



Supplementary Appeal for IDPs in Colombia

Protection and durable solutions for IDPs in Colombia

February 2007

Executive summary

This is UNHCR's supplementary appeal for internally displaced people in Colombia. The objective of UNHCR's programme is to promote protection and durable solutions for the three million displaced people in the country.

Colombia has one of the largest displaced populations in the world. In 2006, more than 170,000 people, particularly from indigenous and Afro-Colombian communities, were forced to flee from their homes, bringing the total number of internally displaced people (IDPs) to some three million.

Colombia has a sophisticated legal framework and institutional structure to support the humanitarian response to internal displacement. The Government is the main provider of humanitarian assistance for displaced people and in 2005 it approved a budget of USD 2 billion to assist IDPs. In spite of this, Colombia represents the greatest humanitarian crisis in the Americas and the situation has not substantially improved.

The Colombian crisis has also affected the regional stability. More than 500,000 Colombians of concern to UNHCR have fled to surrounding countries, particularly Ecuador, Venezuela, Panama and Costa Rica.

In some parts of Colombia, the armed conflict makes it difficult for humanitarian agencies to reach affected communities. The presence of armed groups has increased in border areas and landmines are widespread.

UNHCR works with the State to improve its response to internal displacement and compliance with the existing legislation. UNHCR's overall objective in Colombia is to promote a

collaborative and comprehensive response to the crisis of internal displacement. This entails efforts to prevent displacement, ensure protection and humanitarian assistance and to foster durable solutions.

Through its planned interventions, UNHCR expects the following results in 2007:

- ✓ State institutions implement the orders of the Constitutional Court on basic minimum standards of treatment for displaced people.
- ✓ 80,000 undocumented displaced people are provided with documentation by the Special Unit for Attention to Vulnerable Populations (UDAPV) of the National Registry.
- ✓ 33,000 families that are displaced or at risk of being displaced benefit from land property protection measures in seven provinces.
- ✓ Free legal and psychosocial assistance is given by Legal Aid Centers in nine big cities, directly benefiting more than 8,000 displaced families.
- ✓ At least 1,300 families in Nariño, Bucaramanga, Putumayo and Soacha benefit from economic stabilization programmes.
- ✓ The presence and capacity of the State's Office of the Ombudsman is strengthened in all border areas and the areas most affected by the conflict.
- ✓ Nine indigenous organizations and 58 Afro-Colombian Community Councils (*Consejos Comunitarios*) are participating in the formulation of public policies on the prevention and response to displacement.
- ✓ Year 2007 is declared as the Year for the Rights of IDPs by the parliament in order to raise awareness and solidarity for displaced people.

Programme at a glance

Title	Protection and durable solutions for IDPs in Colombia
Beneficiaries	Direct beneficiaries: 350,000 IDPs Indirect beneficiaries: Approximately 3 million IDPs
Time frame	1 January – 31 December 2007
Total requirements	USD 14,436,364

Working environment

The context

Colombia continues to experience a complex internal armed conflict that is marked by gross violations of human rights. Since 1990, more than 40,000 people, most of them civilians, have been killed. The situation of forced displacement is one of the most serious in the world and affects most parts of the country. More than three million people have been displaced within Colombia; thousands have fled to surrounding countries.

In Colombia, human rights violations, including extra-judicial killings and disappearances, are common. Illegal armed groups recruit children – often forcibly – in many areas of the country. More than one million children do not go to school. Some 77 per cent of previously enrolled children are unable to continue their studies, mostly for financial reasons.

In 2006, an escalation of violence led to new displacements, particularly among indigenous and Afro-Colombian communities in Chocó, Nariño, Norte de Santander and Guajira provinces. In some cases, it was not conflict but military operations to eradicate coca crops that forced people to flee. It is likely that the displaced population will continue to increase in 2007, with indigenous people and Afro-Colombian groups under the biggest threat.

The primary responsibility for displaced people in Colombia rests on the Government. In 2005, it approved a budget of USD 2 billion to assist displaced people between 2006 and 2010. Government programmes focus mainly on recovery issues, such as housing, income generation, education and health.

Colombia has a very sophisticated legal framework and institutional structure to support the humanitarian response. Nevertheless, there is a considerable gap between the legislation and its implementation, particularly at the local levels as reiterated by the Representative of the Secretary-General on the Human Rights of Internally Displaced Persons. This is acknowledged by the country's Constitutional Court, which has ordered the Government to provide a minimum standard of assistance for the

displaced, additional resources for that purpose and comprehensive reports on the progress made, including on compensation for the victims of the conflict.



UNHCR's mobile registration unit in Chocó. *UNHCR*

IDPs in Colombia are not a homogenous ethnic, political and social group. Afro-Colombian and indigenous people represent about a third of all IDPs although they make up only 11 per cent of the total population. Afro-Colombian and indigenous communities are proportionally also more exposed to assassinations as confirmed by the UN Special Rapporteur on Indigenous People.

The absence of clear-cut frontlines makes it extremely difficult to escape the conflict. More than 95 per cent of the country's municipalities have experienced forced displacement. Many IDPs have been obliged to flee several times; typically from the countryside to the nearest municipal centre, before ending up in shanty-towns in larger cities. Bogotá and regional capitals host an estimated 39 per cent of the displaced population.

The needs

In 2006, UNHCR's assessment of public policies in Colombia revealed that security issues and difficult access to economic and social rights are the main preoccupations for displaced people. According to the Presidential Agency for Social Action and International Cooperation and the participatory assessments conducted by UNHCR at national and local levels, the main problems for displaced households are related to access to land, housing and jobs. The average monthly income of a displaced person is far lower than the national average and most work in the informal sector. The situation is particularly precarious for displaced families headed by single women; adolescents vulnerable to crime or forced recruitment into armed groups; and older people without support.

Without proper documentation, IDPs have difficulty in availing themselves of basic government assistance, employment, health care and education. Currently, more than a million children do not go to school. As a consequence, registration and proper documentation are among the most acute needs for the displaced people. Another impact of forced displacement is the increase of sexual and gender-based violence (SGBV) among displaced girls and women.



Joint monitoring mission on Rio Atrato, Urabá. UNHCR / R.Emblin.

Main objectives

UNHCR seeks to promote a collaborative and comprehensive response to internal displacement in Colombia in order to:

- Reinforce prevention of displacement
- Ensure protection and humanitarian assistance for displaced people
- Foster durable solutions

UNHCR uses a differential approach in all parts of its work, which takes into account specific needs of different gender, age and ethnicity groups.

Strategy and Activities

In line with the Mexico Plan of Action, UNHCR promotes a comprehensive response to displacement within Colombia and the protection of Colombian asylum-seekers and refugees in the surrounding countries. The overarching goal is to promote an effective response by State and civil society groups.

A comprehensive response includes: i) interdependence of civil, political, economic, social and cultural rights; ii) continuity in the response across the different phases of the IDP life cycle; iii) protection mechanisms that seek to guarantee enjoyment of rights and durable solutions through legislation, public policies, protection networks, empowerment, access to legal resources and supervision of state institutions.

In 2007, following discussions with the Government, UNHCR will consolidate its presence in the field and open a new office in Medellin. Under the framework of the Humanitarian Country Team, consisting of UN agencies and international NGOs, a common humanitarian strategy will be developed and a comprehensive humanitarian action plan for 2007 implemented.

The Office will continue to help build institutions responsible for the protection and assistance of displaced people, particularly in isolated areas that are at risk of displacement (e.g. Magdalena Medio, Chocó and Nariño). UNHCR will also reinforce IDP associations, as well as local organizations focusing on protection, citizens' rights and access to social services. In accordance with the High Commissioner's priorities, the Office will sensitize and educate displaced young people on issues such as gender equity, human rights, sex and reproduction, and HIV/AIDS prevention. Specific

programmes will be implemented to encourage the participation of indigenous and Afro-Colombian communities in the formulation of public policies, prevention of displacement and the implementation of projects.

The year 2007 marks the 10th Anniversary of Law 387 of 1997, a national law that outlines the rights of IDPs to protection and material assistance. UNHCR will celebrate this with a major programme to raise awareness on the rights of IDPs and call for solutions for the displacement crisis. Among other things, the Office has promoted the submission of a draft law to the Parliament, to declare 2007 as the Year for the Rights of Displaced People.

Protection, Monitoring and Coordination

Activities	Key Targets
✓ Strengthen UNHCR's presence by opening a new Sub-Office in Medellín and by consolidating Field Offices in Bucaramanga, Pasto, Barranquilla, Barrancabermeja, Cúcuta, Quibdó, Apartadó, Mocoa, Soacha and Villavicencio	✓ Directly benefit and respond to the needs of 350,000 IDPs (an increase of 85,000 from the previous year), particularly in border areas
✓ As Chair of the IASC Protection Working Group, develop and implement a comprehensive Protection Strategy for IDPs	✓ The Protection Strategy is fully utilized by all agencies involved in the humanitarian response
✓ Elaborate, publish and disseminate UNHCR's Assessment of Public Policies for IDPs with updated information and recommendations for authorities	✓ The Assessment is delivered to and acted upon by all relevant State Institutions ✓ Following recommendations of the Assessment, the Government establishes presence in areas where it was not present before in order to protect and assist IDPs
✓ Carry out information campaigns to support the draft law submitted to the Parliament to declare 2007 as the Year of the Rights of IDPs	✓ The draft law is passed and public opinion sensitized on the needs of IDPs



The "House of People's Rights" in Altos de Cazuca is a place for State entities to attend IDP claims, sponsored by UNHCR and the Ombudsman's Office. *UNHCR / B. Heger*



Indigenous women and girls at school. *UNHCR / K. Mery*

Community Services

Activities	Key Targets
<ul style="list-style-type: none"> ✓ Mainstream gender, age and ethnicity in all public policies and UNHCR's activities through training programmes, participatory assessments and the promotion of policies responding to the specific needs of IDP women 	<ul style="list-style-type: none"> ✓ Participatory assessments conducted in all areas of UNHCR influence ✓ Capacity-building programmes carried out to strengthen women's associations (Bucaramanga, Cúcuta, Chocó and Soacha) ✓ Bogotá Municipality has formulated and implemented public policies for displaced women
<ul style="list-style-type: none"> ✓ Organize awareness campaigns on SGBV and develop comprehensive response mechanisms 	<ul style="list-style-type: none"> ✓ At least 60% of social associations in the Atlantic Coast have participated in the No Violence Against Women campaign ✓ Annual Report on violations of women's rights is published and disseminated
<ul style="list-style-type: none"> ✓ Implement capacity-building programmes on human rights and income generation to strengthen IDP associations and community groups, particularly in communities affected or at risk of displacement 	<ul style="list-style-type: none"> ✓ At least 100 IDP associations have operated according to democratic statutes ✓ At least 80% of IDP associations in UNHCR's areas of influence play an active role in local committees for the attention of displaced people ✓ Leaders of IDP communities are trained in human rights and protection issues (Soacha, Barranquilla, Putumayo, Uraba, Atlantic Coast and Nariño) ✓ Projects are formulated and implemented by community groups to improve the access to isolated communities (bridges, roads) and to develop income generation activities
<ul style="list-style-type: none"> ✓ Implement capacity-building programmes to empower and protect indigenous and Afro-Colombian groups 	<ul style="list-style-type: none"> ✓ A legal framework is developed by the Ministry of Interior to protect the specific rights of displaced indigenous and Afro-Colombians ✓ Some 100 community leaders of indigenous groups (Inga, Awa, Embera and others) are trained in human rights and protection issues ✓ More than 100 Afro-Colombians from 58 community councils are trained in human rights and protection issues ✓ At least nine indigenous organisations (ONIC) have formulated specific plans to enhance the protection of IDPs and communities at risk of displacement

Education

Activities	Key Targets
<ul style="list-style-type: none"> ✓ Rehabilitate schools in marginal and isolated communities 	<ul style="list-style-type: none"> ✓ One day-care center for more than 60 IDP children is built in Rio Sucio ✓ One school is rehabilitated in a marginal neighbourhood of Cúcuta (Norte de Santander)
<ul style="list-style-type: none"> ✓ Provide non-formal education, psychological care and support the integration of displaced children and adolescents in the formal 	<ul style="list-style-type: none"> ✓ Some 100 IDP children have completed levelling up courses and are integrated in the formal education system. The methodology of this

education system	<ul style="list-style-type: none"> project will be replicated in other areas. ✓ More than 120 IDP children and their families receive psychological support in conflict affected areas (Atlantic Coast, Turbo)
<ul style="list-style-type: none"> ✓ Conduct awareness sessions for IDP adolescents on human rights and conflict resolution 	<ul style="list-style-type: none"> ✓ More than 1000 IDP adolescents in Bogotá participate in a campaign to prevent SGBV ✓ More than 700 adolescents are trained in human rights related topics and participate actively in the promotion of IDP rights (Putumayo, Nariño, Apartadó, Atlantic Coast, Soacha)

<ul style="list-style-type: none"> ✓ Support the Ministry of Education in developing an information system to monitor the school success of IDP children and incorporate new protection oriented methodologies in the curricula 	<ul style="list-style-type: none"> ✓ A comprehensive information system to monitor the educational situation of IDP children is developed and implemented by the Ministry of Education ✓ A Plan of Action that incorporates protection oriented methodologies is implemented by local authorities (Atlantic Coast and other departments)
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Villa España in Quibdó. The center was built by the Spanish Red cross years ago and was meant to be transitory, but the first arrived people remained. *UNHCR / B. Heger*



UNHCR staff helping to sow tomatoes. *UNCHR / G. Valdivieso*

Crop Production

Activities	Key Targets
<ul style="list-style-type: none"> ✓ Provide inputs and technical assistance to IDP associations and groups on agricultural production 	<ul style="list-style-type: none"> ✓ Training on organic agriculture and nutrition is provided to 500 IDP households (Quibdó, Putumayo, Antioquía, Norte Santander) ✓ 500 families in Antioquía and Norte Santander have increased their agricultural production through small scale agricultural projects

Income Generation

Activities	Key Targets
✓ Grant microcredits to vulnerable IDPs in order to promote their self-reliance	✓ At least 500 loans are granted to women and youth (Altos de Cazúca, Barranquilla, Rio Sucio and Cuenca del Darien)
✓ Provide job-oriented training to women and youth	✓ 440 IDP women and youth have completed vocational training courses (Cúcuta, Barrancabermeja and Quibdó)
✓ Provide material support and technical assistance to IDP associations and groups for small businesses	<ul style="list-style-type: none"> ✓ 150 productive units are trained in chicken raising and vegetable production ✓ Equipment is provided to 80 sugar and panela producers (Tanguí, Quibdó) ✓ 20 displaced women and their families have established a restaurant in Quibdó
✓ Promote the development of income generating policies and programmes for IDPs	<ul style="list-style-type: none"> ✓ Ten social benefit funds for IDPs are operational and provide loans and technical assistance. ✓ IDPs benefit from loans of existing financial institutions (ASOCAJAS) and governmental microcredit programmes (Bank of Opportunities)



Displaced women working on income generation projects.
UNHCR / M. Rodríguez



Documentation, Nariño. UNHCR / G. Valdivieso

Legal assistance

Activities	Key Targets
✓ Consolidate the network of Legal Aid Centers and the Units for Orientation and Assistance for IDPs (UAO)	<ul style="list-style-type: none"> ✓ Legal support is provided to more than 4,000 IDPs through the 8 Legal Aid Centers ✓ IDPs have access to services and information of their rights through the 33 UAOs
✓ Provide technical and material support to reinforce the capacity of the Ombudsman's Office and the Procurator General's Office	<ul style="list-style-type: none"> ✓ 100 officers are trained to enhance the monitoring system of the General Procurator's Office ✓ Ombudsman Officers are trained on forced displacement and 50 monitoring missions are undertaken in border areas in coordination with

	<p>UNHCR Field Offices</p> <ul style="list-style-type: none"> ✓ More than 40 human rights reports are produced by the Ombudsman's Office on the situation in the border areas ✓ 90% of the cases presented to the House of Rights in Altos de Cazuca and Cúcuta are solved
<ul style="list-style-type: none"> ✓ Provide support to the Joint Technical Unit and to IDP associations in order to strengthen the national system for assistance to IDPs and the implementation of Durable Solutions Plans (Planes Integrales Únicos, PIU) 	<ul style="list-style-type: none"> ✓ IDP associations have participated actively in 9 working groups for IDP associations. ✓ At least 100 IDP leaders have received training in leadership and negotiation skills ✓ At least 70% of IDPs receive timely humanitarian assistance in case of massive displacements ✓ More than 425 IDP families have benefitted from the Durable Solutions Plan (PIU) in Nariño ✓ At least 13 municipalities have implemented income generating projects for IDPs
<ul style="list-style-type: none"> ✓ Support the National Registry Unit to conduct registration and documentation campaigns for IDPs 	<ul style="list-style-type: none"> ✓ 150 officers of the National Registry Unit are trained on special protection needs of IDPs ✓ More than 45 documentation campaigns are organised, particularly in conflict affected areas ✓ Documents are provided to more than 80,000 IDPs
<ul style="list-style-type: none"> ✓ Conduct training and awareness activities to support land and property restitution rights of IDPs 	<ul style="list-style-type: none"> ✓ A database on IDP property rights is developed for 14 departments with high IDP expulsion and reception rates ✓ Special protection mechanisms are applied in territories of indigenous and Afro-Colombian communities

Operational Support (to Agencies)

Activities	Key Targets
<ul style="list-style-type: none"> ✓ Recruitment of experienced staff by implementing partners ✓ Purchase of equipment for implementing partners ✓ Training of staff on programme and financial management 	<ul style="list-style-type: none"> ✓ Four implementing and administering partners (<i>Opción Legal, Pastoral Social, CISP and Mujer y Futuro</i>) have complied with UNHCR's and donors' operational requirements

Shelter and Other Infrastructure

Activities	Key Targets
<ul style="list-style-type: none"> ✓ Improve health, education and community services in targeted communities in departments that are affected by the conflict 	<ul style="list-style-type: none"> ✓ Two school restaurants are equipped in Barrancabermeja and Puerto Wilches ✓ One small sports arena for youth is constructed in Puerto Echeverry (Chocó) ✓ One Education Centre for indigenous communities is equipped in Quibdó ✓ One IDP shelter is rehabilitated in Cúcuta ✓ UNHCR's Quick Impact Projects are expanded to new areas

Planning figures

Type of population	Jan 2007		Dec 2007	
	Total	To be assisted by UNHCR	Total	To be assisted by UNHCR
Internally displaced	3,000,000	265,000	3,000,000	350,000

Achievements

- State institutions implement the orders of the Constitutional Court on minimum standards of treatment for displaced people.
- Public opinion is sensitised on the rights and needs of displaced people as a result of the public campaign organised for the 10th anniversary of the IDP legislation.
- 80,000 undocumented displaced people are provided with documentation by the Special Unit for Assistance to Vulnerable Populations of the National Registry.
- 33,000 families that are either displaced or at risk of being displaced benefit from land property protection measures in seven provinces. Women and men are registered as land owners.
- Free legal and psychological assistance is given by legal aid clinics in nine big cities, directly benefiting some 8,000 displaced families.
- At least 1,300 families in Nariño, Bucaramanga, Putumayo and Soacha benefit from economic stabilization programmes.
- The presence and capacity of the Office of the Ombudsman and the Procurator's General Office is strengthened in all border

areas and the areas most affected by the conflict.

- More than nine indigenous organizations and 68 Afro-Colombian community councils actively participate in the formulation of public policies on the prevention of and response to displacement.
- A common humanitarian strategy and plan of action for 2007 is implemented by the Humanitarian Country Team.

Challenges

In certain areas of Colombia, the internal conflict makes it difficult for humanitarian aid agencies to reach affected communities. Many displaced people live in isolated border areas where the presence of the State is very weak. The presence of armed groups has reportedly increased, making staff security a serious and persistent concern. The lack of security and public services also hinders return and causes further displacement.

The presence of landmines is another serious constraint. According to Government figures, the casualty rate from landmines in Colombia is now the highest in the world.

Organization and implementation

UNHCR Presence

Number of offices	12
Total staff	117
International	20
National	59
UNVs	28
JPOs	3
Deployees	7



UNHCR monitoring mission in the Atrato (Uraba). UNHCR



UN House in Altos de Cazúca. UNHCR / W.Spindler

Coordination

UNHCR's protection response in Colombia will continue to be part of a collaborative approach. The Office will work closely with the Government and other State institutions dealing with protection issues, UN Agencies and a wide range of national partners, international organisations and NGOs. Protection networks will be consolidated to monitor the main areas affected by the conflict.

In line with the UN Humanitarian Reform and, as recommended by the Inter-Agency Standing Committee, three thematic groups (protection, assistance and basic services, and early warning) have been established. Under the overall leadership of the Humanitarian Coordinator, each of the UN agencies is called upon to contribute to the response to internal displacement based on its mandate and expertise. As designated lead agency for the Protection Group, UNHCR will coordinate the development of a comprehensive protection strategy and plan of action for 2007.

Partners

Government: *Agencia Presidencial para la Acción Social y la Cooperación Internacional, Defensoría del Pueblo (Ombudsman's Office), Procuraduría General de la Nación (Procurator's Office), Registraduría (National Registry).*

NGOs: *Centro de Investigación y Educación Popular, Comitato Internazionale per lo Sviluppo dei Popoli, Consultoría de Derechos Humanos y el Desplazamiento, Fundación Compartir, Instituto Latinoamericano de Servicios Legales, Mujer y Futuro, Opción Legal, Opportunity International, Secretaría Nacional de Pastoral Social, Organización Nacional Indígena de Colombia, Liga de Mujeres Desplazadas.*

Others: *Universidad Nacional de Colombia, Universidad de Antioquía, UNV, IOM.*

Protection Thematic Group: OHCHR, UNICEF, WHO, WFP, OCHA, IOM, UNIFEM, Project Counselling Service, OXFAM (UK), Save the Children (UK), *Médicos Sin Fronteras (Holland), Cooperazione Italiana, Comitato Internazionale per lo Sviluppo dei Popoli, Médicos del Mundo (Spain), Peace Brigades International, Terres des Hommes (Italy), Diakonia, Lutheran World Federation, Catholic Relief Service, Church World Services, Norwegian Refugee Council, Secretariado Nacional de Pastoral Social, Consultoría de Derechos Humanos y el Desplazamiento, and ICRC (observer).*

Total Requirements

Colombia - Supplementary Budget - 2007	
Sector	(USD)
Protection, monitoring and coordination	4,832,116
Community services	1,255,191
Crop production	379,031
Education	614,451
Income generation	281,010
Legal assistance	2,407,984
Operational support (to agencies)	2,042,301
Shelter / other infrastructure	70,032
Total operations	11,882,116
7% Indirect cost*	831,748
Programme support	1,722,500
Grand total	14,436,364

*A seven per cent support cost has been added to the total operational requirements in order to meet the indirect costs in UNHCR.



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