

COLOMBIA



Working environment

The context

Forced displacement remains a challenge in Colombia, where by mid-2009 the number of officially registered internally displaced people (IDPs) rose to more than three million. There is also a steady flow of Colombians seeking protection in neighbouring countries and other parts of the world. Most forced displacement has resulted from the long-lasting conflict, widespread violence and the illegal production of coca.

While many security-related indicators have improved at the national level, the number of IDPs registered annually has increased to some 300,000 in 2007 and 2008. Over the past few years, the conflict has moved away from urban centres towards

remote, less populated areas, such as lowlands, jungles and border regions.

Certain parts of the country are much more affected by displacement than others. In recent years, ten per cent of all the districts in Colombia have generated more than 60 per cent of the forced displacement. The areas mostly affected are located along the Pacific Coast, including in Cauca, Chocó and Nariño, as well as in Arauca, Antioquia, Guaviare and Sur de Bolívar.

The receiving areas are also highly concentrated, with 82 per cent of IDPs hosted in less than 10 per cent of the districts, mostly in large urban centres. Urban displacement in Colombia is characterized by “intra-urban” movements, with IDPs moving from one neighbourhood to the next in search of protection.

Planning figures

TYPE OF POPULATION	ORIGIN	JAN 2010		DEC 2010 - JAN 2011		DEC 2011	
		TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR	TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR	TOTAL IN COUNTRY	OF WHOM ASSISTED BY UNHCR
Refugees	Various	200	200	220	220	260	260
Asylum-seekers	Various	160	160	200	200	200	200
Returnees (refugees)		20	20	20	20	30	30
IDPs		3,290,000	556,330	3,590,000	585,000	3,890,000	600,000
TOTAL		3,290,380	556,710	3,590,440	585,440	3,890,490	600,490

● *The needs*

Providing protection continues to be one of the most pressing challenges in Colombia. The security conditions for IDPs remain difficult due to threats and other forms of intimidation, with the targeted killing of IDP leaders and the rape of women causing further displacement.

A limited response capacity to address the needs of displaced women and girls, the lack of security in return areas, difficulties in accessing land, and limited opportunities for work or other economic options, hamper possibilities for durable solutions.

The national response to IDP issues has improved over the past couple of years and the annual budget dedicated by the Government to displacement issues now stands at more than USD 550 million. However, serious gaps remain in the implementation of the comprehensive legal framework governing the rights of displaced people. For instance, national programmes do not receive sufficient funding at the local level, and where resources do exist, they are often not used due to a lack of technical capacity or political will. In addition, more than 60 per cent of the funds are tied up in subsidies, leaving little flexibility for the local authorities to adapt to local needs.

| **Main objectives** |

The main goal of UNHCR is to ensure that IDPs and persons at risk of displacement are able to enjoy their rights under

Colombian and international law, focusing on the following priorities:

Favourable protection environment

- Improve the implementation of key public policies at the local level, to facilitate access to services for IDPs.
- Ensure that Government policies recognize the varying needs of displaced people of different age, gender and ethnic background.
- Prevent displacement by setting up better early warning systems, encouraging a more informed approach by the national armed forces, enhancing the humanitarian space and ensuring the presence of civilian state institutions in key displacement zones.

Fair protection processes

- Improve registration by reducing processing times and increasing the reliability of the national IDP registry.
- Improve the land registry system and legal framework to allow IDPs and persons at risk of displacement to hold title to their land.
- Strengthen the capacity of indigenous and Afro-Colombian communities to defend their rights, and improve the protection afforded to them by the authorities.
- Improve border monitoring capacity and the protection of bi-national indigenous groups.

| **Strategy and activities** |

In 2010, UNHCR will focus on the community level, ensuring that national

Key targets for 2010

- Some 80 per cent of the Government resources assigned for displacement issues in 2010 are utilized.
- Fifteen action plans for IDPs or communities at risk of displacement are developed. At least half of them are implemented, benefiting at least 7,000 people.
- Guidelines on integrating displaced children, youth, people with disabilities and the elderly into Government programmes are published by four ministries and implemented at the national and local levels.
- Some 300,000 hectares of land belonging to displaced people or those at risk of displacement are protected.
- Approximately 100,000 displaced Colombians or those at risk of displacement receive national identification documents, including at least 40 per cent indigenous or Afro-Colombian IDPs.
- Action plans to ensure that displaced children have access to the education system are implemented in at least five regions. More than 50,000 displaced children are newly integrated into the education system.
- Concepts related to the prevention of displacement and the protection of displaced people are incorporated into the training for armed forces and tested for at least 500 officers.
- Ten prevention and protection plans for indigenous and Afro-Colombian communities at risk of displacement are prepared at the national and local levels.
- A regional border strategy, including 10 bi-national initiatives, benefits at least 5,000 people.



Many displaced Colombians owned farms or worked in agriculture before being forced off their land or farms.

UNHCR's presence in 2010

□ Number of offices	14
□ Total staff	158
International	19
National	88
JPOs	3
UNVs	45
Others	3

PARTNERS

Government agencies:

Presidential Agency for Social Action and International Cooperation (*Acción Social*)
Ombudsman's Office
Procurator's Office
Auditor-General's Office
Ministries of Social Protection; Agriculture; the Interior and Justice; Education; and Foreign Affairs
Consejería Presidencial para la Equidad de la Mujer
Programa Presidencial Colombia Joven
Instituto Colombiano de Bienestar Familiar
National Registry
Regional governments and mayor's offices
National armed forces
Constitutional court
Instituto Colombiano de Desarrollo Rural

NGOs:

Corporación Opción Legal
Consultoría para los Derechos Humanos y el Desplazamiento
Diakonie Katastrophenhilfe
Organización Nacional de Indígenas de Colombia
Instituto Latinoamericano de Servicios Legales Alternativos
Corporación Desarrollo y Paz del Magdalena Medio
Solidaridad Internacional
Mujer y Futuro
Comitato Internazionale per lo Sviluppo dei Popoli
Interactuar Famiempresas
Casa de la Mujer
Norwegian Refugee Council
Secretariado Nacional de Pastoral Social
Local dioceses
IDP organizations
Local NGOs

Others:

Universidad Nacional
Universidad de los Andes
IOM
WFP
UNICEF
UNDP
WHO
PAHO
UNHCHR
OCHA
UNIFEM
UNAIDS
ICRC

public policy has a positive impact on individual IDPs and persons at risk of displacement. The Office will also seek to improve prevention mechanisms and the protection environment by strengthening the national legal framework through advocacy campaigns, assistance in policy formulation and implementation, and initiatives aimed at mitigating the risk of forced displacement. The Office will conduct civil documentation campaigns and seek to improve the national IDP registration system.

In order to improve the security of displaced people, the Office will take initiatives to prevent sexual and gender-based violence, and advocate for the integration of displaced children and youth into state programmes and legal services. It will also seek to integrate elderly IDPs and those with disabilities into state programmes, emergency shelter activities, and HIV and AIDS initiatives. Community mobilization and the implementation of public policies at the local level will be enhanced by strengthening IDP organizations.

In the field of durable solutions, the Office will implement land protection initiatives, improve relocation programmes, apply voluntary return protocols, and provide technical assistance to promote local integration.

● Constraints

To achieve UNHCR's goals in Colombia, the national and local authorities need to have the political will to address displacement issues and preserve humanitarian space. Both are fundamental requirements, given that the Office focuses primarily on supporting the State in its protection responsibilities and because many of UNHCR's interventions depend on field missions to remote zones.

The changing nature of the conflict constitutes a serious security constraint for humanitarian actors. The weak presence of civilian authorities in isolated rural areas hampers UNHCR's efforts to improve protection by reinforcing state structures.

Organization and implementation

The nature of UNHCR's work in Colombia requires sustained engagement at both the central and local levels to assist in the building of institutional and organizational capacity, the protection of communities, and in advocating on displacement and humanitarian issues.

In 2010, UNHCR will strengthen its community-based approach to ensure that a decade of advances in the development of public policies has a concrete impact at the local level. It will open new field units in areas at high risk for displacement, such as Barrancabermeja, Buenaventura and San José del Guaviare. The field office currently responsible for the Bogotá metropolitan area will be relocated to Neiva, to cover the severely affected departments of Caqueta, Huila and Tolima.

● Coordination

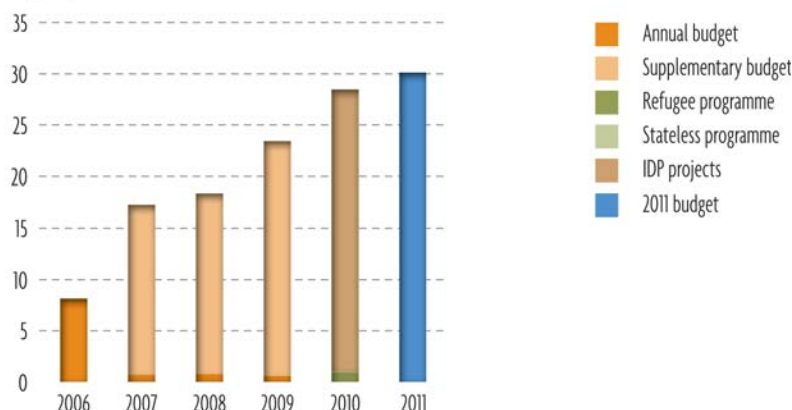
The implementation of the 2010-2011 IDP strategy relies heavily on collaboration with UNHCR's primary Government counterpart, *Acción Social*. The Office will prioritize its cooperation with national entities, such as ministries, agencies and regional and local administrations. Of particular importance is the strengthening of relations with indigenous and Afro-Colombian organizations, such as the *Organización Nacional de Indígenas de Colombia*. Similarly important is the coordination with IDP- and community-based groups, particularly those comprising women and youth.

Financial information

During the last years, UNHCR has received increased support from the international community to strengthen its operation in Colombia. UNHCR has increased its presence by opening new offices and building a protection network that covers most conflict affected areas in the country. In 2010, the financial requirements are growing as a result of the comprehensive needs assessment.

UNHCR's budget in Colombia 2006 - 2011

Millions (USD)



2010 UNHCR Budget for Colombia (USD)

RIGHTS GROUPS AND OBJECTIVES	REFUGEE PROGRAMME PILLAR 1	STATELESS PROGRAMME PILLAR 2	IDP PROJECTS PILLAR 4	TOTAL
Favourable protection environment				
International and regional instruments	0	0	338,783	338,783
National legal framework	26,005	0	771,883	797,888
National administrative framework	26,005	0	771,881	797,886
Policies towards forced displacement	0	0	1,583,938	1,583,938
National and regional migration policy	26,005	0	0	26,005
Prevention of displacement	0	0	1,593,661	1,593,661
Cooperation with partners	0	0	663,601	663,601
National development policies	35,193	0	771,883	807,076
Public attitudes towards persons of concern	0	0	501,197	501,197
Access to territory	26,005	0	0	26,005
Emergency management	0	0	501,195	501,195
Subtotal	139,214	0	7,498,024	7,637,238
Fair protection processes and documentation				
Reception conditions	114,236	0	267,279	381,515
Registration and profiling	40,079	0	267,280	307,359
Access to asylum procedures	26,953	0	267,280	294,233
Refugee and stateless definitions	25,641	0	267,277	292,918
Fair and efficient status determination	26,953	0	429,166	456,119
Civil status documentation	0	0	267,280	267,280
Subtotal	233,861	0	1,765,562	1,999,423
Security from violence and exploitation				
Impact on host communities	0	0	142,813	142,813
Effects of armed conflict	0	0	458,195	458,195
Gender-based violence	0	0	300,488	300,488
Protection of children	0	0	458,184	458,184
Access to legal remedies	0	0	931,231	931,231
Subtotal	0	0	2,290,909	2,290,909
Basic needs and essential services				
Shelter and other infrastructure	0	0	670,032	670,032
HIV and AIDS	200,067	0	508,137	708,205
Education	0	0	508,133	508,133
Services for groups with specific needs	0	0	670,041	670,041
Subtotal	200,067	0	2,356,345	2,556,412

Consequences of a 20 – 40 per cent funding shortfall

- UNHCR's "protection by presence" strategy will be undermined and its operational capacity reduced. Between 400 and 700 field missions (out of 1,700 planned) will be cancelled.
- Some 32 of the 80 districts most affected by displacement will not benefit from UNHCR's presence and projects.
- The operational capacity of the new field office in Neiva will be reduced, having a negative impact on relations with the local institutions.
- Two legal aid centres planned for Florencia and Neiva will not be opened.
- Two new field units planned for Buenaventura (in the district most affected by displacement) and San José del Guaviare will not be opened.
- Two community ombudsmen will not be hired to serve in San José del Guaviare and Buenaventura, hampering the protection of displaced people and communities at risk of displacement.
- Six out of 15 action plans for displaced communities or those at risk of displacement will not be implemented, reducing the number of beneficiaries from 7,000 to 4,200 people.

RIGHTS GROUPS AND OBJECTIVES	REFUGEE PROGRAMME PILLAR 1	STATELESS PROGRAMME PILLAR 2	IDP PROJECTS PILLAR 4	TOTAL
Community participation and self-management				
Participatory assessment and community mobilisation	0	0	930,364	930,364
Community self-management and equal representation	0	0	2,496,685	2,496,685
Self-reliance and livelihoods	147,004	0	0	147,004
Subtotal	147,004	0	3,427,048	3,574,053
Durable solutions				
Durable solutions strategy	116,278	0	674,943	791,221
Voluntary return	0	0	520,708	520,708
Rehabilitation and reintegration support	0	0	1,908,863	1,908,863
Local integration support	120,877	0	520,704	641,581
Resettlement of IDPs elsewhere in the country	0	0	736,510	736,510
Reduction of statelessness	0	59,852	0	59,852
Subtotal	237,155	59,852	4,361,728	4,656,735
External relations				
Donor relations	0	0	138,286	138,286
Resource mobilization	0	0	138,286	138,286
Public information	0	0	685,488	685,488
Subtotal	0	0	962,061	962,061
Logistics and operations support				
Supply chain and logistics	0	0	2,468,375	2,468,375
Programme management, coordination and support	0	0	2,346,151	2,346,151
Subtotal	0	0	4,814,526	4,814,526
Total	957,302	59,852	27,476,204	28,493,358

2011 budget	30,174,100
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2009 Revised budget	
Annual budget	599,796
Supplementary budget	22,828,757
TOTAL	23,428,553