



EUROPEAN COMMISSION

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COMMISSION DECISION

of

**on the approval and financing of a Global Plan for humanitarian Actions in Colombia
and neighbouring countries from the budget of the European Union**

(ECHO/-SM/BUD/2010/01000)

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THE EUROPEAN COMMISSION,

Having regard to the Treaty on the Functioning of the European Union,

Having regard to Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid¹, and in particular Articles 2, 4 and 15(3) thereof;

Whereas:

- (1) Colombia continues to experience a violent internal conflict, which has caused the new displacement of some 300,000 annually over the last couple of years and provoked the largest ongoing humanitarian crisis in Latin America;
- (2) Most internally displaced people (IDPs) are in need of short-term relief immediately following displacement and depend on humanitarian assistance to re-start their livelihood and integrate into a new environment;
- (3) The armed conflict affects heavily rural areas where restrictions of movement and access to basic goods and services may create important humanitarian needs in the affected communities;
- (4) Women are particularly vulnerable and disproportionately affected by the conflict and related gender-based violence, and, hence, require specific assistance and protection;
- (5) Children are one of the most vulnerable groups and seriously affected by the conflict, which means that special efforts for their protection are necessary;
- (6) Despite increased efforts, Colombian public institutions do not have sufficient capacity to cover the humanitarian needs of IDPs and other conflict-affected population, including for reasons of access;
- (7) The conflict in Colombia also affects neighbouring Ecuador and Venezuela, which host approximately 300,000 Colombians who are refugees or in a refugee-like situation;
- (8) With Colombia being prone to a variety of natural disasters, an international emergency response is required where local response capacity is not sufficient;

¹ 1- OJ L 163, 2.7.1996, p. 1.

- (9) As the scale and complexity of the humanitarian crisis is such that it is likely to continue, it is necessary to adopt a Global Plan to provide a coherent framework for the implementation of humanitarian Actions;
- (10) To reach populations in need, humanitarian aid should be channelled through Non-governmental Organizations (NGOs) and International Organizations including United Nations (UN) agencies. Therefore, the European Commission should implement the budget by direct centralized management or by joint management;
- (11) An assessment of the humanitarian situation leads to the conclusion that humanitarian aid Actions should be financed by the European Union for a period of 18 months;
- (12) For the purpose of this Global Plan, the countries involved are Colombia, Ecuador and Venezuela;
- (13) It is estimated that an amount of EUR 12,000,000 from budget article 23 02 01 of the general budget of the European Union is necessary to provide humanitarian assistance to over 160,000 victims of the conflict and natural disasters in Colombia, taking into account the available budget, other donors' contributions and other factors. Although as a general rule Actions funded by this Global Plan should be co-financed, the Authorising Officer, in accordance with Article 253 of the Implementing Rules of the Financial Regulation, may agree to the full financing of Actions;
- (14) Due to the rapidly evolving situation in the field and the nature of the Actions to be funded under this Global Plan, it is necessary to establish a contingency reserve in order to meet unforeseen events;
- (15) The present Decision constitutes a financing Decision within the meaning of Article 75 of the Financial Regulation (EC, Euratom) No 1605/2002², Article 90 of the detailed rules for the implementation of the Financial Regulation determined by Regulation (EC, Euratom) No 2342/2002³, and Article 15 of the internal rules on the implementation of the general budget of the European Union⁴;
- (16) In accordance with Article 17(2) of Council Regulation (EC) No.1257/96 of 20 June 1996, the Humanitarian Aid Committee gave a favourable opinion on 10 December 2009.

HAS ADOPTED THIS DECISION:

Article 1

1. In accordance with the objectives and general principles of humanitarian aid, the Commission hereby approves a 2010 Global Plan for the financing of humanitarian Actions for people affected by the conflict and natural disasters in

² 2- OJ L 248, 16.9.2002, p.1.

³ 3- OJ L 357, 31.12.2002, , p.1.

⁴ 4- Commission Decision of 5.3.2008, C/2008/773

Colombia and neighbouring countries (Ecuador and Venezuela) for a total amount of EUR 12,000,000 from budget article 23.02.01 of the 2010 general budget of the European Union.

2. In accordance with Articles 2 and 4 of Council Regulation No.1257/96, the principal objective of this Decision is to provide assistance and protection to people affected by the conflict and natural disasters in Colombia and neighbouring countries (Ecuador and Venezuela). The humanitarian Actions shall be implemented in the pursuance of the following specific objectives:

- To improve the humanitarian situation of people affected by the internal conflict in Colombia by providing assistance and protection

A total of EUR 10,300,000 is allocated to this specific objective.

- To improve the humanitarian situation of victims of the Colombia conflict in neighbouring countries (Ecuador and Venezuela) by providing assistance and protection

A total of EUR 1,100,000 is allocated to this specific objective.

- To improve the humanitarian situation of victims of natural disasters in Colombia by providing emergency assistance and enhancing disaster preparedness

A total of EUR 400,000 is allocated to this specific objective.

A total of EUR 200,000 is allocated to the contingency reserve.

3. The Authorising Officer may decide on non-substantial changes in accordance with Article 90.4 of the Implementing Rules of the Financial Regulation. Accordingly, without prejudice to the use of the contingency reserve, when required by the changing circumstances, resources may be reallocated between the different specific objectives up to a maximum of 20% of the total amount of the Financing Decision or up to a total of EUR 3,000,000, whichever is reached first.

Article 2

1. The period for the implementation of the Actions financed under this Global Plan shall start on 1 February 2010 and shall run for 18 months. Eligible expenditure shall be committed during the implementing period of the Decision.
2. If the implementation of individual Actions is suspended owing to force majeure or other exceptional circumstances, the period of suspension shall not be taken into account in the implementing period of the Global Plan in respect of the Action suspended.
3. In accordance with the contractual provisions ruling the Agreements financed under this Global Plan, the Commission may consider eligible those costs arising and incurred after the end of the implementing period of the Action which are necessary for its winding-up.

Article 3

1. As a general rule, Actions funded by this Global Plan should be co-financed.
The Authorising Officer, in accordance with Article 253 of the Implementing Rules, may agree to the full financing of Actions when this will be necessary to achieve the objectives of this Global Plan and with due consideration to the nature of the activities to be undertaken, the availability of other donors and other relevant operational circumstances.
2. Actions supported by this Global Plan will be implemented either by non-profit-making organisations which fulfil the eligibility and suitability criteria established in Article 7 of Council Regulation (EC) No. 1257/96 or International Organisations.
3. The Commission shall implement the budget:
 - either by direct centralised management with non-governmental Organisations;
 - or by joint management with international organisations that are signatories to the Framework Partnership Agreements (FPA) or the EC/UN Financial Administrative Framework Agreement (FAFA) and which were subject to the four pillar assessment in line with Article 53d of the Financial Regulation.

Article 4

This Decision will take effect either on the date of its adoption or on 1 February 2010, whichever occurs the latest.

Article 5

This Decision is addressed to the delegated authorising officer.

Done at Brussels,

*For the Commission
Member of the Commission*



EUROPEAN COMMISSION
DIRECTORATE-GENERAL FOR HUMANITARIAN AID - ECHO

Supporting document to the Commission Decision on the approval and financing of a Global Plan for humanitarian actions in Colombia and neighbouring countries from the budget of the European Union

ECHO/-SM/BUD/2010/01000

**Submitted to the Humanitarian Aid Committee in
December 2009**

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1. EXECUTIVE SUMMARY

A violent armed conflict has been affecting Colombia for more than four decades. Over the past few years, the levels of new displacement have remained continuously high, with approximately 300,000 people being forced to abandon their homes annually. The cumulated figure of internally displaced people (IDPs) varies between 3.1 and 4.6 million, depending on the source. According to UNHCR (United Nations High Commissioner for Refugees), Colombia is one of the countries with the highest number of both IDPs and refugees in the world, with some 373,000 Colombians being in a refugee or refugee-like situation.

No immediate end to the conflict is in sight, be it by military means or negotiations. The illegal armed actors participating in the conflict include not only guerrilla groups (FARC¹ and ELN²) but also a variety of other illegal armed groups, many of which are composed of “de-mobilized” paramilitaries. The conflict continues to entail serious humanitarian consequences for the civilian population, with new displacement resulting in emergency humanitarian and protection needs. Many rural communities face significant restrictions of movement and access to basic goods and services because of the armed conflict, thus seriously endangering their livelihoods. Women are disproportionately affected by the armed conflict and particularly vulnerable. Gender-based violence is increasingly becoming a problem. Moreover, the recruitment of children by armed groups continues.

The humanitarian crisis is exacerbated by the shrinking of humanitarian space through the blurring of civil-military lines and repeated violations of International Humanitarian Law (IHL) committed by all the armed actors of the conflict. However, the situation in Colombia is quite paradoxical: While the country has a rather sophisticated legal protection framework and considerable financial resources earmarked for assistance to IDPs, the emergency humanitarian and protection needs of many victims of the conflict remain uncovered.

Through the present Global Plan, the European Commission intends to address this gap in emergency assistance and protection. It will hence remain a key international humanitarian donor in Colombia, providing assistance and protection to the victims of the Colombia conflict, within the country itself and in neighbouring countries. The actions will be designed so as to meet primarily the most urgent needs of the recently displaced and of rural communities facing restrictions of movement and access to basic goods and services. Particular emphasis will be put on the most vulnerable groups, i.e. women, children and ethnic groups (indigenous and Afro-Colombian population). Given the increased aid efforts by the Colombian Government, the Commission's humanitarian partners are expected to be pro-active and involve the relevant state sectoral institutions in the humanitarian response. The aim is to hand over operations to them in the not too distant future so as for Government institutions to meet their responsibility vis-à-vis their own population.

Approximately 160,000 people will be assisted by the Commission under this Global Plan. Beneficiaries include victims of the conflict (in Colombia, Ecuador and Venezuela) and of natural disasters as Colombia is very disaster-prone and local response capacity may not be sufficient, depending on the area affected. The present Global Plan proposes

¹ Revolutionary Armed Forces of Colombia in its Spanish acronym

² National Liberation Army in its Spanish acronym

humanitarian actions for a total amount of EUR 12,000,000. Actions will have an average duration of 12 months within an 18 month decision implementation period.

2. CONTEXT AND SITUATION

2.1. General Context

The Republic of Colombia occupies the north-west corner of South America and borders Panama, Ecuador, Peru, Brazil and Venezuela. It has an estimated population of 45,600,000, with 76% of its population living in urban areas. Although it is rich in natural resources, with fertile agricultural land, energy resources (oil, natural gas and coal) and minerals, much of its wealth has been squandered in a debilitating, over 40-year long internal armed conflict. In fact, according to the World Bank an estimated 2.5 million more children would live above the poverty line and the average per capita income would be 50% higher had there been peace in Colombia for the past two decades³. As the conflict has even intensified in recent years, gains made in reducing poverty have been eroded. As a consequence, despite sustained economic growth, the country has dropped from 53rd to 77th in the UNDP⁴ Human Development Index in nine years (1998-2007). Of the total population, 64% lives below the national poverty line⁵, 27.9% lives on two dollars per day, and 16% on just 1.25 dollar⁶. In addition, Colombia's inequality levels remain among the worst in Latin America⁷.

The internal conflict involves the Colombian army and a series of irregular armed groups: the FARC and ELN guerrilla organisations, splinter groups formed by "demobilized" paramilitary and/or criminal gangs⁸. All groups regularly commit violations of International Humanitarian Law (IHL), usually with high levels of impunity⁹. The conflict is largely self-financing through the proceeds of cocaine and to a lesser extent heroin production, extortions, kidnapping, oil revenues and other business activities. Its negative effects are compounded by social vulnerability and inequality, corruption, violence and drug trafficking.

2.2. Current Situation

The context remains complex and changing. Fighting continues by the guerrilla and illegal armed groups over the control of territory, especially in areas of strategic importance for the trafficking of illegal drugs and arms. Furthermore, the Colombian armed forces continue their efforts to re-gain territory. Presidential directive no.001, signed in March 2009, has further increased the blurring of civil-military lines, with civil-

³ Colombia Country Brief, with reference to the World Bank's Development Indicators 2008

⁴ United Nations Development Programme

⁵ World Bank, "Colombia at a glance", <http://web/worldbank.org>

⁶ UNDP Human Development Report 2009, World Bank World Development Indicators 2008

⁷ The GINI index (ratio of the income or consumption share of the richest group to that of the poorest) for Colombia is 58.5, the worst in Latin America and among the ten worst in the world according to the UNDP Human Development Report 2009

⁸ According to estimates, these illegal armed groups are between 3,000 and 9,000 members (cf International Crisis Group, "Colombia's New Armed Groups", Latin America Report N°20, 10 May 2007).

⁹ A striking example of an IHL violation was the misuse of the ICRC (International Committee of the Red Cross and Red Crescent) emblem by Colombian armed forces during the liberation of high-profile FARC hostages in July 2008⁹; see *inter alia* "Colombian military used Red Cross emblem in rescue", published on cnn.com on 16 July 2008 as well as articles in "El Espectador" and "Nuevo Siglo" of 15 August 2008

military aid brigades operating in the priority zones identified in the directive. Humanitarian space is, hence, shrinking¹⁰.

Given the evolution of the conflict since 2008¹¹, the possibility of an end to it seems somewhat less utopian but is nonetheless not expected to happen in the short term. Peace talks with the ELN, remain suspended and the outcome of the demobilization process of the paramilitaries is doubtful¹². The operations of illegal armed groups seriously affect the civilian population - notably women, children and ethnic groups¹³. An increase in violence is expected in the period ahead of the legislative and presidential elections in 2010.

As a result of the actions of the different parties to the Colombian conflict, the civilian population is facing an increasing risk of displacement or restrictions of movement and access to basic goods and services, notably in the rural areas. Violations of international humanitarian law such as threats and summary executions remain a serious and recurrent problem¹⁴ and a major cause for forced displacement.

Apart from the conflict, the local population also faces the risk of natural disasters, which tend to be recurrent and put a strain on local coping capacity.

3. IDENTIFICATION AND ASSESSMENT OF HUMANITARIAN NEEDS

3.1. Main affected population groups

3.1.1. Recently displaced populations

Forced displacement is not only a side-effect of the conflict but also a tactic adopted by the parties to the conflict. Displacement figures have been continuously high over the past few years, a trend which is expected to remain. In 2007, 319,207 and in 2008 281,676 people¹⁵ have had to leave their homes according to the official Information System for Displaced Population ("SIPOD" in its Spanish acronym), operated by Acción Social¹⁶. This leads to a cumulated official figure for displacement in Colombia between

¹⁰ In line with the humanitarian principle of neutrality, DG ECHO partners have rejected invitations to participate in these mixed brigades, which were declared a military target by FARC section no. 29 in Nariño in a press release in August 2009.

¹¹ Between March and June 2008, two members of the seven-member FARC secretariat were killed and their leader died. In addition, numerous defections of mid-level commanders and the rank-and-file have been reported. However, in response, the FARC has returned to the classic guerrilla tactics, including ambushes, armed blockades and bombing attacks.

¹² While more than 31,671 former paramilitaries have been demobilized and the process was declared completed in 2006, more than 22 new splinter groups have appeared (High Commissioner for Peace, figure for demobilization as at 17 August 2006; and Tenth Report of the Secretary General to the Permanent Council on the Organization of American States Mission to Support the Peace Process in Colombia (MAPP/OEA, 31 October 2007). According to estimates, these illegal armed groups count between 3,000 and 9,000 members. (cf International Crisis Group, "Colombia's New Armed Groups", Latin America Report N°20, 10 May 2007). Some of them are led by commanders of the AUC (United Self-Defence Forces in their Spanish acronym) who did not de-mobilize, others are an alliance between "demobilized" paramilitaries and drug traffickers. (MAPP/OEA Ninth Quarterly Report, 3 July 2007; and International Crisis Group, "Colombia's New Armed Groups", Latin America Report N°20, 10 May 2007)

¹³ *ibidem*

¹⁴ According to the ICRC Annual Report 2007, the organization documented 345 summary executions in 2007 and helped 2,417 people who had received threats, to move to a safer location.

¹⁵ Acción Social website, displacement figures as at 30 June 2009

¹⁶ Acción Social ("Presidential Agency for Social Action and International Cooperation") is the government agency responsible for the coordination of assistance to those displaced by violence.

January 1995 and December 2008 of 3,115,266, which contrasts with the cumulated figure of 4,629,190 people displaced between 1985 and December 2008 calculated by the non-governmental organization CODHES¹⁷. As per CODHES, in 2008, 380,863 people were displaced, which represents an increase of 24 per cent as compared to 2007¹⁸. The difference in figures is mainly related to a phenomenon of under-registration. Especially in rural areas, IDPs are afraid to register, find the procedures too cumbersome or do not have confidence in the official aid programmes¹⁹. Furthermore, SIPOD usually does not register intra-urban displacement or displacement due to the actions of illegal armed groups (other than the guerrilla) or due to fumigation/manual eradication.

3.1.2. Conflict-affected rural population

Communities in rural areas face continuous risks resulting from the conflict. Often, restrictions of movement and access to basic goods and services are imposed on them by armed actors. This typically endangers their livelihood and creates emergency humanitarian needs. It may subsequently also lead to displacement. The main reason for the restrictions appears to be interest in the affected area as a strategic corridor. There is no state policy or specific set of rules to protect populations facing this kind of restriction. Neither is there comprehensive official data available, which tends to render this phenomenon invisible. Being aware of this situation, in 2008/2009 DG ECHO funded a study by OCHA²⁰ Colombia, which analyzed 21 cases of restrictions of movement and access to basic goods and services between 2004 and 2009. According to the study, women are the group most affected because the restrictions reduce the quantity of food available, trigger an increase in intra-family violence and the departure of male partners in order to look for other sources of income. Children are also seriously affected, suffering from rising malnutrition levels, abuse and drop-out from school.

3.1.3. Women

According to official sources, 73% of the total IDP population are women and children. The particularly negative effect of the conflict on women was underlined by a recent Constitutional Court Ruling²¹, listing ten factors of special vulnerability, including gender-based violence, sexual abuse or the forced recruitment of their children by illegal armed groups. The use of sexual violence as a weapon of war by all armed actors and broad impunity was highlighted²². According to the Constitutional Court, sexual violence against women is "customary, widespread, systematic and invisible" in the context of the Colombian conflict²³. It is the reason for the displacement of 20% of all female IDPs²⁴ and usually goes unreported because of fear or shame²⁵. The situation of displaced

¹⁷ "Consultancy for Human Rights and Displacement", information bulletin of 22 April 2009

¹⁸ Ibid.

¹⁹ CODHES, "Más o menos desplazados", 12 September 2006

²⁰ United Nations Office for the Coordination of Humanitarian Affairs

²¹ Sentence 092 of April 2008

²² Boletín conflicto armado, movilidad humana y construcción de paz desde las mujeres, N°4, May 2008; in this context also see Organization of American States Support Mission for the Peace Process (MAPP/OEA in its Spanish acronym), Ninth Quarterly Report, 3 July 2007; Inter-American Human Rights Commission, "Las mujeres frente a la violencia y la discriminación derivadas del conflicto armado en Colombia", 18 October 2006

²³ Constitutional Court ruling 092 of April 2008

²⁴ Study by the Ombudsman's Office as reported in El Tiempo on 30 July 2008, report "La violencia sexual en Colombia – un arma de guerra" by Oxfam International of 9 September 2009

²⁵ According to the mentioned Oxfam International report, only about 10% of all cases are reported.

women is the more difficult because many of them have to assume the role of head of household following the death or disappearance of their partners.

3.1.4. Children

Children are heavily affected by the conflict, with 80% of IDP children living in extreme poverty, 23% being stunted and 75% not having access to education²⁶. Child recruitment continues to be a problem. Between 8,000 and 11,000 children are believed to be participating in illegal armed groups²⁷. Furthermore according to the Ombudsman's Office, in the last ten years, more than 6,140 children have died in combat²⁸. The killing and maiming of children remains a serious concern for the United Nations²⁹. There is also grave sexual violence against children, in particular girls, which remains widely underreported³⁰.

3.1.5. Ethnic groups: (Afro-Colombian and indigenous populations)

Afro-Colombians are amongst the most vulnerable groups: their human development index (HDI) is 0.66, the lowest in Colombia³¹. Although they constitute only 8% of the total population and the indigenous peoples only 2%, they make up 11% and 8% respectively of the total displaced population³². All of Colombia's 84 indigenous groups have been affected by displacement³³, mostly because they often live in areas which are of strategic interest to illegal armed groups. Also for that reason, they frequently face restrictions of movement and access to basic goods and services. In the first half of 2009, assassinations of indigenous population by armed actors were twice as high as in the same period of 2008³⁴. The UN³⁵ Committee on the Elimination of all Forms of Racial Discrimination has urged Colombia to take all possible measures to prevent human rights violations against Afro-Colombian and indigenous communities in the context of the armed conflict³⁶.

3.1.6. Victims of the Colombia conflict in neighbouring countries

The spill-over of the Colombian conflict to neighbouring countries continues, with Ecuador and Venezuela receiving the highest numbers of Colombian refugees/asylum-seekers/people in need of international protection despite the varying degree of bilateral diplomatic relations. According to UNHCR, at the end of 2008, 373,532 Colombians

²⁶ Save the Children "Children's Rights Fact Sheet Colombia", September 2008, with reference to the Prosecutor General's Office; UNICEF Humanitarian Action Update Colombia, 28 September 2007

²⁷ United Nations Security Council document S/2009/434 of 28 August 2009: Report of the Secretary General on Children and Armed Conflict in Colombia

²⁸ Reference made in a UNICEF video, <http://www.youtube.com/watch?v=ILLfRGgjYXE>

²⁹ Cf the report of the UN Secretary General mentioned above

³⁰ Ibid.

³¹ The HDI for Colombia is 0.807 according to the Human Development Report 2009

³² UNHCR "The State of the World's Refugees 2006". In terms of ICRC caseload, indigenous people made up 4.2% and Afro-Colombians 18.8% of the displaced assisted by ICRC in 2007 (ICRC Annual Report Colombia 2007).

³³ International Displacement Monitoring Centre, A Profile of the Internal Displacement Situation, 30 June 2006

³⁴ Office of the United Nations High Commissioner for Human Rights in Colombia, press release dated 6 August 2009

³⁵ United Nations

³⁶ Concluding observations of the Committee on the Elimination of Racial Discrimination, CERD/C/COL/CO/14 of 28 August 2009

were refugees or in a refugee-like situation, 100,637 of whom in Ecuador and 201,094 in Venezuela³⁷. Only a fraction of Colombians who have fled to neighbouring countries have actually obtained refugee status. Often, they do not apply for asylum or refugee status because of ignorance of procedures, fear of stigmatization or threats.

3.2. Identified Humanitarian Needs

3.2.1. Protection

Colombia has a sound legal protection framework which complies with international treaties and standards. The country's first law ("Law 387") to help the victims of forced displacement was adopted in July 1997. In a landmark judgment in 2004, the Constitutional Court declared the government's failure to appropriately enforce the rights of the conflict-affected population "an unconstitutional state of affairs"³⁸. In response to the Court's requirements, the Government adopted a new National IDP Plan. In April 2008, a law³⁹ was passed, foreseeing *inter alia* increased coordination between national and local authorities (and the private sector) to provide assistance to IDPs. The government has undoubtedly made progress in its policy towards IDPs and increased the corresponding resources, remaining the main provider of humanitarian assistance for IDPs⁴⁰. Nonetheless, much remains to be done. Registration, which is the basis of the attribution of rights to IDPs, needs to be improved in order to decrease the number of displaced populations who are left out of the system⁴¹. In addition, the conflict-affected rural population has important protection needs which have to be met. Finally, the quality of the assistance provided by the state is still not homogenous: it is relatively adequate in most of the capitals and main cities of most departments while it is almost inexistent in others, particularly in isolated areas of the same departments.

Specific protection activities are required to assist women in relation to the increasing problem of gender-based violence. The same holds true for children who may be at risk of forced recruitment, a risk which can be decreased for instance through short-term education activities.

3.2.2. Emergency needs

Immediately after displacement, people often arrive in a new neighbourhood with only the essential goods they could transport. Hence, their most basic needs typically remain uncovered. Emergency food and non-food assistance is therefore deemed essential. It forms part of Acción Social's responsibilities but is only provided to IDPs who are registered. ICRC has signed a Memorandum of Understanding with Acción Social to provide primary emergency assistance to newly displaced people in case of massive displacements⁴² and in case of individuals when the organization has an office located in the town of arrival. IDPs who are not registered (some 30% according to CODHES) do

³⁷ UNHCR "Global Trends 2008", 16 June 2009

³⁸ Sentence T-025 of February 2004

³⁹ Law 1190

⁴⁰ Allocation of approximately EUR 369 million in 2009 and EUR 373 million in 2010, according to the Acción Social bulletin "Hechos y avances en la atención a población desplazada" of June 2009

⁴¹ In this context it is interesting to note that in its ruling of 15 August 2007, the Constitutional Court clearly underlined that those who have been displaced because of violence by state actors also have to be registered in the RUPD and are hence entitled to assistance. ("Ambito jurídico", 24 September 2007)

⁴² Displacement of more than 50 people

not have access to immediate aid in areas in which ICRC is not present unless it is provided by other humanitarian organizations.

3.2.3. *Other humanitarian needs*

- Primary health care: Registered IDPs have access to the health system although the system is not always operational in rural areas. Non-registered IDPs can only access the system through informal payments, which they often cannot afford because their income has been depleted. Access to primary health care is rather limited for rural conflict-affected population, mostly because public health care services do not function regularly in the concerned areas. The main health problems are low vaccination coverage (58%) and high infant (22 per 1000) and child mortality (26 per 1000)⁴³. In terms of morbidity, diarrheic diseases and acute respiratory infections together with other vector-borne diseases such as malaria and dengue are the most prevalent.

- Water and sanitation: Access to safe water and sanitation is generally acceptable in Colombia⁴⁴. However, it is usually very limited in cases of illegal occupation by the displaced population of urban areas and in many conflict affected rural areas, where the systems have often deteriorated due to the conflict.

- Shelter: According to the latest report by the National Verification Survey, only 7.5% of all families officially registered as IDPs were living in housing conditions "with dignity"⁴⁵.

- Nutrition/food security: The displaced populations - mainly farmer families - who move to urban centres are food insecure. A WFP⁴⁶/DG ECHO⁴⁷ nutritional survey showed that 23% of displaced children under 5 and 16% of those of the host communities were chronically malnourished⁴⁸. Restrictions of movement and access to basic goods and services imposed by illegal armed actors on rural communities may negatively impact their food security and nutritional situation.

- Psychosocial support: Displacement is a traumatic experience. According to the Ministry of Health, 40% of the population affected by conflict is at risk of contracting psychological problems as a consequence of the conflict. In spite of the seriousness of the problem, only few psychological service structures exist and treatment is not systematically included in the assistance offered by the government⁴⁹.

- Mine awareness: Colombia continues to be one of the countries with the largest number of new mine victims despite the fact that figures seem to be decreasing (370 victims in the first semester 2009 as compared to 444 in the same period 2008⁵⁰).

⁴³ UNICEF "Informe estado mundial de infancia 2008".

⁴⁴ According to UNDP's Human Development Report 2007/2008, only 7 per cent of the population do not have access to an improved water source.

⁴⁵ V Informe Comisión de seguimiento

⁴⁶ World Food Programme

⁴⁷ Directorate General for Humanitarian Aid - ECHO

⁴⁸ See also UNICEF Humanitarian Action Update Colombia, 28 September 2007

⁴⁹ The seriousness of the situation is confirmed by an MSF's mental health report. <http://www.msf.org>.

⁵⁰ OCHA Colombia, Humanitarian Situation Report, Synopsis January – June 2009

However, there is apparently under-reporting because of fear or threats⁵¹. 80% of Colombian territory has been declared mine affected⁵².

On the basis of non-discrimination, part of the above-mentioned types of assistance may also be required for host communities as newly arriving IDPs tend to put a strain on locally available resources.

3.2.4 Emergency relief following natural disasters and disaster risk reduction

Colombia is a very disaster-prone country. From 2006 to 2008, more than 4,100,000 people have been affected by natural disasters⁵³. In the first half of 2009 alone, a total of 311,000 people have been affected by disasters⁵⁴. The vast majority of damage has been caused by hydro-meteorological events, notably floods and landslides. Given Colombia's well-developed response capacity, most disasters can be dealt with through national resources. However, in some cases local or national response capacity is not sufficient and international assistance is required, including for reasons of access. Due to the frequency with which natural disasters strike, the coping mechanisms of the population are considerably reduced, particularly those of the displaced population, who are already in a rather vulnerable situation. In view of the recurrent nature of natural disasters, it is important to mainstream disaster risk reduction into the response so as to help the affected population to better prepare themselves and, thus, reduce the negative impact of disasters.

3.2.5. Needs of the victims of the Colombian conflict in neighbouring countries (Ecuador and Venezuela)

The victims of the Colombia conflict in the neighbouring countries need the legal protection provided by refugee status to attempt to recover their livelihood. However, there are believed to be significant numbers of Colombians who do not apply for asylum or refugee status for ignorance of procedures, fear of stigmatization or threats. Therefore, support to refugee status determination is required. In addition, newly arrived victims of the Colombian conflict in neighbouring countries may require emergency assistance in terms of food and non-food items, temporary shelter and basic services. On the basis of non-discrimination, assistance may also be required for the host communities as the new arrivals tend to put a strain on locally available resources.

4. PROPOSED DG ECHO STRATEGY

4.1. Coherence with DG ECHO's overall strategic priorities

Colombia is classified in the GNA⁵⁵ as a "high-crisis" country with "medium vulnerability". The latter reflects its relatively advanced economic and social development in relation to many other countries where DG ECHO traditionally intervenes. However, due to very high inequality, macro-economic indicators masks the

⁵¹ Landmine Monitor Report 2008

⁵² OCHA Country Profile Colombia, July 2008

⁵³ OCHA Colombia, Humanitarian Situation 2006-2008

⁵⁴ OCHA Colombia, Humanitarian Situation, Sinopsis January – June 2009

⁵⁵ General needs assessment annually elaborated by DG ECHO

actual humanitarian situation, particularly that of the population affected by the conflict, living in remote rural or in marginal urban areas.

DG ECHO considers Colombia as a forgotten humanitarian crisis. The country is usually only in the media in relation to drug trafficking or the situation of hostages. However, following the liberation of high-profile FARC hostages in July 2008, media interest has almost disappeared altogether. Thus, the issues of displacement and the resulting humanitarian needs are rarely raised.

The Global Plan is in line with the **European Consensus on Humanitarian Aid**. Opportunities for **LRRD**⁵⁶ focus mainly on Government institutions, given the increased efforts and capacity of the Colombian state. In this connection, DG ECHO implementing partners have to be pro-active and devise a handover/exit strategy, involving state sectoral institutions to the largest extent possible. LRRD is also promoted through existing complementarities between DG ECHO and interventions under other Commission aid instruments such as the Development Cooperation Instrument for Latin America (DCI Budget line 19 09 01). To ensure coordination, there are regular meetings between the EC Delegation and the DG ECHO office in Bogota and a continued dialogue in Brussels between DG ECHO, DG RELEX⁵⁷ and DG AIDCO⁵⁸. Furthermore, synergies are sought with other EU funded programmes such as the European Initiative for Democracy and Human Rights, the DCI thematic programmes ("Non-State Actors and Local Authorities in Development") and the Instrument for Stability⁵⁹.

Protection is one of the main axes of DG ECHO's intervention strategy in Colombia. Activities coherent with DG ECHO's Funding Guidelines for Humanitarian Protection⁶⁰ are envisaged.

Particular importance is attached to assisting conflict-affected women, in line with **the EU Guidelines on Violence against Women and Girls and Combatting all Forms of Discrimination against them**⁶¹. The special attention given to children is in the spirit of the EU Guidelines on Children and Armed Conflict⁶² and the Communication "**A Special Place for Children in EU External Action**"⁶³.

In terms of **disaster risk reduction**, corresponding activities will be mainstreamed into the response to natural disasters provided under the third Specific Objective of this Global Plan. This is also in line with the **EU Strategy for Supporting Disaster Risk Reduction in Developing Countries**⁶⁴. Furthermore, there is coordination between the Global Plan and the projects funded in Colombia under the Sixth DIPECHO⁶⁵ Action Plan for South America⁶⁶.

⁵⁶ **Linking Rehabilitation, Relief and Development**

⁵⁷ Directorate-General for External Relations of the European Commission

⁵⁸ EuropeAid Cooperation Office

⁵⁹ Budget line 19 06 01 01 Crisis response and preparedness - Instrument for Stability

⁶⁰ See DG ECHO's website

⁶¹ Adopted by the Council of the European Union on 8 December 2008

⁶² Adopted by the Council of the European Union in December 2003

⁶³ Communication from the Commission to the Council, the European Parliament, the European Economic and Social Committee and the Committee of the Regions of 5 February 2008

⁶⁴ Communication from the Commission to the Council and European Parliament of 23 February 2009

⁶⁵ Disaster Preparedness ECHO

⁶⁶ ECHO/DIP/BUD/2009/01000, 10,500,000 EUR, budget line 23.02.03 (EUR 900,000 for Colombia)

4.2. Impact of previous humanitarian response

The Global Plan 2009 will only be fully evaluated during the first quarter of 2010. The main results so far are detailed in the following sections.

4.2.1. Specific objective 1: Protection, relief and assistance to people affected by the internal conflict in Colombia

- In the first half of 2009, 35,876 newly displaced received emergency assistance (food parcels and non-food items) from ICRC. In the same vein, WFP⁶⁷ distributed 75.2 tons of food to new IDPs.
- Up to September 2009, more than 1,814 children and young people benefitted from specific protection measures, including *inter alia* their integration in accelerated learning cycles, the strengthening of their protection capacity. In addition, 497 teachers, community leaders and parents took part in capacity building activities to increase their knowledge of protection mechanisms and strengthen their social networks.

4.2.2. Specific objective 2: Protection, relief and assistance to refugees in neighbouring countries (Ecuador and Venezuela)

- In Ecuador, until June 2009, 21,082 refugees and 18,126 new asylum seekers received proper documentation. In addition, 9,050 recently arrived victims of the conflict received hygiene items, 3,173 of them households and 3,040 of them kitchen items.
- In Venezuela, during the first semester 2009, 580 food and non-food kits were provided to new refugees and asylum seekers and some 633 received subsistence allowance.

4.3. Coordination with activities of other donors and institutions

The primary responsibility for the coordination of the humanitarian aid to the displaced belongs to the Government through Acción Social. In July 2008, the National Humanitarian Plenary Coordination mechanism was set up by Acción Social in an attempt to enhance coordination between the Government of Colombia, international and national humanitarian actors. The DG ECHO office in Bogotá maintains contacts with Acción Social to ensure coordination between the Commission's and the government's humanitarian aid.

With regard to coordination of international humanitarian actors, the United Nations Inter-Agency Standing Committee (IASC) has established a humanitarian country team which is working through three thematic groups and five sub-groups to promote common approaches towards humanitarian aid. DG ECHO is the only donor to participate - as an observer - in the humanitarian country team as well as in the three thematic groups.

There are regular meetings organized by DG ECHO's Bogota office with DG ECHO partners. This coordination forum, enlarged to include also other interested humanitarian actors and the EC Delegation, has been the platform to develop the intervention strategy for 2010. The strategy was also discussed at a meeting between DG ECHO, humanitarian organizations and other Commission services in Brussels on 15 September 2009. The DG

⁶⁷ World Food Programme

ECHO office in Bogota also coordinates activities with the EC Delegation and other donors in Bogota.

4.4. Risk assessment and assumptions

Although insecurity is a major problem in rural conflict areas and marginal urban zones in Colombia, the humanitarian community has rarely been targeted in the past and there is in general respect for international humanitarian actors. However, the appearance of new splinter groups - made up of "de-mobilized" paramilitaries or of paramilitaries who did not participate in the demobilization process - poses a new security risk, as their interaction with humanitarian organizations is not clear.

Access to the civilian population in areas in which the conflict is most acute is very difficult and usually depends on local commanders. In rural areas controlled by illegal armed groups, access is limited by a presidential decree forbidding any international organization - with the exception of the Red Cross⁶⁸ - to establish contact with illegal armed groups. In some areas, humanitarian organizations may be advised by irregular armed groups not to operate. In spite of this, actions funded under past Global Plans have generally achieved satisfactory access to the beneficiary population. However, following the misuse of the ICRC logo by Colombian armed forces during the liberation of FARC hostages, implementing partners' access to certain areas has become more difficult. The expected increase in violence ahead of elections in the first semester 2010 may also impact implementing partners' ability to operate. The implementation of presidential directive no. 001 – and notably the consequences of mixed civil-military assistance brigades – risk reducing humanitarian space.

It is assumed that Acción Social will continue to provide assistance to IDPs in departmental capitals and beyond in the framework of their agreement with ICRC⁶⁹.

4.5. DG ECHO Strategy

The overall focus of the Global Plan 2010 will be on emergency assistance and protection for the conflict-affected population both in Colombia itself and the neighbouring countries (in particular Venezuela and Ecuador).

The humanitarian actions funded under this Global Plan will be complementary to state assistance, i.e. provide emergency humanitarian aid only where the Government is not in the position to do so. Special attention will be paid to the most vulnerable groups, including women, children and ethnic minorities.

The main priority areas will be the departments of the Pacific coast (Nariño, Cauca, Valle del Cauca, Chocó), border areas with Ecuador (Putumayo) and Venezuela (Arauca, Norte de Santander), Guaviare, Caquetá and Magdalena. Secondary priority areas will include the departments of Meta, Huila, Cordoba, Antioquia, Tolima and Cesar. However, given the particular dynamics of the conflict, changes in the priority areas may be required so as to be able to address new situations arising during the implementation period.

⁶⁸ The ICRC has been authorized by the Government to engage in a dialogue on humanitarian issues and possible IHL violations. The role of the Colombian Red Cross is regulated by Law 852 of 2003.

⁶⁹ There is an agreement between Acción Social and ICRC by which Acción Social provides emergency assistance to new individual IDPs while the ICRC assists cases of massive displacement (more than 50 people at a time) plus individual cases where it has an office and Acción Social has insufficient capacity.

In terms of assistance, the priority in Colombia will be to provide emergency aid to newly displaced populations (i.e. displaced for less than a year and not registered or awaiting a decision on registration) as well as to conflict-affected rural population. In addition, early recovery humanitarian aid will be provided so as to help the conflict-affected population reach minimal living conditions and restart their livelihood. Following the principle of non-discrimination, assistance may be provided to host communities if their resources are stretched because of the arrival of new IDPs. Return actions will be funded only if they comply with international standards and are voluntary, safe and undertaken with respect to dignity. Although the focus of the Global Plan will be on rural areas, specific actions in marginal urban areas may be funded to cover significant humanitarian needs of the most vulnerable groups. For instance, support may be provided to protect children from forced recruitment by illegal armed groups, mainly through short-term education activities with a clear link to the formal education system. Mine awareness may be mainstreamed in humanitarian actions implemented in areas with a heavy mine risk. This Global Plan will also allow a response to natural disasters, which would include disaster risk reduction activities.

In neighbouring countries (in particular Ecuador and Venezuela), the Global Plan will support primarily protection activities, notably refugee status determination and registration. Besides, if required, emergency assistance to newly arrived victims of the Colombian conflict and host communities may be provided.

Overall, more than 160,000 people will directly benefit from this Global Plan. In Colombia, more than 80,000 will benefit from emergency assistance and some 40,000 from early recovery basic humanitarian assistance. In neighbouring countries some 40,000 people will benefit from protection and assistance actions.

Principal objective: To provide assistance and protection to people affected by the conflict and natural disasters in Colombia and neighbouring countries (Ecuador and Venezuela)

Specific objectives:

- To improve the humanitarian situation of people affected by the internal conflict in Colombia by providing assistance and protection
- To improve the humanitarian situation of victims of the Colombia conflict in neighbouring countries (Ecuador and Venezuela) by providing assistance and protection
- To improve the humanitarian situation of victims of natural disasters in Colombia by providing emergency assistance and enhancing disaster preparedness

4.6. Duration

The duration for the implementation of this Decision will be 18 months. Humanitarian Actions funded by this Decision must be implemented within this period.

Expenditure under this Decision shall be eligible from 1 February 2010. An 18-month duration is requested because some of the activities to be funded under this Global Plan may be build upon activities funded under the previous Global Plan. Therefore, while some projects will start on 1 February 2010, others may start towards the end of the first semester 2010. In addition, the insecurity and volatility of the Colombian context may require an extension of the originally envisaged duration of projects.

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 Actions.

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. In this respect, the procedure established in the general conditions of the specific agreement will be applied.

4.7. Amount of Decision and strategic programming matrix

4.7.1 Total amount of the Decision: EUR 12,000,000

4.7.2. Strategic Programming Matrix

Principal objective	<i>To provide assistance and protection to people affected by the conflict an natural disasters in Colombia and neighbouring countries (Ecuador and Venezuela)</i>				
Specific objectives	Allocated amount (EUR)	Geographical area of operation	Activities proposed	Expected outputs / indicators	Potential partners
<p>Specific objective 1: To improve the humanitarian situation of people affected by the internal conflict in Colombia by providing assistance and protection</p>	<p>10,300,000</p>	<p>Colombia</p>	<p>1.1 Emergency assistance to new IDPs</p> <ul style="list-style-type: none"> Distribution of food and non-food items (e.g. distribution of food rations) <p>1.2 Humanitarian assistance for conflict-affected rural communities as well as returnees (if conditions for return correspond to international standards)</p> <ul style="list-style-type: none"> Water and sanitation assistance (including the construction of water points) Access to primary health care (including mobile health care units as a step to facilitate the return of health services when possible) Emergency food aid Household food security: e.g. home gardens, distribution of agricultural inputs Shelter improvement (only if the deterioration of shelter conditions is due to the conflict) Basic psycho-social support Community-strengthening Mine-awareness raising 	<p>The most urgent needs of 80,000 IDPs in terms of food and non-food assistance are met for up to six months following forced displacement, in accordance with SPHERE standards.</p> <p>The most urgent humanitarian needs of communities, whose access to basic goods and services and livelihood has seriously deteriorated because of the conflict, are met.</p>	<p><u>Direct centralised management</u></p> <ul style="list-style-type: none"> - ACH- ESP - ADRA – DEU - ADU - CHURCH OF SWEDEN AID - CISP - COOPI - CROIX-ROUGE - ESP - CROIX-ROUGE - FRA - CROIX-ROUGE - NLD - DIAKONIE - DIE JOHANNITER, (DEU) - HALO TRUST - HELPAGE INTERNATIONAL - UK - HILFSWERK AUSTRIA - MDM - FRA - MERCY CORPS SCOTLAND - MPDL - NORWEGIAN REFUGEE COUNCIL - OXFAM - UK

			<p>1.3 Helping new IDPs regain a minimum level of self-sufficiency</p> <ul style="list-style-type: none"> • Water and sanitation assistance • Provision or improvement of shelter • Household food security • Restarting basic livelihoods • Basic psycho-social support <p>1.4 Improved protection of the affected populations in accordance with current international agreements and the Colombian legal framework</p> <ul style="list-style-type: none"> • Implementation of safeguard measures for civilians in need of protection and legal advice • Visits and selective assistance to detainees • Support for families of detainees and hostages • Activities in favour of missing persons and their families • Improved respect of international agreements, strengthening the enforcement of the legal framework • Sensitization, education and prevention of accidents with antipersonnel mines and ERW <p>1.5 Child protection activities (to deter the recruitment of minors by armed groups and to protect them from other forms of violence)</p> <ul style="list-style-type: none"> • Short-term informal education to reintegrate vulnerable children into the state education system • Nutritional assistance • Basic psycho-social support 	<p>Some 40,000 affected people have improved living conditions and social integration. At least one of their unmet basic needs is addressed. (As defined by SPHERE standards)</p> <p>Improved protection of the affected populations in accordance with current international agreements as well as the Colombian legal framework :</p> <ul style="list-style-type: none"> - The number of people under 18 recruited by armed groups decreases – confidential results - All combatants are made aware of the difference between participants and non participants in the conflict – confidential results - The families of persons reported missing have been informed of their fate and whereabouts, and the number of disappearances has diminished - Detainees of concern to ICRC (held by the government and the armed groups) and hostages are better treated in accordance with IHL – confidential results <p>1,500 children who dropped out of school are better protected through access to adapted education and integrated support and are able to reintegrate into the formal schooling system.</p>	<ul style="list-style-type: none"> - PLAN GERMANY - SAVE THE CHILDREN – UK - SOLIDARIDAD INTERNACIONAL <p><u>Gestion conjunta</u></p> <ul style="list-style-type: none"> - FAO - ICRC-CICR - IOM - OCHA - PAHO - UNHCR - UNICEF - WFP-PAM
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			<p>1.6 Coordination</p> <ul style="list-style-type: none"> • Data collection, information analysis and distribution on the humanitarian situation in Colombia • Facilitation of information exchange amongst local, national and international organisations • Support to the establishment of monitoring mechanisms in the affected regions 	<p>The coordination of humanitarian assistance is improved.</p> <ul style="list-style-type: none"> - Regular reports on the humanitarian situation in Colombia formulated and distributed - Evaluation of the humanitarian situation of specific conflict-affected groups - Maintenance of a database on humanitarian assistance and organizations in Colombia 	
<p>Specific objective 2: To improve the humanitarian situation of victims of the Colombia conflict in neighbouring countries (Ecuador and Venezuela) by providing assistance and protection</p>	<p>1,100,000</p>	<p>Ecuador, Venezuela</p>	<p>2.1 Protection of the victims of the Colombia conflict</p> <ul style="list-style-type: none"> • Support for registration and refugee-status determination • Legal assistance • Protection and advice to the victims of the Colombia conflict <p>2.2 Relief Assistance to recently arrived victims of the Colombia conflict in neighbouring countries</p> <ul style="list-style-type: none"> • Emergency assistance for newly arrived victims of the Colombia conflict and their host communities • Basic psycho-social support 	<p>Improved protection is provided for the victims of the Colombia conflict</p> <p>30,000 refugees, asylum seekers and other victims of the conflict are better aware of their rights and options and have their rights better respected</p> <p>The basic emergency needs of newly arrived victims of the Colombia conflict assistance are covered.</p> <p>10,000 newly arrived victims of the Colombia conflict receive emergency humanitarian assistance.</p>	<p><u>Direct centralised management</u></p> <ul style="list-style-type: none"> - DIE JOHANNITER, (DEU) - NORWEGIAN REFUGEE COUNCIL <p><u>Joint management</u></p> <ul style="list-style-type: none"> - UNHCR

<p>Specific objective 3: To improve the humanitarian situation of victims of natural disasters in Colombia by providing emergency assistance and enhancing disaster preparedness</p>	<p>400,000</p>	<p>Colombia</p>	<p>3.1 Disaster Response</p> <ul style="list-style-type: none"> • Distribution of food and non-food items • Support for early recovery <p>3.2 Disaster Preparedness</p> <ul style="list-style-type: none"> • Strengthening of local preparedness • Small-scale mitigation • Early warning systems 	<p>Urgent humanitarian needs arising from natural disasters are met and local preparedness capacity is enhanced.</p> <ul style="list-style-type: none"> - The basic humanitarian needs of victims of natural disasters are met. - The early recovery of families affected by natural disasters is fostered. - The local population's capacity to prepare for and respond to natural disasters has increased. 	<p><u>Direct centralised management</u></p> <ul style="list-style-type: none"> - ACH- ESP - ADU_04 - CHURCH OF SWEDEN AID - CROIX-ROUGE - ESP - CROIX-ROUGE - FRA - CROIX-ROUGE - NLD - DIAKONIE - OXFAM - UK - PLAN GERMANY <p><u>Joint management</u></p> <ul style="list-style-type: none"> - FAO - WFP-PAM
<p>Risk assessment</p>	<ul style="list-style-type: none"> ▪ <i>Irregular armed groups may prevent access to target populations and their actions may force humanitarian organisations to withdraw from certain areas.</i> ▪ <i>A worsening of the security situation, locally or more extensively, could delay the implementation of activities and reduce humanitarian space.</i> ▪ <i>Natural disasters such as floods may hamper access to certain areas.</i> 				
<p>Assumptions</p>	<ul style="list-style-type: none"> ▪ <i>It is assumed that the Colombian government, through Acción Social, will continue to provide assistance to IDPs in departmental capitals and beyond.</i> ▪ <i>It is assumed that the existence of a conflict and the resulting humanitarian crisis continue to be recognized.</i> 				
<p>Reserve</p>	<p>200,000</p>				
<p>Total cost</p>	<p>12,000,000</p>				

5. EVALUATION

Under article 18 of Council Regulation (EC) No.1257/96 of 20 June 1996 concerning humanitarian aid the Commission is required to "regularly assess humanitarian aid Actions financed by the Community in order to establish whether they have achieved their objectives and to produce guidelines for improving the effectiveness of subsequent Actions." These evaluations are structured and organised in overarching and cross cutting issues forming part of DG 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://ec.europa.eu/echo/policies/evaluation/introduction_en.htm.

6. MANAGEMENT ISSUES

Humanitarian aid Actions funded by the Commission are implemented by NGOs and the Red Cross National Societies on the basis of Framework Partnership Agreements (FPA), by Specialised Agencies of the Member States and by United Nations agencies based on the EC/UN Financial and Administrative Framework Agreement (FAFA) in conformity with Article 163 of the Implementing Rules of the Financial Regulation. These Framework agreements define the criteria for attributing grant agreements and financing agreements in accordance with Article 90 of the Implementing Rules and may be found at
http://ec.europa.eu/echo/about/actors/partners_en.htm.

For NGOs, Specialised Agencies of the Member States, Red Cross National Societies and International Organisations not complying with the requirements set up in the Financial Regulation applicable to the general budget of the European Union for joint management, actions will be managed by direct centralised management.

For International Organisations identified as potential partners for implementing the Decision, actions will be managed under joint management.

Individual grants are awarded on the basis of the criteria enumerated in Article 7.2 of the Humanitarian Aid Regulation, such as the technical and financial capacity, readiness and experience, and results of previous interventions.

7. ANNEXES

Annex 1: Statistics on the humanitarian situation

Annex 2: Map of country and location of DG ECHO Actions

Annex 3: List of previous DG ECHO Actions

Annex 4: Overview of donors' contributions

Annex 5: List of abbreviations

Annex 1: Statistics on the humanitarian situation⁷⁰

Poverty, inequality

- 64% of the total population lives below the national poverty threshold, of which 27.9 % lives on two dollars per day, and 16 % on just 1.25 dollar.
- 80% of IDPs live in extreme poverty.
- Very high level of income inequality: UNDP inequality index 58.5, i.e. among the world's ten countries with highest inequality

Nutrition

- 23% of displaced children under 5 and 16 % of those of the host communities chronically malnourished.
- Acute malnutrition rate: 1.8%.
- Throughout Colombia, in rural areas malnutrition is twice as high as in the urban areas (17.1%).
- More than 50% of deaths of children under five are associated with malnutrition (i.e. an upwards trend since 1997).

Ethnic groups

- Afro-Colombians are amongst the most vulnerable groups with a human development index of 0.66, the lowest in Colombia (as compared to 0.790 for all the country).
- Although Afro-Colombians constitute only 8% of the total population and indigenous population only 2%, Afro-Colombians make up 11% and indigenous population 8% of the total displaced population.
- All of Colombia's 84 indigenous groups have been affected by displacement, mostly because they often live in areas which are of strategic interest to illegal armed groups.

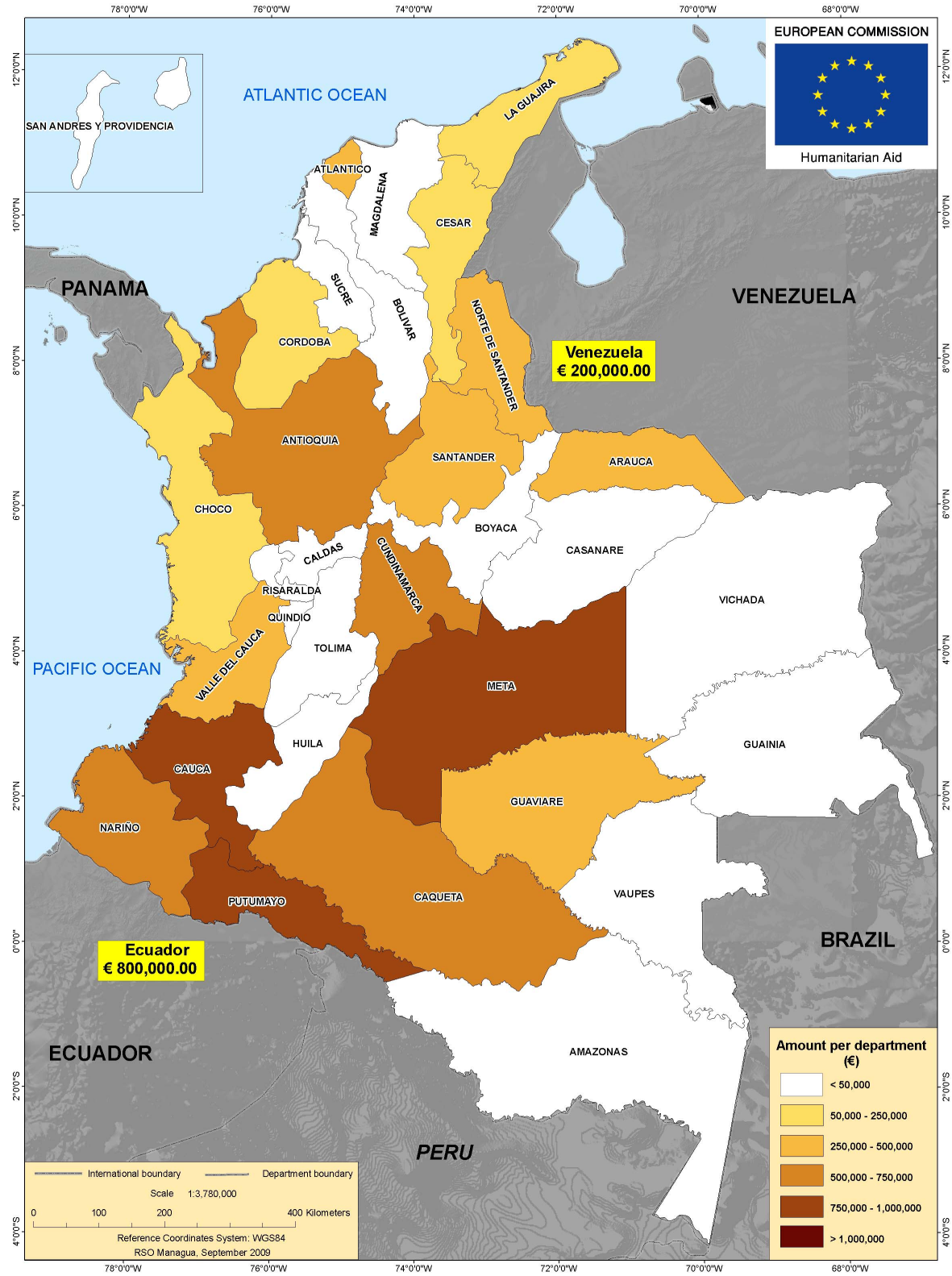
Women and Children

- According to official sources, 73% of the total IDP population is women and children. Many of them have been victims of violence any have to assume the role of heads of household due to the death or disappearance of their partners.
- Of all the displaced families in Colombia, 34% are headed by women.
- Sexual violence is the reason for the displacement of 20% of female IDPs.
- 75% of IDP children do not have access to education.
- Between 8,000 and 11,000 children are members of illegal armed groups

⁷⁰ World Bank "Colombia at a glance"; UNDP Human Development Report 2009; UNHCR "The State of the World's Refugees 2006"; UNICEF Humanitarian Action Update on Colombia, September 2007; WFP survey 2007; WFP/WHO evaluation 2005, National Nutritional Survey 2005, Colombian national statistics 2006; Save the Children "Children's Rights Fact Sheet Colombia", September 2008, ICRC Annual Report Colombia 2007; Study by the Ombudsman's Office 2008 ; United Nations Security Council document S/2009/434 of 28 August 2009: Report of the Secretary General on Children and Armed Conflict in Colombia

Annex 2: Map of country and location of DG ECHO Actions

**Colombia
Global Plan 2009**



Annex 4: Other donors' contributions

Donors in COLOMBIA/ECUADOR/VENEZUELA the last 12 months					
1. EU Members States (*)		2. European Commission		3. Others	
	EUR	DG ECHO	EUR		EUR
			15,100,000		
Austria					
Belgium					
Bulgaria					
Cyprus					
Czech Republic					
Denmark					
Estonia					
Finland	500,000				
France	400,000				
Germany	5,137,430				
Greece					
Hungary					
Ireland					
Italy	352,000				
Latvia					
Lithuania					
Luxemburg	1,410,000				
Malta					
Netherlands	2,924,000				
Poland					
Portugal					
Romania					
Slovakia					
Slovenia					
Spain	500,000				
Sweden	1,549,495				
United Kingdom					
Subtotal	12,772,925	Subtotal	15,100,000	Subtotal	0
		Grand total	27,872,925		

Dated : 14 September 2009

(*) Source : DG ECHO 14 Points reporting for Members States. <https://webgate.ec.europa.eu/hac>

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

Annex 5: List of Abbreviations

ACCION SOCIAL	"Agencia Presidencial para la Acción Social y la Cooperación Internacional": government body in charge of assistance to the victims of the conflict
ACH	Acción Contra El Hambre
ADU	Architectes de l'urgence
AIDCO	Europe Aid Co-operation Office
AUC	Autodefensas Unidas de Colombia
CISP	Comitato Internazionale per lo sviluppo dei popoli
CODHES	Consultoria para los Derechos Humanos y el Desplazamiento (Colombian NGO with focus on human rights and displacement)
COOPI	Cooperazione internazionale
CROIX ROUGE – ESP	Cruz Roja Española
CROIX ROUGE – FRA	Croix-Rouge Française
CROIX ROUGE - NLD	Het Nederlandse Rode Kruis
CSA	Church of Sweden Aid
DCI	Development Cooperation Instrument
DIAKONIE	Diakonisches Werk der Evangelischen Kirche in Deutschland
DG ECHO	European Commission: Directorate-General for Humanitarian Aid
DG RELEX	European Commission: Directorate-General for External Relations
EC	European Commission
ELN	Ejército de Liberación Nacional
ERW	Explosive remnants of war
EU	European Union
FAO	Food and Agriculture Organisation
FARC	Fuerzas Armadas Revolucionarias de Colombia
GP	Global Plan
HDI	Human Development Index
ICRC	International Committee of the Red Cross
IDP	Internally Displaced Person
IHL	International Humanitarian Law
LRRD	Linking Relief, Rehabilitation and Development
IOM	International Organization for Migration
MAPP/OEA	Organization for American States Mission to Support the Peace Process in Colombia
MDM-FR	Médecins du Monde France
MPDL	Movimiento por la Paz, el Desarme y la Libertad
NGO	Non-Governmental Organisation
NRC	Norwegian Refugee Council
OCHA	United Nations Office for the Coordination of Humanitarian Affairs
PAHO	United Nations Pan America Health Organization
SIPOD	Information System for Displaced Population
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	The United Nations Children's Fund
WFP	World Food Programme

