



EUROPEAN COMMISSION
HUMANITARIAN AID OFFICE (ECHO)

**HUMANITARIAN AID
for
Internally displaced people, refugees and other vulnerable
groups
in
COLOMBIA AND NEIGHBOURING COUNTRIES
GLOBAL PLAN 2004**

March 2004

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Explanatory memorandum

1. EXECUTIVE SUMMARY

The long lasting conflict in Colombia continued to cause forced displacement in 2003. While the number of massive displacements was considerably reduced, individual displacement maintained the same trend of previous year. According to government sources at the end of 2003 there were 1,231,896 registered internally displaced people (IDPs), while non governmental sources estimate at three million the total number of IDPs since 1985. During 2003 the government registered 182,076 new IDPs compared to 379,289 in 2002.

The phenomenon of besieged or blockaded communities as part of irregular groups' war strategy is increasing. Children are particularly affected by the conflict. Human Rights Watch estimates that more than 11,000 children are fighting in Colombia's conflict.

The conflict in Colombia is increasingly affecting the surrounding countries. According to UNHCR, there are some 50,000 Colombian refugees in the region. In 2003, an average of 1,000 Colombians sought asylum in Ecuador every month, a 100% increase compared to 2002.

ECHO's strategy for 2004 does not differ greatly from that of the previous year. In view of the regional dimension of the crisis, assistance to refugees in neighbouring countries, in particular in Ecuador, is incorporated to the Global Plan 2004. ECHO will also explore the possibility of supporting projects aiming at preventing the recruitment of minors by armed groups.

In 2004, ECHO's principal objective in Colombia is to provide the necessary protection, assistance and relief to people affected by the internal conflict in Colombia and to cope with the consequences of population movements inside and outside the Colombian borders. This comprises 5 specific objectives:

- to support ICRC's humanitarian programme in Colombia including emergency assistance immediately after displacement throughout the country and health care for people deprived of their freedom as a result of the conflict;
- to improve the living conditions and promote the social integration of IDPs and other vulnerable groups in rural areas in the regions most affected by displacement;
- to increase the exchange of information between humanitarian organisations in order to improve the co-ordination and the quality of humanitarian assistance;
- to contribute to the setting up of an effective protection mechanism for refugees in Ecuador, and in other countries if needed, as well as to provide humanitarian assistance to asylum seekers in need;
- to maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations.

It is estimated that at least 120,000 people will receive emergency assistance immediately after displacement and about 40,000 IDPs and other vulnerable groups will see their living conditions improved. Additionally, around 30,000 refugees in Ecuador will benefit from the UNHCR protection programme. Priority regions are those most affected by displacement and by the phenomenon of besieged communities

The present Global Plan proposes humanitarian operations for a total amount of 8 million EURO. Operations will have an average duration of 12 months within a period of 18 months.

2. CONTEXT AND SITUATION

2.1. General Context

Colombia's population is estimated at 42 million. It occupies an area of just over 1.3 million square kilometres. 25% of the population lives in rural areas. Natural resources include agricultural land, water for irrigation, energy resources (oil, natural gas and coal) and minerals such as nickel, gold and emeralds. As a result of the economic crisis and the conflict, gains made in the area of poverty reduction have been eroded in recent years. Colombia has dropped from No. 53 in 1998 to No. 68 in 2002 in the UN Human Development Index. In 2003, it has been ranked number 64.

The internal armed conflict in Colombia has been going on for over four decades now. Political, social and narcotics-trafficking violence have compounded the other historical problems facing the country: social inequality, injustice, corruption, impunity and poverty. The conflict has broadened to such an extent that the presence of the state and its institutions in many regions has become much reduced.

Since 1997 the conflict strategies have evolved from low-intensity conflict to attacks, massacres and assassinations and forced displacement of civilians in the countryside, hostage taking for financial and/or political purposes, territorial control by the guerrillas and the paramilitaries based on a reign of fear over the peasants, villages or even whole regions. The main irregular armed groups are the Revolutionary Armed Forces of Colombia (FARC), the National Liberation Army (ELN) and various paramilitary groups, most of them reunited under the AUC¹ acronym. All of these groups systematically violate International Humanitarian Law.

2.2. Current Situation

The current administration² stated that a precondition of starting peace talks with any of these groups was for them to declare a ceasefire. At the same time, the Government increased its military efforts in order to confront the irregular armed groups and to re-establish the state's presence throughout the country.

On 15 July 2003, the government started formal talks with the main paramilitary group, the AUC, which declared a unilateral ceasefire in December 2002. These negotiations aim at completing the demobilisation of 10,000-15,000 AUC soldiers by 31 December 2005. A first group of 855 men and women laid down their weapons in Medellín in November 2003 and another 162 in Cauca in December, although the latter did not have any connection with the AUC. In the meantime, FARC seems to have opted for a "tactical withdrawal", conducting small-scale and sporadic attacks in urban settings. According to government figures³, during 2003 the overall number of violent incidents involving the civilian population was considerably reduced (around 25% fewer), and the numbers of direct attacks on villages dropped from 32 in 2002 to 4 in 2003.

This may be the result of a combination of factors: a major presence and control of public order forces, the ceasefire declared by the main paramilitary groups (not universally respected) and the change of strategy of the guerrillas. However, territorial and population control used as a war strategy (the so called "besieged communities") is an increasing phenomenon that spread to new regions in 2003.

¹ Auto Defensas Unidas de Colombia (United Self-Defence Forces of Colombia).

² http://www.mindefensa.gov.co/politica/documentos/seguridad_democratica.pdf

³ <http://www.reliefweb.int/library/documents/2003/govcol-col-31oct.pdf>

On 10 July 2003 donors who met together in London⁴ expressed deep concern about the humanitarian crisis in Colombia, particularly the plight of internally displaced persons (IDPs), as well as the serious human rights and international humanitarian law situation. At the same time, they agreed to review and refocus their cooperation programmes, with particular emphasis on contributing to the strengthening of state institutions, the alleviation of the humanitarian crisis, the protection of human rights, environmental activities and the development of alternatives to drug production. This preoccupation was also reflected at the External Relations EU Council meeting of 26 January 2004, *“the Council expressed its deep concern regarding the still grave human rights and international humanitarian law situation in Colombia, and urged the Government urgently to address this situation...”* *“... noting with deep concern the plight of internally displaced persons and inhabitants of closed off communities, the Council confirmed the EU's willingness to work with the Colombian Government and the UN in order to ensure a focused and co-ordinated effort to address this crisis”*.

3. IDENTIFICATION AND ASSESSMENT OF HUMANITARIAN NEEDS

Although the figures on IDPs vary depending on the sources, Colombia ranks among the countries with the highest numbers of IDPs, at a level comparable with DR Congo, Sudan or Angola. According to government sources at the end of 2003 there were 1,231,896 registered IDPs⁵, while CODHES⁶ estimates at three million the total number of people displaced since 1985.

However, all sources agree that there has been a reduction of “massive displacements” (more than 50 individuals or 10 families) in 2003, while the number of individual displacements has continued to follow the same trend. During 2003 the government registered 182,076 new IDPs compared to 379,289 in 2002.

The factors that could explain this reduction are the significant presence of public order forces in the main axes of communication and in villages, the paramilitary ceasefire, the strategic withdrawal of the guerrillas and the fact that the Red de Solidaridad Social, the government institution responsible for IDPs, seemed to have reduced both its capacities for assistance and for registration during 2003. Furthermore, the return and resettlement of IDPs is a primary priority for the Government and it has been reported that some returns have been organised without ensuring appropriate security conditions and minimum public services such as access to health and education.⁷

The causes for displacement have not changed since last year: threats, assassinations, arrival of an armed group, fear of recruitment (forced or otherwise) of their children by the various armed groups, perception of imminent danger, destruction of crops... The pattern for displacements continues to be from rural areas to other larger villages, then to departmental capitals and finally, if IDPs have not found resettlement opportunities, they arrive in cities such as Bogotá, Medellín or Cali where they join the already vulnerable populations of the shanty towns.

The regions that received most displaced people during 2003 were Antioquia, Bogotá, Valle del Cauca, César, Caquetá, Norte de Santander, Meta, Putumayo, Magdalena, Nariño. However, if we compare the number of IDPs arriving with the total population by department, the most affected ones were, in this order, Caquetá, Putumayo, Meta, César, Guaviare, La Guajira, Norte de Santander and Chocó.

⁴ see: London meeting on international support for Colombia, 10 July 2003, LONDON DECLARATION

⁵ <http://www.red.gov.co/>

⁶ <http://www.codhes.org.co/>

⁷ According to the RSS, 11,143 families returned to their places of origin during 2003. 70% of these returns took place only few weeks after the displacement.

After forced displacement, some affected families settle with relatives or friends, but most of them are reduced to living in shanty towns, in what are called “terrenos de invasión”. These families build up precarious shelters, made of plastic, wood and cardboard, often with just one room for the whole family (average: 5 persons per family). The illegal status of these IDP settlements is an important impediment to the development of basic services such as water supply or sanitation. Consequently, in most cases these rudimentary shelters are not connected to the water supply or to sanitation systems. While it can be argued that these problems are common for non-displaced populations living in marginal districts, the arrival of IDPs worsens the problem and makes their integration into the host communities more difficult.

As was said before, in most cases, the IDPs are displaced from a rural environment where basic nutrition was assured, to villages or towns where they have no immediate access to land. This brings about a rapid deterioration in the food security level and a consequent degradation of the household economy. Coping mechanisms are developed, but usually the displaced families rapidly experience a progressive loss of capital and intra-family resources. This trend greatly increases the food insecurity of the displaced families.

The needs of IDPs in terms of access to health are generally covered by the Colombian Health System, although the IDP has to be officially registered by the Red de Solidaridad Social and the system is overstretched.

As already mentioned, an increasing phenomenon is the isolation of certain communities that are besieged or blockaded by the armed groups as part of their war strategy. There is a control on movements of the people as well as on supplies. This immediately restricts access to health and education services and affects normal farming and commercial activities. In some cases food shortages have also been reported. In these increasingly insecure rural areas people find themselves cut off from basic health care services and are more vulnerable to treatable diseases. The most affected regions are la Sierra Nevada de Santa Marta, los Montes de María, Catatumbo, Bajo Atrato, Magdalena Medio, Oriente Antioqueño, Litoral Pacífico de Nariño, the former safe haven and Arauca⁸.

Human Right Watch estimates that more than **11,000 children are fighting** in Colombia's conflict, one of the highest totals in the world and that 80% of the children under arms belong to one of the two main guerrilla groups, FARC or ELN. The remainder fight for the paramilitaries. The AUC has established 18 as the minimum age for recruitment, but has continued to recruit children. At least one out of every four irregular combatants is under eighteen and many of these are under 15, the minimum age permitted for recruitment under the Geneva Conventions. Colombian armed forces do not recruit children under 18. However, according to Human Rights Watch, there are reports indicating that children are being used for intelligence purposes.

Colombia is the only country in Latin America where **mines** continue to be planted on a regular basis. According to Landmine Monitor, mines are used by FARC, ELN and AUC. At least 422 of 1,097 municipalities in 30 out of 32 departments are affected by mines-. The Government of Colombia has reported that 638 people were injured by mines in 2002 and that 38% of mine victims from 1990-2003 have been children. The Government of Colombia is a State Party to the Mine Ban Treaty.

The Colombian prison system is under-funded, resulting in overpopulation and poor health care. These problems are frequently compounded by violence amongst detainees. An estimated 60,000 people are currently detained in Colombia, of whom about 6,000 are being held in connection with the conflict and are visited regularly by the ICRC.

⁸ <http://www.codhes.org.co/>

The conflict in Colombia is increasingly affecting the surrounding countries. According to UNHCR, there are some 50,000 Colombian **refugees** in the region. In 2003, an average of 1,000 Colombians sought asylum in Ecuador every month, a 100% increase compared to 2002. Refugees arriving in Ecuador are generally farmers or unskilled labourers who bring few resources with them. They settle mostly in the poor and underdeveloped border provinces of Ecuador such as Esmeraldas, Carchi, Imbabura and Sucumbíos. Despite budgetary problems, the Ecuadorian Government remains committed to its humanitarian policies, and particularly to Colombian refugees. However, more resources are needed to deal with asylum applications, not only at national (Quito) level, but also in the border areas where the asylum seekers arrive. There is also an urgent need to undertake more decentralised registration campaigns and to interview asylum-seekers at their initial place of arrival. Other countries receiving Colombian refugees are Panama and Venezuela, although without reaching the numbers of Ecuador for the time being.

4. PROPOSED ECHO STRATEGY

4.1. Coherence with ECHO's overall strategic priorities

In 2004 ECHO will continue to intervene in the areas of greatest humanitarian need as identified in its 2004 global needs assessment. ECHO also continues to commit itself to appropriately addressing cross-cutting issues such as LRRD and disaster preparedness, child related activities and water.

Colombia is explicitly mentioned in the strategy paper as a priority country in 2004 and it ranks number 35 in ECHO's Global Index for humanitarian Needs Assessment (GINA 2004). As already mentioned in the 2002 Global Plan, it cannot be said that Colombia is a forgotten crisis, taking into account the size of the USAID and BRPM programmes and the increasing interest of UN agencies. However, ECHO's main focus is on the rural areas, where there is little institutional presence of the Colombian government and where, due to security reasons and the isolation of the communities, there is little presence of other humanitarian organisations ("forgotten needs").

Regarding LRRD, during 2003 ECHO made continued co-ordination efforts with RELEX/EUROPEAID and the EC Delegation in order to ensure that the projects supported by the budget line "uprooted people" are coherent and complementary with ECHO's actions.

In Colombia 48% of IDPs are less than 18 years old. ECHO projects pay special attention to the needs of this vulnerable group, taking care of their nutritional and psychosocial needs through children's canteens and tailor-made psychosocial activities such as recreation. In addition, in 2004 ECHO will explore the possibility of supporting projects for preventing the recruitment of children.

Colombia is a disaster-prone country with recurrent flooding and regular seismic activity including volcanic eruptions. IDPs often settle in unsafe areas wherever they find land available, such as river banks or areas with a high risk of landslides. ECHO has indicated to partners that these risks have to be taken into account at the time of elaborating proposals and, when appropriate, disaster preparedness activities should be included in the projects. Finally, although access to water is not a particular problem in Colombia, up to now sufficient attention has not been paid to the quality of the water. ECHO partners have been requested to introduce specific indicators on water quality in their project proposals.

Regarding the EC strategy, the Country Strategy Paper mentions that the objective of EC co-operation is to help Colombia in its search for peace, a pre-requisite to any form of

sustainable development. Humanitarian assistance together with the support of Colombian initiatives in the search for Peace, targeting the root causes of the conflict, is one of the main axes of EC assistance to Colombia.

4.2. Impact of previous humanitarian response

The final results of Global Plan 2003 will be only available in September 2004 when the partners present their final reports. However a mid-term review of 2003/2004 actions shows the following results to have been achieved by 31 December 2003:

- Specific objective 1: 110,000 recent IDPs had received emergency assistance immediately after displacement, including a food ration equivalent to 2,100 Kcal/person day.
- Specific objective 2: Around 47,500 IDPs and other vulnerable groups have had their living conditions improved, through one or more of the following components: nutritional supplement (6,900 beneficiaries), access to primary health care (17,000), access to safe drinking water (10,000), access to safe excrement disposal systems (4,100), improved shelter (4,575) psychosocial assistance (25,170), increased family incomes as a result of self-reliance projects (9,330).
- Specific objective 3: OCHA issues monthly reports on the humanitarian situation in Colombia that are published at www.reliefweb.org, and reports and maps on the situation in each department are available on request. ECHO support to OCHA has contributed towards integrating the Colombian government with international and local NGOs in the elaboration of the Humanitarian Action Plan 2004-05.

Regarding the level of implementation, 98% of the available funds have been committed and 50.18% paid. The nutritional survey to be undertaken by WFP has been postponed to this year. ECHO's office in Colombia is in the process of identifying a possible humanitarian operation in order to commit the available funds.

During a headquarters mission to Colombia in December 2003 ECHO's draft strategy was discussed in depth with the partners, including the UN and ICRC, with the Colombian Government, other Colombian institutions, Member States, the EC Delegation and other donors such as USAID, BPRM and the Swiss Development Agency. These discussions confirmed the appropriateness and pertinence of ECHO's strategy in Colombia.

However, slight changes will be introduced this year in view of lessons learnt:

- ECHO's intervention is too widespread and it should be concentrated on the most affected regions.
- The cost of assistance per beneficiary is widely divergent between different partners and a greater level of coherence should be promoted.
- Income generating activities are successful when the beneficiaries have previous experience and are therefore less vulnerable. ECHO's time-frame does not allow for an adequate implementation and monitoring of this component. Therefore, in 2004 income generating activities will be hand over to the "uprooted people" budget line.
- Partners' experience has shown that IDPs are not significantly affected by malnutrition; therefore the food supplement component should be reoriented to socio-economic assistance.

4.3. Coordination with activities of other donors and institutions

Up to now the Red de Solidaridad Social has not played the central co-ordinating role that the law attributes to it. OCHA, although it does not have a specific mandate in

Colombia, contributes to a better co-ordination through the humanitarian situation room. ECHO's office in Bogotá is actively participating in the consultation process organised by the UN for the preparation of the UN Humanitarian Action Plan that is to be launched in April 2004.

With the deconcentration of the "uprooted people" and other budget lines, strong co-ordination is carried out with the EC Delegation in order to ensure an adequate linking with the uprooted people budget line. It has been agreed that ECHO will focus its interventions on those more unstable regions where medium term objectives are unrealistic. In addition, ECHO will phase out from the income generating activity sector. The ECHO office in Colombia takes part in the committee for the selection of proposals submitted to the uprooted people budget line. ECHO envisages looking for a synergy with other EC programmes such as the Peace Laboratories and the planned support to the Land Mines Observatory in Colombia.

There is good coordination at field level among ECHO's partners. ECHO's office organises monthly meetings and some specific seminars at sector level. Regular meetings are also organised with other donors and with Member States.

4.4. Risk assessment and assumptions

Despite the security situation in Colombia and the lack of respect for International Humanitarian Law especially by the irregular armed groups, ECHO partners, with only a few exceptions, are able to implement their humanitarian operations as planned. There are some regions such as Caquetá or Putumayo where access has been restricted by the irregular armed groups. These are among the most affected by the displacement phenomenon and, together with the isolated areas, are a priority for ECHO, but access problems can still occur once again in the future.

It is assumed that the Red de Solidaridad Social⁹ will provide assistance to IDPs at least at the departmental capital level, and even beyond that, considering that its budget has been doubled in 2004. It is also assumed that displacement will continue to follow the same trend as in 2003, with a reduction of massive cases and the same level on individual cases.

Finally, it is assumed that the "uprooted people budget line" will take over some ECHO projects with medium term objectives.

4.5. ECHO Strategy

ECHO's strategy for 2004 does not differ greatly from that of previous years. Taking into account that rural areas still receive little attention from the Colombian institutions and other donors, ECHO's focus will continue to be on the rural areas most affected by the conflict (except for the short-term assistance that will be provided all over the country). In addition to the EUR 10.55 million committed in 2003, the Commission will allocate a further EUR 11 million in 2004 from the uprooted people budget line. Therefore, ECHO will aim at short term results in the more unstable regions, while the objective of this other assistance is the physical and socio-economic rehabilitation and integration of IDPs.

Priority regions will be Caquetá, Putumayo, Sierra Nevada de Santa Marta, Norte de Santander (Catatumbo), Meta (former safe heaven area, Nariño, Oriente Antioqueño,

⁹ There is an agreement between the Red de Solidaridad Social and the ICRC in virtue of which the Red provides emergency assistance to the new individual IDPs, while the ICRC assists cases of massive displacement plus those individual cases where it has an office and the Red has insufficient capacity.

César, Chocó (excluding Urabá), Magdalena Medio and Montes de María. Additionally, assistance will be provided to Colombian refugees in neighbouring countries, particularly Ecuador.

It is estimated that at least 120,000 people will receive emergency assistance immediately after displacement and about 40,000 IDPs and other vulnerable groups will see their living conditions improved. Additionally, around 30,000 refugees in Ecuador will benefit from the UNHCR protection programme. If the refugee crisis in Venezuela deteriorates, ECHO could envisage supporting UNHCR there.

The EC is planning to support the Colombian Land Mines Observatory, therefore ECHO has decided not to intervene in this sector.

Principal objective: to provide the necessary protection, assistance and relief to people affected by the internal conflict in Colombia and to cope with the consequences of population movements inside and outside the Colombian borders.

Specific objectives:

- Short term humanitarian assistance and protection: to support ICRC's humanitarian programme in Colombia including emergency assistance immediately after displacement throughout the country and health care for people deprived of their freedom as a result of the conflict;
- Post-emergency assistance: to improve the living conditions and promote the social integration of IDPs and other vulnerable groups in rural areas in the regions most affected by displacement;
- Co-ordination: to increase the exchange of information between humanitarian organisations in order to improve the co-ordination and the quality of humanitarian assistance;
- Refugee protection: to contribute to the setting up of an effective protection mechanism for refugees in Ecuador, and in other countries if needed, as well as to provide humanitarian assistance to asylum seekers in need;
- Technical assistance: to maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations.

Components

Short term humanitarian assistance and protection activities:

- a. Distribution of family food parcels and non food items to victims of displacements immediately after their displacement and for a period of up to three months;
- b. Ensure that conflict related detainees have access to adequate health care, through ICRC individual support activities;
- c. Provide medical evaluation and treatment to persons held by armed groups, if they grant access, wherever this is feasible.

Post-emergency assistance:

- a. Complementary food assistance by setting up community canteens for vulnerable groups (children, pregnant women...). WFP will undertake nutritional spot checks to verify the nutritional status of displaced families and their food requirements;
- b. Health brigades in areas where, due to the conflict and the security situation, people do not have access to primary health care;

- c. Improvement of shelter conditions, including repairing or building small-scale water supply systems and improvement of sanitation conditions;
- d. Education and recreation activities for children and youngsters who are potentially vulnerable to being recruited to the conflict.
- e. Psychosocial assistance and strengthening of community organisations will be cross-cutting components in all sectors of intervention.

Co-ordination

OCHA will continue to improve the “Humanitarian Situation Room” created in 2003 with ECHO support. This “Room” is a centre for the collection, analysis and diffusion of information on the humanitarian situation in Colombia, which contributes to improving the quality and the co-ordination of the assistance in Colombia between the various entities, public and private, that provide assistance to IDPs.

Refugee protection:

- a. Training of state institutions officials and NGOs personnel on reception, registration, documentation, assistance and integration of refugees.
- b. Provision of emergency assistance to newly arrived Colombian refugees in Ecuador in order to cover basic needs in terms of food, nutrition, shelter, health, water and sanitation and education
- c. Implement Quick Impact Projects in border communities to promote the integration of Colombians into the Ecuadorian host communities.
- d. Support voluntary repatriation mechanisms

4.6. Duration

The duration for the implementation of this decision will be 18 months starting from 01/01/2004. Most operations will start at the beginning of April 2004 and will have one year duration, but some flexibility is needed to allow operations to be extended for a short period if this is required as a result of unforeseen circumstances in the field. Furthermore, it is planned to support a UNHCR programme in Ecuador and an ICRC programme in Colombia, both of which have a one year cycle starting from 01/01/2004. Humanitarian operations funded by this decision must be implemented within this period.

If the implementation of the actions envisaged in this decision is suspended due to *force majeure*, or any comparable circumstance, the period of suspension will not be taken into account for the calculation of the duration of the humanitarian aid operations.

Depending on the evolution of the situation in the field, the Commission reserves the right to terminate the agreements signed with the implementing humanitarian organisations where the suspension of activities is for a period of more than one third of the total planned duration of the action. The procedure established in the Framework Partnership Agreement in this respect will be applied.

4.7. Budget impact and strategic programming matrix

	CE
Initial Available Credits for 2004	472 000 000
Supplementary Budgets	-
Transfers	-
Total Available Credits	472 000 000
Total executed to date	179 296 000
Available remaining	292 704 000
Total amount of the Decision	8 000 000

4.7.1. Strategic Programming Matrix

STRATEGIC PROGRAMMING MATRIX FOR THE GLOBAL PLAN

Principal Objective		to provide the necessary assistance and relief to people affected by the internal conflict in Colombia and to cope with the consequences of population movements inside and outside the Colombian borders.			
Specific objectives	Allocated amount	Geographical area of operation	Activities proposed	Expected outputs / indicators	Potential partners
Specific objective 1: to support ICRC's humanitarian programme in Colombia including emergency assistance immediately after displacement throughout the country and health care for people deprived of their freedom as a result of the conflict;	2,500,000	Colombia	<ul style="list-style-type: none"> - Distribution of family food parcels and non food items - Provision of adequate primary and emergency health care to detainees and persons held by armed groups 	<ul style="list-style-type: none"> - 120,000 IDPs are assisted with basic food and non food items for 3 months following forced displacement. - 1,400 detainees get access to primary and emergency health care - Medical evaluation and treatment to persons held by armed groups is ensured. 	- ICRC
Specific objective 2: to improve the living conditions and promote the social integration of IDPs and other vulnerable groups in rural areas in the regions most affected by displacement;	4,000,000	Caquetá, Putumayo, Sierra Nevada de Santa Marta, Norte de Santander, Meta , Nariño, Oriente Antioqueño, César, Chocó, Magdalena Medio and Montes de María	<ul style="list-style-type: none"> - Complementary food - Health brigades - Improvement of shelter conditions, including WATSAN act; - Education and recreation activities for children and youngsters who are potentially vulnerable to being recruited to the conflict. - Psychosocial assistance and strengthening of community organisations will be cross-cutting components in all sectors of intervention. 	<p>Around 40,000 IDPs and other vulnerable groups have adequate living conditions through at least one of the following:</p> <ul style="list-style-type: none"> - Most vulnerable IDPs (in particular children) receive around 1,000 kcal/person/day as nutritional complement. - Vulnerable people in isolated/blocked areas who have no access to public health services due to the conflict, have access to primary health care. - Targeted IDPs have adequate shelter - Targeted IDPs have access to water in sufficient quantity and quality for consumption, hygiene and domestic purposes. - Targeted IDPs practice safe excreta disposal and improve their hygienic conditions. - 75% of children and youngsters benefiting from specific education and recreational activities join the regular school system by the end of the project. 	ACH- ESP ALISEI CARITAS - ESP CISP COOPI ICRC CROIX-ROUGE - ESP CROIX-ROUGE - FRA CROIX-ROUGE - NLD DIAKONIE MDM - FRA MOVIMONDO MPDL OXFAM - UK SI TERRE DES HOMMES ITA UN - WFP-B
Specific objective 3: to increase the exchange of information between humanitarian organisations in order to improve the co-ordination and the quality of humanitarian assistance;	165,000	Colombia	collection, analysis and diffusion of information on the humanitarian situation in Colombia	<ul style="list-style-type: none"> - Regular elaboration and distribution of monthly reports regarding the humanitarian situation in Colombia. - Monthly dissemination of information through the OCHA web page (www.reliefweb.int) - Detailed humanitarian reports per Colombian Department are issued. - Maintenance and update of the database concerning humanitarian assistance and organizations in Colombia. 	- UN - UNOCHA

Specific objective 4: to contribute to the setting up of an effective protection mechanism for refugees in Ecuador, and in other countries if needed, as well as to provide humanitarian assistance to asylum seekers in need;	700,000	Ecuador, Venezuela	<ul style="list-style-type: none"> - Training of state institutions officials and NGOs personnel on reception, registration, documentation, assistance and integration of refugees. - . - Provision of emergency assistance to newly arrived Colombian refugees in Ecuador in order to cover basic needs in terms of food, nutrition, shelter, health, water and sanitation and education - Implement Quick Impact Projects in border communities to promote the integration of Colombians into the Ecuadorian host communities. - Support voluntary repatriation mechanisms 	20,000 registered asylum seekers + 10,000 new expected in 2004 into Ecuador receive assistance in the following fields: <ul style="list-style-type: none"> - Protection, identification and registration within maximum 3 months - Basic emergency assistance - Facilities for repatriation on a voluntary basis - Socio-economic integration of Colombian asylum seekers who have obtained the status of refugees. 	- UNHCR
Specific objective 5: to maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations	150,000	Colombia		—	
Risk assessment	<ul style="list-style-type: none"> - <i>Irregular armed group groups may prevent access to target populations</i> - <i>Security situation may delay the implementation of activities</i> 				
Assumptions	<ul style="list-style-type: none"> - <i>Irregular armed groups respect humanitarian organizations' work and grant access to detainees and other target populations</i> - <i>In 2004, displacement follows the same pattern as in 2003</i> - <i>The RSS provides emergency assistance to IDPs at the capital departmental level</i> - <i>Irregular groups</i> 				
Reserve	485,000				
Total cost	8,000,000				

5. EVALUATION

Under article 18 of the Regulation the Commission is required to "regularly assess humanitarian aid operations financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent operations." These evaluations are structured and organised in overarching and cross cutting issues forming part of ECHO's Annual Strategy such as child-related issues, the security of relief workers, respect for human rights, gender. Each year, an indicative Evaluation Programme is established after a consultative process. This programme is flexible and can be adapted to include evaluations not foreseen in the initial programme, in response to particular events or changing circumstances. More information can be obtained at: http://europa.eu.int/comm/echo/evaluation/index_en.htm.

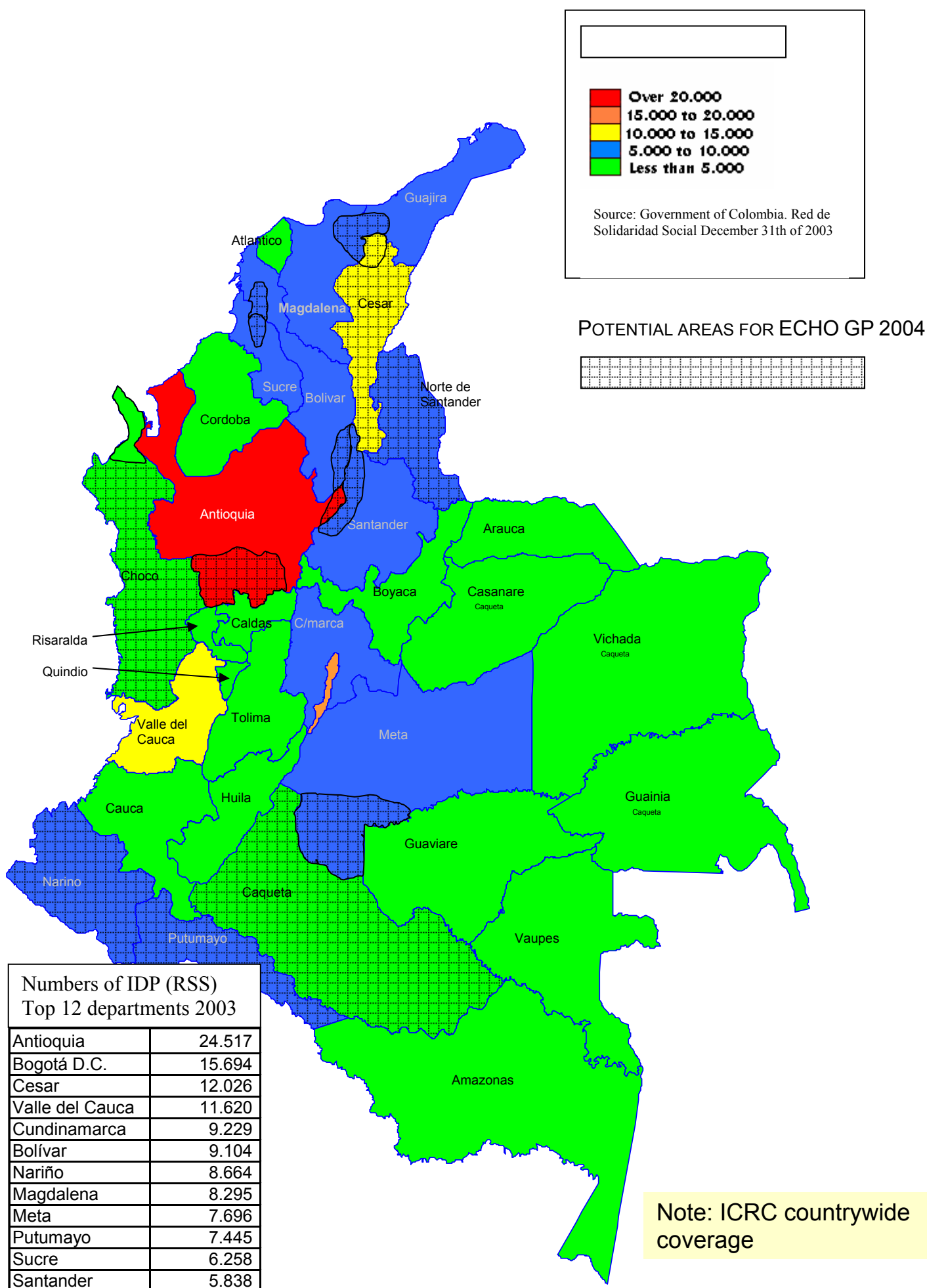
ANNEX 1: STATISTICS ON THE HUMANITARIAN SITUATION IN COLOMBIA

Social Indicators	2000	2001	Source
Total population, 1999	42.3 million		World Bank 2002
Population below income poverty line (%), National poverty line	59.8		Government of Colombia, 2002
HDI Rank	68/173	64/175	UNDP HDI 2003
Life expectancy at birth,	71.2	71.8	UNDP HDI 2003
Population using adequate sanitation facilities (%)	85		UNDP HDI 2003
Population using improved water sources	91	70(rural) 99 (urban)	UNDP HDI 2003
Urban population (% of total)	74.9		World Bank 2002
GDP growth (annual %)	2.8		World Bank 2002
GDP per capita (PPP US\$)	6,248	7,040	UNDP HDI 2003
Average annual change in consumer price index (%) 1990-99	20.6		UNDP HDI 2003
Share of income or consumption (%): Richest 20%	60.9		UNDP HDI 2003
Share of income or consumption (%): Poorest 20%	3.0	1.4	UNDP HDI 2003
Poverty gap ratio (%) 1990 -2001		8.1	UNDP HDI 2003

Health Indicators			Source
Under-5 mortality rate	25.0	23	UNDP HDI 2003
Maternal mortality rate	71.0	91.7	PAHO/WHO 2002
Mortality rate from communicable diseases	40.5	44	PAHO/WHO 2002
Underweight children under age five (%), 1995-2001	7	7	UNDP HDI 2003

Some other indicators on IDP population		Source
Indigenous and afro-Colombian	25.8% of IDPs, 11% total population	UN Humanitarian Plan of Action, December 2002
Average daily consumption of calories (IDPs)	1750 Kcal	WFP March 2001
Percentage of IDPs under 18	48%	UN Humanitarian Plan of Action, December 2002
Percentage of women (including adults and children)	47.6%	Solidarity Network, GoC 2002
Access to sanitation facilities	21%	OIM 2001
Access to water distribution	47%	OIM 2001
Access to public health services	57%	UN Interagency Mission to Colombia, August 2001
Access to adequate housing	27%	WFP report June 2003
Children who have at least lost one family member	63%	Marie Stopes International, Women's Commission for Refugee Women and Children, etc..., 28 February 2003

ANNEX 2: MAP OF COUNTRY AND LOCATION OF ECHO OPERATIONS



ANNEX 3: LIST OF PREVIOUS ECHO OPERATIONS

[illegible]

Dated : 21/01/2004

Source : HOPE

The budget (23 02 01) for previous operations for Colombia has been used up to EUR 7,858,968.65.

The budget (23 02 01) for previous operations for Colombia refugees in Ecuador has been completely used.

ANNEX 4: OTHER DONORS' ASSISTANCE

Donors in COLOMBIA/ECUADOR the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others (**)	
	EUR		EUR		EUR
Austria		ECHO	8,206,000	US	5,256,368
Belgium		Other services	48,559,303	Japan	1,862,690
Denmark				Switzerland	1,484,608
Finland	300,000			Canada	809,500
France				Norway	222,792
Germany	2,500,000				
Greece					
Ireland	200,000				
Italy					
Luxembourg					
Netherlands					
Portugal					
Spain					
Sweden					
United Kingdom					
Subtotal	3,000,000	Subtotal	56765303	Subtotal	9,635,958
		Grand total	69371261		

Dated : 21/01/2004

(*) Source : ECHO 14 Points reporting for Members States. <https://hac.cec.eu.int>

(**) Source: www.reliefweb.org (OCHA financial tracking system)

Empty cells means either no information is available or no contribution.

ANNEX 5: LIST OF ABBREVIATIONS

ACH- ESP	Acción Contra el Hambre
AIDCO	Europe Aid Co-operation Office
AUC	Autodefensas Unidas de Colombia
BPRM	Bureau for Population, Refugees and Migration
CISP	COMITATO INTERNAZIONALE PER LO SVILUPPO DEI POPOLI (ITA)
CODHES	Consultoria para los Derechos Humanos y el Desplazamiento
COOPI	COOPERAZIONE INTERNAZIONALE (ITA)
DIAKONIE	DIAKONISCHES WERK der Evangelischen Kirche in Deutschland (DEU)
EC	European Commission
ECHO	European Commission Humanitarian Aid Office
ELN	Ejército de Liberación Nacional
FARC	Fuerzas Armadas Revolucionarias de Colombia
GP	Global Plan
HDI	Human Development Index
ICBF	Instituto Colombiano de Bienestar Familiar
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Person
IHL	International Humanitarian Law
LRRD	Linking Relief, Rehabilitation and Development
MDM - FRA	MEDECINS DU MONDE
MPDL	MOVIMIENTO POR LA PAZ, EL DESARME Y LA LIBERTAD
NGO	Non-Governmental Organisation
PAHO	Pan American Health Organisation
QUIPs	Quick Impact Projects
RSS	Red de Solidaridad Social
SI	SOLIDARIDAD INTERNACIONAL
UN	United Nations
UNDP	United Nations Development Fund
UNHCR	United Nations High Commissioner for Refugees
UNOCHA	United Nations Office for the Coordination of Humanitarian Affairs
US	United States of America
USAID	US Agency for International Development
WFP	World Food Programme
WHO	World Health Organisation

COMMISSION DECISION

of

on the financing of humanitarian operations from the budget of the European Union in Colombia and neighbouring countries

THE EUROPEAN COMMISSION,

Having regard to the Treaty establishing the European Union,
Having regard to Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid¹⁰, and in particular Article 15(2) thereof,

Whereas:

- (1) Colombia continues to experience a violent internal conflict, which has led to internal displacement of almost three million people since 1985 and more than 180,000 in 2003 alone,
- (2) Most internally displaced people (IDPs) are in need of short term relief immediately after the displacement and need assistance to improve their living conditions and be integrated in a new environment,
- (3) The Colombian institutions do not have enough capacity to cope with the needs of IDPs and in some cases do not have access to them,
- (4) The conflict in Colombia is increasingly affecting the surrounding countries, and particularly Ecuador,
- (5) In 2003, an average of 1,000 Colombians have sought asylum in Ecuador every month, representing a 100% increase compared to 2002,
- (6) Asylum seekers and refugees are in need of effective legal protection and some of them are in need of humanitarian assistance
- (7) There is an increasing need for co-ordination of the assistance to the displaced people in Colombia.
- (8) In order to maximise the impact of humanitarian aid for the victims, it is necessary to maintain a technical assistance capacity in the field,
- (9) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid operations should be financed by the Community for a period of 18 months,
- (10) It is estimated that an amount of 8,000,000 from budget article 23 02 01 of the 2004 budget of the European Union is necessary to provide humanitarian assistance to more than 120,000 internally displaced people, refugees and other vulnerable groups taking into account the available budget, other donors' interventions and other factors,
- (11) In accordance with Article 17 (3) of Council Regulation (EC) No 1257/96 of 20 June 1996 concerning humanitarian aid, the Humanitarian Aid Committee gave a favourable opinion on ---.

¹⁰ OJ L 163, 2.7.1996, p. 1-6

HAS DECIDED AS FOLLOWS:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves an amount of 8,000,000 Euro for humanitarian aid operations (Global Plan) Humanitarian Aid to internally displaced people, refugees and other vulnerable groups in Colombia and neighbouring countries from article 23 02 01 of the 2004 budget of the European Union,
2. In accordance with Articles 2 and 4 of Council Regulation (EC) No 1257/96, the humanitarian operations will be implemented in the framework of the following specific objectives:
 - to support ICRC's humanitarian programme in Colombia including emergency assistance immediately after displacement throughout the country and health care for people deprived of their freedom as a result of the conflict;
 - to improve the living conditions and promote the social integration of IDPs and other vulnerable groups in rural areas in the regions most affected by displacement;
 - to increase the exchange of information between humanitarian organisations in order to improve the co-ordination and the quality of humanitarian assistance;
 - to contribute to the setting up of an effective protection mechanism for refugees in Ecuador, and in other countries if needed, as well as to provide humanitarian assistance to asylum seekers in need;
 - to maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations
3. The amounts allocated to each of these objectives and for the reserve are listed in the annex to this decision.

Article 2

Without prejudice to the use of the reserve, the Commission may, where this is justified by the humanitarian situation, re-allocate the funding levels established for one of the objectives set out in Article 1(2) to another objective mentioned therein provided that the re-allocated amount represents less than 20% of the global amount covered by this decision and does not exceed 2 million Euro.

Article 3

1. The duration of the implementation of this decision shall be for a period of 18 months, starting on 01/01/2004. Expenditure under this decision shall be eligible as from that date.
2. If the actions envisaged in this decision are suspended due to *force majeure* or comparable circumstances, the period of suspension will not be taken into account for the calculation of the duration of the implementation of this decision.

Article 4

This Decision shall take effect on the date of its adoption.

Done at Brussels,

For the Commission

Member of the Commission

Annex: Breakdown of allocations by specific objectives

Specific objectives	Amount per specific objective (Euro)
to support ICRC's humanitarian programme in Colombia including emergency assistance immediately after displacement throughout the country and health care for people deprived of their freedom as a result of the conflict;	2,500,000
to improve the living conditions and promote the social integration of IDPs and other vulnerable groups in rural areas in the regions most affected by displacement;	4,000,000
to increase the exchange of information between humanitarian organisations in order to improve the co-ordination and the quality of humanitarian assistance;	165,000
to contribute to the setting up of an effective protection mechanism for refugees in Ecuador, and in other countries if needed, as well as to provide humanitarian assistance to asylum seekers in need;	700,000
to maintain a technical assistance capacity in the field, to assess needs, appraise project proposals and to coordinate and monitor the implementation of operations	150,000
Reserve	485,000
TOTAL	8,000,000

Grants for the implementation of humanitarian aid within the meaning of Regulation No.1257/96 are awarded in accordance with the Financial Regulation, in particular Art.110 thereof, and its Implementing Rules in particular Art.168 thereof.¹¹

Rate of financing: In accordance with Art.169 of the Financial Regulation, grants for the implementation of this Decision may finance 100% of the costs of an action.

Humanitarian aid operations funded by the Commission are implemented by NGOs and the Red Cross organisations on the basis of Framework Partnership Agreements (FPA) (in conformity with Article 163 of the Implementing Rules of the Financial Regulation) and by United Nations agencies based on the Financial and Administrative Framework Agreement (FAFA). The standards and criteria established in Echo's standard Framework Partnership Agreement to which NGO's and International organisations have to adhere and the procedures and criteria needed to become a partner may be found at http://europa.eu.int/comm/echo/partners/index_en.htm

¹¹ Council Regulation (EC, Euratom) No 1605/2002 of 25 June 2002, , OJ L248, 16/09/2002 and No 2342/2002 of 23 December 2002, OJ L 357 pf 31/12/2002.