

Country Name	Project for Strengthening the Integral Rehabilitation System for Persons with Disabilities, Especially for Victims of Landmines
Republic of Colombia	

I. Project Outline

Background	Colombia has been strewn with many landmines over four decades of civil war between illegal armed entities such as anti-government insurgent groups and the government forces. Ordinary people were frequently victimized by the landmines which was a major cause of disabilities. However, very few people had appropriate knowledge on the first aid to be conducted immediately after the landmine accidents, which caused many secondary disabilities. Personnel at the primary and secondary level hospitals did not understand the concept of rehabilitation and conducted surgery without consideration of reconstruction or function recovery, which hindered social reintegration of the victims. On the other hand, although tertiary or higher level hospitals, where the landmine victims underwent rehabilitation, had rehabilitation personnel of a certain level of quality and quantity such as physical therapists and occupational therapists, team rehabilitation had hardly been exercised. Under such circumstances, strengthening of the integral rehabilitation system for the persons with disabilities (PWDs) was needed.																
Objectives of the Project	Through the capacity development of the rehabilitation personnel and development of the related guidelines, the project aimed at improving the quality of the integral rehabilitation* for PWDs, especially landmine victims in Valle and Antioquia Departments, thereby contributing to inclusion of PWDs in the National Socio-Economic Policy Deliberation Council Document. *The integral rehabilitation is defined as “integration of the strategy, plan, program and activities for physical and psychological rehabilitation, from the legal, medical, psychological and social perspectives.” The project focused on first aid to prevent infection and secondary disability, functional rehabilitation services to increase the independence level of the activities of daily living (ADL) mainly of amputees and persons with visual impairment, improvement of the access to information on the rights and responsibilities of PWDs and landmine victims.																
	Overall Goal: Integral rehabilitation for persons with disabilities, especially for victims of landmines, is included in the CONPES (Consejo Nacional de Política Económica y Social) No. 80, that is, National Socio-Economic Policy Deliberation Council Document. Project Purpose: The quality of integral rehabilitation for persons with disabilities, especially landmine victims, in Valle and Antioquia Departments is improved.																
Activities of the project	<ol style="list-style-type: none"> 1. Project site: Departments of Valle del Cauca and Antioquia 2. Main activities: Training of the professionals of the target institutions and other health providers on integral rehabilitation for PWDs including landmine victims, development of guidelines on amputation rehabilitation and visual impairment rehabilitation, implementation of the strategies on information, education and communication on the rights and responsibilities of PWDs including landmine victims, training of the personnel at the municipality and community levels on the guidebook of prehospital attention for landmine victims, etc. 3. Inputs (to carry out above activities) <table border="0" style="width: 100%;"> <tr> <td style="width: 50%;">Japanese Side</td> <td style="width: 50%;">Colombian Side</td> </tr> <tr> <td>1) Experts: 7 persons</td> <td>1) Staff allocated: 74 persons</td> </tr> <tr> <td>2) Training in Japan: 26 persons</td> <td>2) Land and facilities: Office space and equipment, etc.</td> </tr> <tr> <td>3) Training in the third country: 9 persons</td> <td>3) Operation cost for training implementation, etc.</td> </tr> <tr> <td>4) Equipment: PCs, rehabilitation equipment, etc.</td> <td></td> </tr> <tr> <td>5) Operation cost for travel expenses, hiring national consultants, translation, etc.)</td> <td></td> </tr> </table> 					Japanese Side	Colombian Side	1) Experts: 7 persons	1) Staff allocated: 74 persons	2) Training in Japan: 26 persons	2) Land and facilities: Office space and equipment, etc.	3) Training in the third country: 9 persons	3) Operation cost for training implementation, etc.	4) Equipment: PCs, rehabilitation equipment, etc.		5) Operation cost for travel expenses, hiring national consultants, translation, etc.)	
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Ex-Ante Evaluation	2007	Project Period	August 2008 to August 2012	Project Cost	(ex-ante) 240 million yen (actual) 249 million yen												
Implementing Agency	Directorate for Comprehensive Action against Antipersonnel Mines (DAICMA) (former Presidential Program for Comprehensive Action against Antipersonnel Mines (PAICMA)), Ministry of Health and Social Protection (MSPS) (former Ministry of Social Protection (MPS)), Department Secretariat of Health of Valle (SDSV), Sectional Direction of Health of Antioquia (DSSA)																
Cooperation Agency in Japan	National Rehabilitation Center for Person with Disabilities																

II. Result of the Evaluation

1 Relevance	<p><Consistency with the Development Policy of the Colombia at the time of ex-ante evaluation and project completion></p> <p>The project was consistent with Colombian development policies, as the promotion of the rehabilitation services for PWDs and their social participation were included in the National Plan of Public Health (2007-2010) at the time of the ex-ante evaluation and National Development Plan (2010-2014) at the time of the project completion.</p> <p><Consistency with the Development Needs of Colombia at the time of ex-ante evaluation and project completion ></p> <p>Many people have become victims of land mine every year in Colombia (1,110 in 2005). In the places where mine accidents occurred,</p>
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it was very difficult to provide adequate first aid and health care services, and many of these victims also suffered from secondary disabilities. Though the number of the landmine victims decreased since the time of the ex-ante evaluation, as mentioned later, there were still great needs for improving rehabilitation and promoting social participation of PWDs at the time of the project completion.

<Consistency with Japan's ODA Policy at the time of ex-ante evaluation>

Based on the policy dialogue between Colombia and Japan in 2006, peace building was selected as one of the four assistance priority areas, which includes support for socially vulnerable people¹.

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Status of Achievement for the Project Purpose at the time of Project Completion>

The Project Purpose was achieved by the project completion. Through the training of the rehabilitation personnel and development of the related guidelines, the four target institutions (Valle University Hospital (HUV), IDEAL Foundation (IDEAL), Saint Vicente Foundation of University Hospital (HUSVP), the Rehabilitation Committee (COMITE)) acquired knowledge and skills related to the integral rehabilitation and improved their services, as 97.4% of the patients showed satisfaction with the services, according to the survey conducted during the project period. These four institutions diffused their knowledge on team rehabilitation, ADL evaluation, rehabilitation for amputees and vision rehabilitation to 19 other health institutions in Valle and Antioquia Departments. Also, the trained personnel conducted activities for diffusion of their acquired knowledge on the rights and responsibilities of PWDs including landmine victims and pre-hospital attention. Thus, it can be said that the integral rehabilitation for PWDs including landmine victims from the early attention and their knowledge on the rights for social participation were strengthened.

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

The main target of the project was landmine victims. However, their number has been gradually decreasing since the peace process with the FARC² guerrilla started in 2011 with the initial conversation approaches. The negotiation table was set in Oslo in the 12th of October, 2012. As explained in this paragraph, the integral rehabilitation services have mostly continued but are provided to PWDs in general. Therefore, it is judged that the project effects have continued. All of the four institutions have continued their activities for diffusing the knowledge on integral rehabilitation acquired from the project. For example, IDEAL developed the Integral Rehabilitation Model "IDEAL" based on the project experience and conducted the international courses on the model in 2013 and 2015. HUV has shared the project experience in the functional rehabilitation, cooperative rehabilitation, etc. to the postgraduate and undergraduate students. HUV has also accepted intern professionals from IDEAL's projects for capacity development of the medical institutions in other departments. HUSVP organized training on the integral rehabilitation for the personnel of other hospitals and NGOs. COMITE shared the project experience in various symposiums and conferences. According to these four institutions, all of them have continued practicing techniques acquired from the project (team rehabilitation, ADL evaluation, rehabilitation for amputees and visual impairment), and all of the interviewed patients are satisfied with these services. Though the data of the percentage was not available, the personnel who received the training in the project have implemented their diffusion activities on the rights and responsibilities of PWDs. As for pre-hospital attention, diffusion activities have been conducted in Antioquia but not in Valle. This is because the needs have diminished as the number of the landmine victims has decreased since the project completion as shown in the table.

	2012	2013	2014	2015	2016
Civilian	295	196	103	60	14
Armed force	294	222	187	158	26
Total	589	418	290	218	40

Source: Directorate for Comprehensive Action against Antipersonnel Mines.

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The Overall Goal has been achieved. The integral rehabilitation for PWDs including land mine victims is included in the document of the National Council of Economic and Social Policy (CONPES) 166 of 2013. The Public Policy of Disabilities and Social Inclusion has five strategic pillars and one of them mentions the necessity of the integral rehabilitation, early detection and attention, etc. According to the Ministry of Health, the revision of this policy is attributed to the project experience.

<Other Impacts at the time of Ex-post Evaluation>

First, the project experience of the integral rehabilitation has been extended to other departments. For example, in the hospitals in the Departments of Bolívar, Chocó and Cauca, the concept of integral rehabilitation has been introduced by the Ministry of Health, with a focus on ADL and the concept of PWD's independence. Second, based on the project experience, functional rehabilitation for children with disabilities has been developed. Based on ADL evaluation strengthened by the project, IDEAL and COMITE have started specific activities of rehabilitation for children with disabilities including cognitive disabilities such as autism. As well, rehabilitation professionals of HUV have become able to carry out functional assessment of children with disabilities. Third, in HUSV the project contributed to the opening of an academic course by physicians specializing in general surgery. This course focuses on the amputation procedures as well as integral rehabilitation. For undergraduate students interested in completing their internship in physiatry, this hospital offers practice opportunities to them. Fourth, integral rehabilitation has brought some positive changes to the service users. According to the interviewed patients and families who use the services of the target institutions, they have improved the independency level in the daily life such as dressing, eating, moving by themselves. No negative impacts on the natural and social environment have been produced by the project.

<Evaluation Result>

In light of the above, through the project, the project purpose was achieved and the effects have continued. The Overall Goal has been achieved, and several positive impacts have been confirmed. Therefore, the effectiveness/impact of the project is high.

¹ Ministry of Foreign Affairs of Japan (2008). "ODA Databook 2007."

² It is an anti-government armed group named Fuerzas Armadas Revolucionarias de Colombia in Spanish.

Achievement of the Project Purpose and Overall Goal

Aim	Indicators	Results
<p>(Project Purpose) The quality of integral rehabilitation for persons with disabilities, especially landmine victims, in Valle and Antioquia Departments is improved.</p>	<p>Indicators: 1. The target health service institutions (HUV, Fundación IDEAL, HUSVP, Rehab Committee) have implemented activities for diffusing the knowledge on integral rehabilitation acquired from the project (team rehabilitation, ADL evaluation, rehabilitation for amputees, vision rehabilitation)</p>	<p>(Terminal Evaluation) <u>Achieved.</u> - 12 institutions in Valle and 7 institutions in Antioquia received the training and have implemented activities for diffusing the knowledge on integral rehabilitation from the four target institutions. 8 trainings were conducted in Valle, Antioquia and nationwide on ADL evaluation, rehabilitation for amputees, vision rehabilitation, etc. (Ex-post Evaluation) <u>Continued.</u> - All of the four target institutions have implemented activities for diffusing the knowledge on integral rehabilitation acquired from the project.</p>
	<p>2. There are positive answers in more than 80% of the items on functional rehabilitation in the satisfaction survey for PWDs, especially victims of MAP/MUSE/AEI, users in the target health service institutions. * MAP: antipersonnel mine, MUSE: unexploded ordnance, AEI: improvised explosive device.</p>	<p>(Terminal Evaluation) <u>Achieved.</u> - 97.4% of the patients answered that they are satisfied with the rehabilitation services. Almost 100% answered that they received sufficient explanation before the service, rehabilitation meets ADL needs, and the professionals have appropriate knowledge. (Sample size: 162) (Ex-post Evaluation) <u>Continued.</u> - According to the satisfaction survey conducted only by HUV, 97%, 92% and 93% of the patients were satisfied with the services in 2014, 2015 and 2016, respectively. (Sample size: not available) - All of the 11 patients interviewed at the ex-post evaluation survey answered that they are satisfied with the rehabilitation services they receive. - The information specifically from the landmine victims was not available at the ex-post evaluation survey.</p>
	<p>3. More than 50% of the persons who received training have implemented activities to diffuse the knowledge on the rights, responsibilities and mechanisms for PWDs to access services stipulated by the law.</p>	<p>(Terminal Evaluation) <u>Achieved.</u> - According to the project monitoring, 66.9% of the trained in Valle and 76.7% of the trained in Antioquia have implemented activities to diffuse the knowledge on the rights, responsibilities and mechanisms for PWDs to access services stipulated by the law. (Ex-post Evaluation) <u>Partially continued.</u> - Though the data of the trained persons who implemented diffusion activities could not be confirmed, they have continued the diffusion activities as follows. - IDEAL conducted 9 activities related to the rehabilitation and social participation of PWDs from 2013 to 2015. - HUV annually conducted more than 500 medicine and rehabilitation activities for the patients' orientation in their rights and responsibilities to access the services established by the law from 2013 to 2016. - DSSA every year conducted diffusion and training activities on PWDs support for the municipalities from 2013 to 2015. - COMITE conducted the training of the trainers on the rights and responsibilities of PWDs in 2012. The training target was the municipalities.</p>
	<p>4. More than 50% of the persons who received the training have implemented activities to diffuse the knowledge on pre - hospital attention.</p>	<p>(Terminal Evaluation) <u>Achieved.</u> - 75 of the 88 trained in Valle (85%) and 35 of the 60 trained in Antioquia (58%) have implemented activities to diffuse the knowledge on pre-hospital attention. (Ex-post Evaluation) <u>Not continued.</u> - In Antioquia, the data of the trained persons who implemented diffusion activities could not be confirmed. However, DSSA conducted the training for the community leaders on prehospital attention with emphasis on the antipersonnel mine in 2013 and 2014. - As for Valle, no diffusion activities related to prehospital attention have been conducted.</p>
<p>(Overall goal) Integral rehabilitation for persons with disabilities, especially for victims of landmines, is included in the CONPES (Consejo Nacional de Política Económica y Social) No. 80, that is, National Socio-Economic Policy Deliberation Council Document.</p>	<p>1. The institutions of the national system of disability realize and promote the national disability policy which has involved the integral rehabilitation for PWDs including victims of MAP/MUSE/AEI.</p>	<p>(Ex-post Evaluation) <u>Achieved.</u> - The idea of the integral rehabilitation for PWDs, especially land mine victims is included in the document CONPES 166 of 2013. - Health institutions including the target institutions provide the integral rehabilitation services and additivities for diffusion in accordance with the document CONPES 166 of 2013.</p>

Source: xxx.

3 Efficiency

The project period was as planned, but the project cost slightly exceeded the plan (ratio against the plan: 100% and 104%, respectively). Therefore, the project efficiency is fair.

4 Sustainability

<Policy Aspect>

Besides the document of CONPES 166 of 2013, integral rehabilitation has been prioritized in other two important public policies: Policy of Integral Action against Land Mines (2009-2019) and Policy for Integral Attention and Reparation for Armed Conflict Victims (2011-2021).

<Institutional Aspect>

MSPS is responsible for the rehabilitation services for PWDs. Particularly for the landmine victims, DAICMA has an important role for support for the victims, landmine elimination, promotion of the national action plan against the landmines, etc. In the target four institutions, the following number of the physicians and other rehabilitation personnel are assigned (16 and 94 at HUV, 6 and 115 at IDEAL, 7 and 16 at HUSVP and 6 and 27 at COMITE), and they are sufficient to provide integral rehabilitation and conduct training to other hospitals. All of them have their own database on provision of the rehabilitation services and follow-up of the patients and utilize the information for research activities. Regarding the information sharing among the related organizations, HUV exchanges information related to the integral rehabilitation with IDEAL and other hospitals in the municipalities where there are no rehabilitation physician. Dissemination activities to promote PWDs' access to the public services are coordinated by various actors including MSPS, the Ministry of Interior, organizations of PWDs and local governments. According to MSPS, most of the facilitators trained by the project have continued the activities for dissemination, and these activities heavily depend on support from the territorial authorities which have the strategy of community based rehabilitation. As long as the authorities sustain the strategy, there will be enough facilitators for dissemination of rights for PWD, according to DSSA. Dissemination activities on pre-hospital attention have been only partially conducted. This is because there is less necessity than before, as the number of the land mine victims has been decreasing since the peace process started.

<Technical Aspect>

It is judged that the rehabilitation personnel have sufficient knowledge and skills for the integral rehabilitation at all of the four target institutions. Concretely, trainings are conducted every year for the personnel including the newly joined personnel. Other evidences include the high satisfaction of the patients at HUV, integral rehabilitation model originally developed by IDEAL, strict selection and periodic review of the personnel at HUSVP, etc. The guides on visual impairment rehabilitation have been utilized at HUV and HUSVP. The guide on amputation rehabilitation has been utilized at all HUV, COMITE, HUSVP and COMITE. Facilitator of the dissemination activities on the rights and responsibilities of PWDs have sufficient skills as they underwent intensive training, according to MSPS and DAICMA.

<Financial Aspect>

The budget of MSPS which comes mainly from national budget has been increasing much (900 million Colombia peso (COP) in 2014 and 3,175 million COP in 2016). The budget sources of the department governments include the transfer from the national budget and own revenue such as collected tax. In case of Valle, the executed budget of SDSV has been increasing (348 million COP in 2013 to 713 million 2015), and it is sufficient to conduct training for the municipalities and also support HUV and IDEAL to disseminate the project experience to the neighbor departments, Nariño and Cauca. As for Antioquia, the executed budget of DSSA has been decreasing (1,350 million COP in 2013 to 450 million COP in 2016). However, it is sufficient to disseminate the knowledge acquired from the project to other municipalities, as the priority on the pre-hospital training has been diminished since the commencement of the peace negotiation. The executed budget of HUV has been on a moderate increasing trend (280 million COP in 2013 to 335 million COP in 2015), but HUV has faced a financial crisis. Being a public hospital, HUV has issues such as corruption and patronage and the government has recently intervened in the reform. This has affected the decrease of the personnel and less service of rehabilitation, though services are still provided to the extent of satisfying patients. However, the increase of the budget cannot be expected for the rehabilitation department until the financial situation is normalized. With regard to IDEAL, HUSVP and COMITE, the budget has been on an increasing trend³, and it is sufficient to provide integral rehabilitation services. Expenses of the landmine victims for rehabilitation services are covered with various sources such as ECAT-FOSYGA (Catastrophic Event of Traffic Accidents-Solidarity and Guarantee Fund) subaccount, coverage of the Benefit Plan under the Capitation Payment Unit, and resources of the territorial governments for landmine victims who are not affiliated with the General System of Social Security..

<Evaluation Result>

In light of the above, no major problems have been observed in terms of the policy, institutional, technical and financial aspects of the target institutions. Therefore, the sustainability of the effectiveness through the project is high.

5 Summary of the Evaluation

The integral rehabilitation for PWDs from the early attention to social participation has been strengthened. The four target institutions acquired knowledge and skills related to the integral rehabilitation and improved their services, which satisfied almost all the patients. They also diffused the project experience to other health institutions. These effects have mostly continued. Regarding the sustainability, provision of the integral rehabilitation for PWDs has been propped up by relevant policies and health institutions including the target institutions, though a small issue was raised related to the financial crisis of HUV. As for the efficiency, the project cost slightly exceeded the plan.

Considering all of the above points, this project is evaluated to be highly satisfactory.

III. Recommendations & Lessons Learned

Recommendations for Implementing agency:

- It is recommended for the four target institutions to continue to utilize the project experience in the pre-hospital attention. Even though the landmine victims have decreased, it is still an important means to minimize the secondary disability and promote the social participation of

³ The planned budget of IDEAL has increased from 213 million COP in 2013 to 1,030 million COP in 2016. The executed budget of HUSVP has moderately increased from 1,277 million COP in 2013 to 1,341 million COP in 2015. The executed budget of COMITE has increased from 5,752 million COP in 2013 to 7,600 million (projected) in 2016.

PWDs regardless their impairments.

- Even though HUV is in a financially difficult situation, it is suggested that HUV keep a necessary number of the personnel to provide rehabilitation services by using rehabilitation equipment by the project.

Lessons learned for JICA:

- The project was designed for improving the rehabilitation for PWDs, particularly the landmine victims, as indicated in the project title. On the other hand, by the time when the project started, the number of the landmine victims started to decrease as the negotiation for the peace agreement started between the government and the FARC guerilla. The project might have given an impression that it did not have much justification with regard to the target group. This was caused because it took two to three years from the assistance request to the project commencement as it does for most projects. However, the project was not only for the landmine victims and achievement of the objectives have not been affected, as the integral rehabilitation strengthened by the project is an effective approach for PWDs in general. Therefore, the project content did not have to be revised much except for the pre-hospital attention, but the objectives should have been described without the phrase “especially landmine victims” in order to correctly reflect the project orientation. When it takes a few years after the assistance request before the project commencement, it is necessary to examine whether there is any change in the situation surrounding the implementing agency and beneficiaries and revise the project description on the objectives or indicators at the time of the project commencement or even during the project period upon necessity.

- The project was successful in including the concept of the integral rehabilitation in CONPES 166 of 2013, which then adopted the Public Policy of Disabilities and Social Inclusion. Firstly, the project intervened in the policy formulation process in an appropriate timing. The Government of Colombia ratified the UN Convention on the Rights of Persons with Disabilities in 2011, and the momentum for social inclusion was increasing. Secondly, CONPES was being discussed and developed with participation from various sectors nationwide, and the concept of the project was easily reflected in the process. The concept of the integral rehabilitation which includes early detection and attention, team rehabilitation and ADL evaluation was exactly what was needed in that timing. Thus, for project formulation and implementation, it is important to deeply understand the international trend and national momentum and consider how the project could utilize them for achieving impacts at the policy level.



(Amputee patient receiving rehabilitation services at HUV)



(Amputee patient receiving rehabilitation services at HUV)