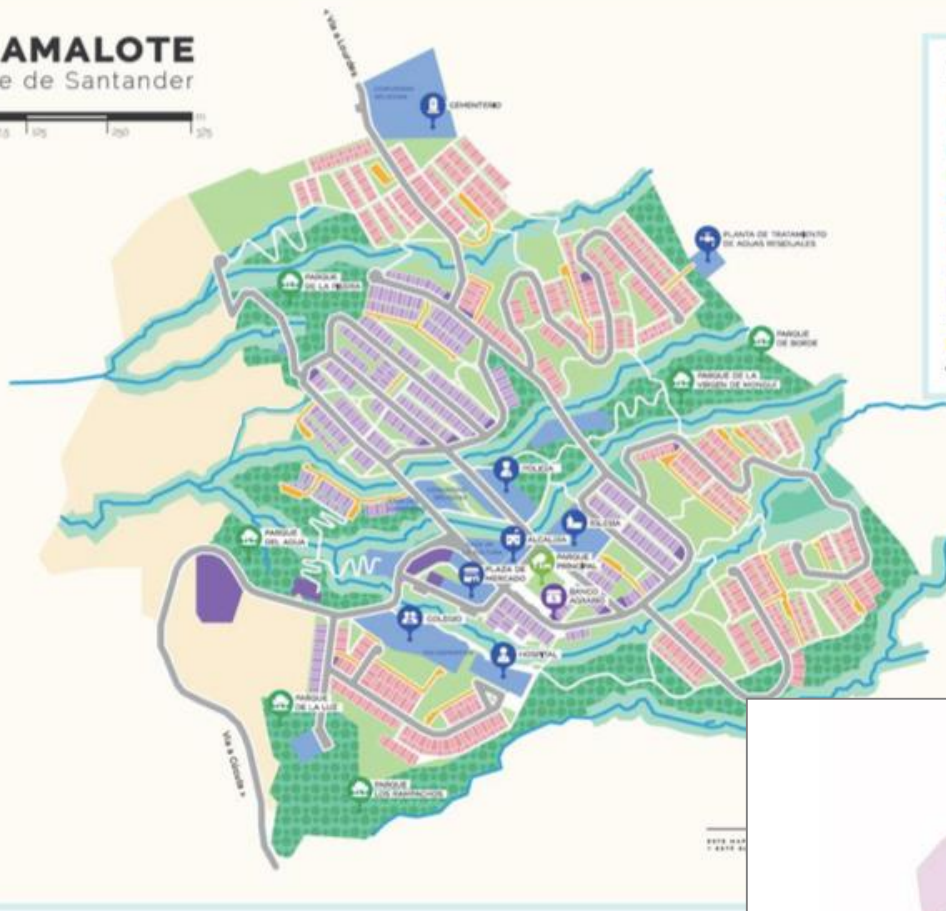
House assignment process (Source: Aecom, 2016)





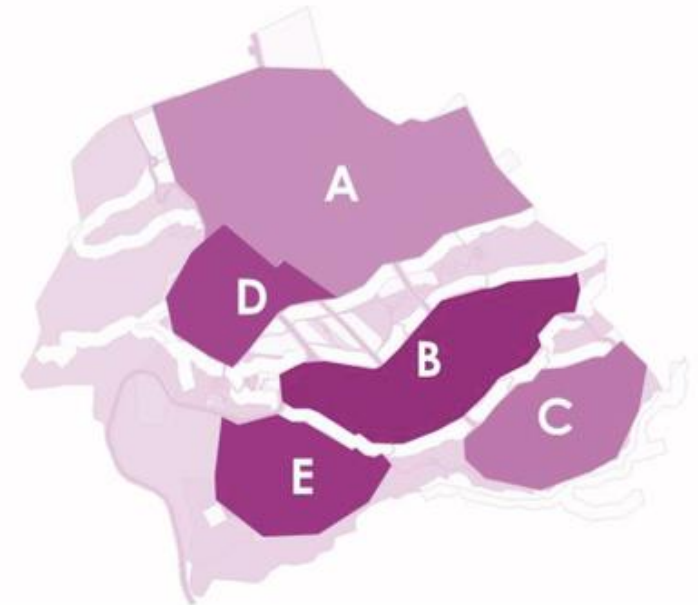
# GRAMALOTE

Norte de Santander



## CONVENCIONES

- Suelo de Expansión
- Suelo de Protección (Biodid)
- Espacio Público
- Zonas verdes comunales
- Cuerpos de agua
- Equipamientos
- Zonas residenciales
- Zonas mixtas
- Lotes mixtos
- Eje vial principal
- Vehiculares Restringidas
- Pedestros

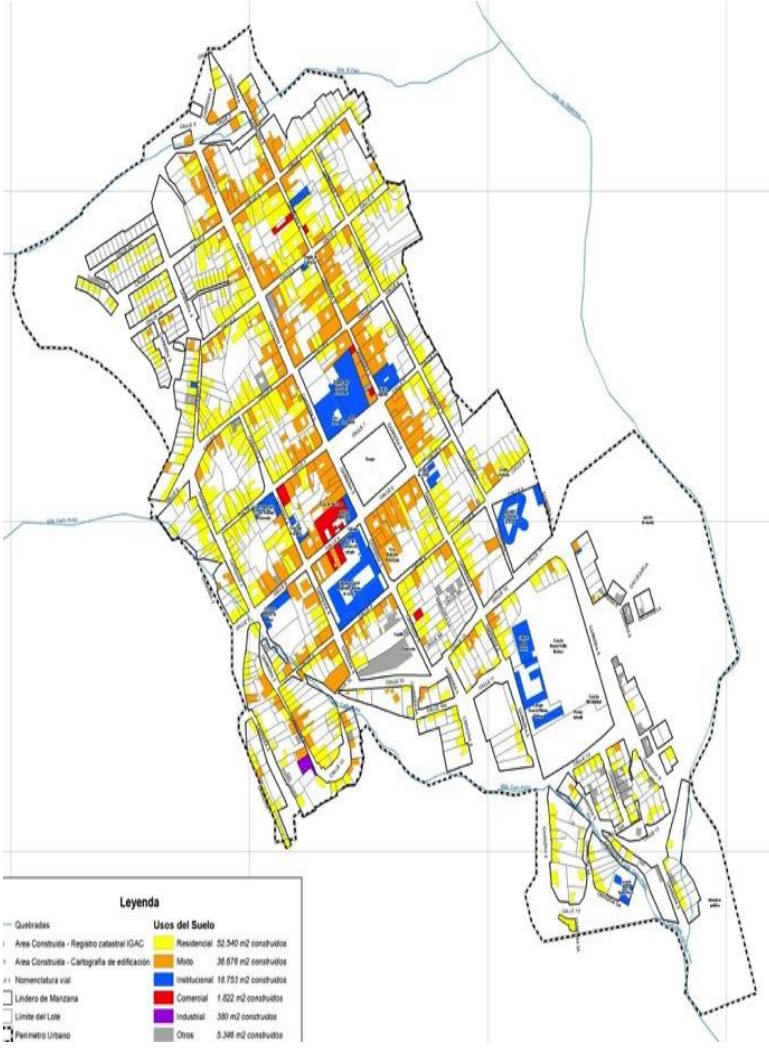


Chosen neighborhood distribution

### 3. Exhaustive survey for establishing base line, impacts and necessities

- Detailed Socio-economic characterization of each household (before and after the event) and impact assessment (physical, environmental, social, psychological, economical, institutional)
- Title deeds and plot studies in the original site in order to define measures accordingly (swap mechanism for owners, public housing program for tenants)
- Validation of the survey before final adoption: establishing a transparent mechanism

Category of land possession of families living in the urbanized center of Gramalote before the disaster (2010)		
Owners	Owners	322
	Holders	223
	Holders of rights and shares	43
	Occupants of vacant lots	18
Tenants	Simple occupants	504
	Total families	1.110



**Tradicional**

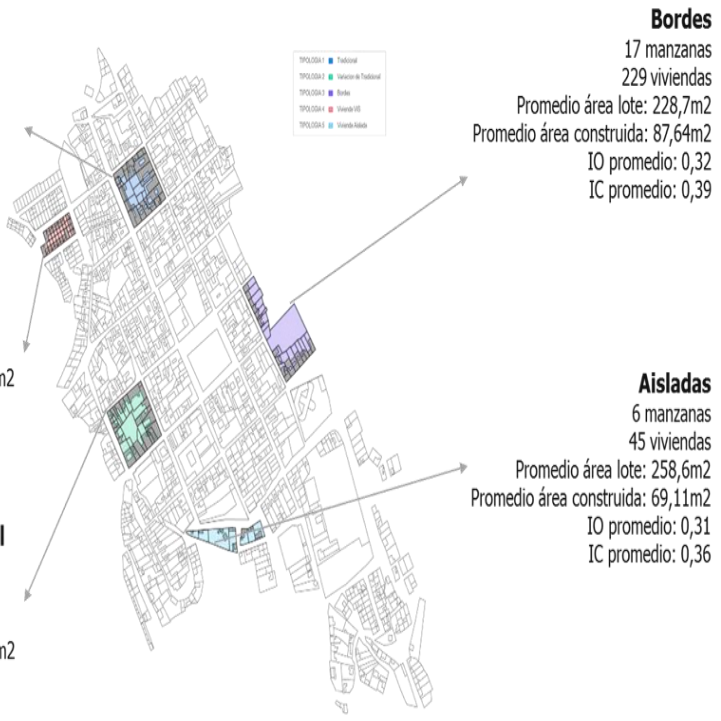
12 manzanas  
 164 viviendas  
 Promedio área lote: 251,6m<sup>2</sup>  
 Promedio área construida: 155,4  
 IO promedio: 0,62  
 IC promedio: 0,87

**V.I.S.**

6 manzanas  
 77 viviendas  
 Promedio área lote: 83,96m<sup>2</sup>  
 Promedio área construida: 52,79m<sup>2</sup>  
 IO promedio: 0,47  
 IC promedio: 0,63

**Variación de la tradicional**

11 manzanas  
 225 viviendas  
 Promedio área lote: 201,17m<sup>2</sup>  
 Promedio área construida: 121,5m<sup>2</sup>  
 IO promedio: 0,48  
 IC promedio: 0,63



# Swap mechanism



EN GRAMALOTE  
**¡TODOS  
PONEMOS!**



606 owner families



Fondo  
Adaptación



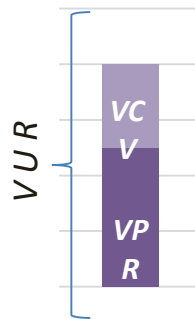
Unique recognition  
value (Valor Unico de  
Reconocimiento)

70m2 houses in 150m2 (up to 135 SMMLV)



At risk property value  
(before disaster) up to  
135 SMMLV (National  
Minimum Wage)

Entrega de la propiedad  
o el derecho real que  
tenga sobre el bien al  
municipio para el  
manejo del antiguo  
casco urbano



Complementary  
vulnerability value

$$VCV = VUR - VPR$$



## 4. Need of a comprehensive impact based relocation plan

COMPONENTS	PROGRAMS
1. Access to a safe and sustainable habitat	Selection and purchase of a secure location
	Land use change approval
	Consolidation of the new administrative center in Miraflores
	Access to decent housing
2. Reconstruction of the social fabric to build a resilient community	Collective support
	Family support
3. Economic development with a regional, comprehensive, sustainable approach	Capacity building
	Economic rehabilitation
	Economic recovery ( <b>urban and rural</b> )
4. Governance and strengthening local government	Management of the former urbanized center
	Support to strengthen the Gramalote Municipal Risk Management System
	Comprehensive municipal territorial management
	Effective municipal public administration
	Municipal information system
5. Prevention and mitigation of impacts on the host population	Actions to mitigate impacts on the population in the Miraflores area (host population)
6. Effective and permanent communication mechanisms	Design and implementation of a system of communication and information for the Gramalote community

## 5. Financial issues: budget, funding sources and sustainability

- The plan should be formulated accordingly to the available financial resources
- A proper budget should be based on detailed designs (geotechnical measures, infrastructure, roads) in order to avoid miss estimation of costs
- Post- relocation stabilization phase should be taken into account
- There should be a balance between infrastructure and social and economic support programs.
- Financial adjustments and fund raising are needed all the time: unforeseen expenses may reduce initial scope (often priority is given to infrastructure at the expense of social or economic components)
- Funding can't come exclusively from the State: Private sector, church, donations, inhabitants.
- One of the big challenges is to reestablish the market and economic dynamics: have plots available for private investors, services (bank, cellphone company, etc.), local business; incentivize rural development and reestablishment of rural-urban-region economic relations

Gramalote: USD\$180 million – 1.110 households – 3.400 people

## 5. Simultaneity of different stages

- Flexibility and adaptation to changing conditions during the process (political, legal, financial) are essential
- Planning while doing
- Strong support to the community during the transition is fundamental (6 years): psychological, income generation, social fabric strengthening



Setup and pre-relocation

2012-2015

Construction of infrastructure and preparation for the relocation

2014-2018

Relocation

2016-2018

Post-relocation

2017-2018 (?)

## 5. Is not easy to synchronize people expectations with legal, financial and technical constraints

- Shared responsibility should be established from the beginning (i.e. “Unique recognition value VUR”, old site acquisition mechanism, maintenance of utilities and public buildings, insurance)
- Regulations should define public responsibility when relocation is needed for risk or disaster (who pays what, conditions for access to housing, legal tools for providing economic aid, management of the old site, land acquisition fast track)
- Time is a huge challenge: being realistic based on technical elements is not always compatible with social vulnerabilities and political priorities
- Restrictions vs freewheel: time will tell
- there are always unexpected issues to deal with.
- Town development is a long term process
- Permanent communication mechanisms are essential



## 5. Knowledge management

- Knowledge management mechanisms should be established from the beginning
- Advance public policy from experience
- Institutional framework, methodologies, good practices and lessons learned should serve to other cases
- Is necessary to mitigate the impact of learning curve lost due to frequent changes of decision makers and professionals involved
- Relocation projects are more than public housing programs (but many housing programs are relocation projects themselves)
- Use of installed capacity for new cases is desirable (i.e. Mocoa)