

## HUMANITARIAN IMPLEMENTATION PLAN (HIP)

### Colombia

#### 1. CONTEXT

Despite growing political ambitions and economic growth, Colombia still faces the consequences of an armed conflict involving several illegal armed groups and the Colombian armed forces. Colombia's internal conflict continued during 2011 and the first half of 2012.

Guerrilla groups - Fuerzas Armadas Revolucionarias de Colombia (FARC) and Ejército de Liberación Nacional (ELN) - have scaled up the number of armed actions against armed forces and infrastructures in 2011 and the first half of 2012. The rise of new illegal armed groups (*Bandas Criminales*, "BACRIM") that are present in urban fringes of some big cities and rural zones continues to be a concern. All illegal armed groups are mostly self-financed through drug trafficking, extortion, kidnapping and other illegal activities.

The internal conflict is particularly acute in remote rural areas of peripheral departments of Colombia including Nariño, Cauca, Valle, Chocó, Norte de Santander, Córdoba, Putumayo, Caquetá, Guaviare, Meta and Arauca. Colombian armed forces maintain their fight against both types of illegal armed groups (guerrilla and emergent armed groups). Strikes against their leaders and members are announced frequently, but although weakened, Colombia's leftist FARC and ELN guerrillas can probably not be defeated by military force alone.

The main humanitarian consequences of the Colombian armed conflict are forced displacement (internal displaced people -IDPs and refugees) and restrictions to mobility of people, goods and services. As reported by United Nations High Commissioner for Refugees (UNHCR) in 2012, *the continuing high level of violence and the persistence of the internal armed conflict have serious humanitarian consequences for civilians*<sup>1</sup>. Colombia is the country of the world with the second highest IDP population<sup>2</sup> and the trend continues. In 2011 between 145,000 and 308,000 people became newly displaced and similar figures can be expected in 2012. UNCHR reported that the total "population of concern" in Colombia for the organisation had reached 4.326.851 people; the highest worldwide. In addition, there are 62,745 missing persons in Colombia<sup>3</sup>, of whom 16,884 people are estimated to have suffered forced disappearances.

Almost two years after taking office, President Santos has launched some ambitious initiatives that have the potential to heal some of the wounds the conflict has opened. These include legislation on reparation for the victims of the conflict and the restitution of land appropriated illegally, as well as an addendum to the Constitution to facilitate transitional justice process. Santos' reforms are taking place against the backdrop of the

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<sup>1</sup> Report of the United Nations High Commissioner for Human Rights (OHCHR) on the situation of Human Rights in Colombia, 31 January 2012.

<sup>2</sup> 3.94 million IDPs officially recognised by the GoC for the period 1996 - 2011; Colombian NGO CODHES estimates a total of 5.44 million from 1985 to 2011.

<sup>3</sup> *Comisión Intersectorial de Búsqueda de personas desaparecidas* -. statistics as of 24 August 2012

ongoing conflict. However, secret exploratory conversations with the FARC since early 2012 led the signature of a framework agreement and the launch of formal peace talks in mid-October. The next months will bring more clarity on the success chances of the talks, and thus of the potential start of a process that could, eventually contribute to the solution of the conflict. The current negotiations do not include a ceasefire, hostilities between armed forces and FARC continue.

As part of the new Victim's Law, major institutional changes to the government bodies responsible for social support are currently taking place with the breakup of the "Accion Social" (the governmental agency in charge of assisting IDPs) and the creation of a completely new institutional set up, i.e. "Departamento para la Prosperidad Social". The setup of a new institution has resulted in setbacks in the registration and assistance for new IDPs in 2012 and this situation may continue in 2013.

Colombia continues to be a forgotten crisis, given the limited international attention to its humanitarian crisis and low funding for humanitarian actions.

## **2. HUMANITARIAN NEEDS**

### **(1) Affected people/ potential beneficiaries**

Potential beneficiaries are defined here below, as affected by the conflict and/or natural disasters. As in previous years, DG ECHO actions under HIP 2013 will primarily and mostly target population affected by the conflict.

#### **People affected by the conflict**

Affected people by the conflict are part of the following groups:

- a) Internally Displaced Persons (IDPs),
- b) Population affected by the conflict, but not displaced (including the so-called confined population) and
- c) People in need of international protection, in particular asylum seekers and refugees in neighbouring countries.

Indigenous and Afro-Colombian populations are particularly affected by the conflict, as reported by UNHCHR<sup>4</sup>. Indigenous and Afro-Colombian populations are more rooted to their land and, therefore, tend to resist more pressures and threats of armed groups before forced displacement.

#### **IDPs (Internally Displaced Persons)**

Intimidation, combats, fear of forced recruitment, weapon contamination, and threats are the main triggering factors behind forced displacement. Around 145,000 new IDPs were officially registered in 2011 (7% more than in 2010). Colombian Non-Governmental Organization (NGO) "Consultoria para los Derechos Humanos y el Desplazamiento" (CODHES) estimation is much higher for

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<sup>4</sup> By October, 79 indigenous people had been killed in the context of the armed conflict, representing an increase of 54.9 per cent over the same period in 2010. The National Indigenous Organization of Colombia had registered the killings of 107 indigenous persons by November. At least 12 per cent of displaced people belong to an ethnic group. There have been 328,000 displaced Afro-Colombians and 93,000 indigenous people registered cumulatively to February 2011. (OHCHR report on the situation of human rights in Colombia 2011, 31 Jan 2012).

2011: 308,000 new IDPs. While no official statistics are available for the first half of 2012, similar figures of new IDPs can be expected by the end of 2012<sup>5</sup>.

Massive displacements trends have been on the rise during the first half of 2012: United Nations Office for the Coordination of Humanitarian Affairs (OCHA) has recorded 57 massive displacements in the first half of 2012, accounting for more than 16,000 IDPs. International Committee of the Red Cross (ICRC) has assisted, from January to June 2012, 14,433 new displaced people, of which 21.9% were Afro-Colombian and 24.9% indigenous.

### **Population affected by the conflict, but not displaced (including the so-called confined population)**

Armed groups frequently impose restrictions on civilian populations to keep a tight control on territories or to prevent exchange of information between civilians and potential enemy units. Mobility restrictions and restriction to goods and services for civilians living in those rural zones are much less visible and difficult to assess and quantify than forced displacement, although those also provoke serious humanitarian consequences<sup>6</sup>. Access to health and education is particularly affected in “confined” zones. Use of landmines also makes the access to land and subsistence agriculture highly dangerous, strongly affecting livelihoods of civilian populations in rural zones. All these “war strategies” have also hampered the provision of social services of the Government of Colombia (GoC) to certain zones.

### **People in need of international protection, in particular asylum seekers and refugees in neighbouring countries**

According to UNHCR<sup>7</sup>, there are 113,605 refugees from Colombia (plus 42,569 asylum cases pending of resolution), mostly in Ecuador and Venezuela. In addition, UNHCR estimates 282,344 Colombians in a refugee-like situation (commonly named *invisible* refugees). 21,321 Colombians requested asylum abroad in 2011<sup>8</sup> and a similar figure is expectable for 2012.

National legal frameworks for refugee protection exist in Ecuador and Venezuela since more than 10 years ago. However, its practical implementation has serious shortcomings due to the number of asylum cases accumulated and lack of means to process the requests of asylum in the hosting countries. In addition, Ecuador has recently modified its law, driving to a more restrictive interpretation of asylum than in past years.

### **People affected by natural disasters**

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<sup>5</sup> By mid 2012, around 94,850 victim's requests have been made to get included in the *Registro Unico de Victimas*. 80% of them had not been evaluated. Source: report of the Prosecutor office (*Procuraduria General de la Nacion*) on 21 August 2012 [http://www.procuraduria.gov.co/portal/media/file/INFORME\\_DEL%20SR%20%20PGN%20AGOSTO%2021.pdf](http://www.procuraduria.gov.co/portal/media/file/INFORME_DEL%20SR%20%20PGN%20AGOSTO%2021.pdf) + *El Espectador* (edition 23/8/2012).

<sup>6</sup> An assessment conducted by OCHA in 2010, covering only 17 municipalities, reported restrictions to goods, services and mobility for some 30,000 people. Restrictions varied in their intensity and time (from some days to several months).

<sup>7</sup> Source: UNHCR Global Trends 2011, published 18 June 2012.

<sup>8</sup> Source: UNHCR office in Colombia.

Colombia is a highly disaster-prone country, the vast majority of damage being caused by hydro-meteorological events, notably floods and landslides. Despite a comprehensive emergency response legal framework<sup>9</sup>, local or national response capacity is sometimes overwhelmed and international assistance may be required, including for reasons of access. In addition, populations affected by the conflict might be also hit by natural disasters, as they usually settle in zones at high risk, Disaster Risk Reduction measures should be mainstreamed when possible in all DG ECHO actions.

## (2) Description of most acute humanitarian needs.

**Protection:** Direct threats, violence including sexual violence, restriction of free movement, and forced recruitment continues to threaten the civilian population and cause new displacements. The conflict-affected rural population has greater protection needs as presence of the Colombian state is weaker than in capitals, but also specific IDPs populations in urban settings, not covered by the authorities, have special protection needs. Protection is understood not only in terms of ensuring basic physical security, but also as:

- a) preparedness measures for population at high risk of displacement,
- b) continued humanitarian presence in remote conflict affected communities (for instance through small community infrastructure works or livelihood support projects),
- c) weapon contamination awareness<sup>10</sup> and
- d) international protection for People in Need of International Protection (PNIP) - asylum seekers and refugees in neighbouring countries. The main protection challenges for Colombians in need of international protection in Venezuela and Ecuador are: the length of the process for decision on the refugee status, access to proper documentation, restrictions on movement, stigmatization, no access to formal employment during the process of their request, and insecurity due to violence, intimidation and fear (particularly in border zones).

**Food assistance and emergency non-food items:** Immediately after displacement, people often arrive in a new zone with only the essential goods they could transport. Hence, their most basic needs remain uncovered. The displaced populations - mainly peasants - who move to urban centres (even if small ones instead of large cities) are food-insecure and usually struggle to feed their families. Restrictions on movement and on access to basic goods and services imposed by illegal armed actors on rural communities negatively impact their food security and nutritional situation. Emergency non-food items refer to basic household items (hygiene or kitchen sets, mosquito nets...) which IDPs lack at arrival.

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<sup>9</sup> Recently reformulated in April 2012, through a new law with a disaster risk management approach.

<sup>10</sup> Colombia again is ranked as the second country after Afghanistan in number of accidents by anti-personal mines. In 2011, 435 victims were reported by the Government. During the first semester of 2012, 262 victims have been accounted in 64 different municipalities. Source: *Programa Presidencial para la Acción Integral Contra Minas Antipersonal (PPAICMA)*. PPAICMA only reports on Anti personal mines, but not on accidents related to Remnants Of War (ROW) left behind after combats or Unexploded Ordnances (UXOs).

**Health Care** - Registered IDPs have access to the health system. However, access to primary health care is very limited for rural conflict-affected populations, mostly because public health care services do not function regularly in the concerned areas due to prevailing insecurity or shortcomings of the health structures.

**Access to safe water and sanitation** - Water systems have often deteriorated because of the conflict or lack of maintenance in remote rural zones. The quality of the water for the population affected by the conflict is one of the priorities of the DG ECHO actions in Colombia. Small scale sanitation works are also a prevailing need for population affected by the conflict. It is reported that 90% of the IDP population live in houses below minimum dignity levels<sup>11</sup>. DG ECHO will put a special focus on technical improvements and sustainability of water supply and consumption systems in 2013.

**Emergency education after displacement** –While access to education in Colombia is not an enormous challenge, IDPs children face problems in the first weeks after displacement, as integration in schools at the arrival sites is not guaranteed. Specific emergency programmes could be considered to provide education until children are re-enrolled in the official education system.

### **3. HUMANITARIAN RESPONSE**

#### **(1) National/local response and involvement:**

Colombia has a sound and sophisticated legal protection framework aimed to ensure humanitarian assistance and recovery for IDPs. In addition to the 1997 country's law (Law 387) to assist IDPs, a number of Constitutional Court rulings obliged the Colombian State to allocate further resources and improve its response capacity towards IDPs. During the past decade, the government made progress in its policy towards IDPs and increased the corresponding resources, despite shortcomings such as under-registration or lack of access to conflict affected zones. However, the Third National Verification Survey<sup>12</sup>, conducted by the National Commission for the follow-up of the public policy towards displaced populations, remarked that the under-registration rate was of 22.8% of IDPs due to fear or ignorance of the procedures. 7% of the IDP families have been displaced twice, and therefore were not covered by governmental assistance, 66.2% did not receive immediate assistance (basic package to be provided by the town Councils) and 25.7% did not receive emergency humanitarian assistance (3 months in cash provided by Accion Social).

The new Victims' Law, endorsed in June 2011, is aimed at assisting victims of the internal conflict and give land back to those who lost it due to the conflict. The Victim's Law, however, does not cover those victims affected by emergent armed groups or BACRIM. More than one year after its endorsement, the practical implementation of the Law (duration foreseen of 10 years) remains a huge and long term challenge. In 2012, the reshuffle of the government bodies in charge of emergency assistance to IDPs<sup>13</sup> (and/or

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<sup>11</sup> Source: III National Verification Survey (National Commission for the follow up of the public policy towards displaced population) conducted in 2010.

<sup>12</sup> Issued in June 2011. Sample: 10,433 IDP families, (approximately 8,000 officially registered as IDPs and 2,000 families not registered). Survey conducted in 68 municipalities of Colombia.

<sup>13</sup> A new governmental structure was created as of 1 January 2012 to register and deliver assistance to victims of the conflict *Unidad de Atención y Reparación Integral a las Víctimas*. It has replaced *Accion Social*.

victims) has caused bottlenecks for registration of victims and therefore serious delays to deliver official emergency assistance<sup>14</sup>. This situation may continue in 2013.

## **(2) International Humanitarian Response**

An Inter Agency Standing Committee is in place, with the participation of UN agencies and international NGOs, as well as some observers: ICRC, "Médecins Sans Frontières" (MSF) and DG ECHO.

DG ECHO plays a significant role in overall international humanitarian aid efforts to Colombia. According to the OCHA Financial Tracking System (FTS) the total of international humanitarian aid to Colombia in 2011 amounted to USD 64 million, with DG ECHO (32.1%), Norway (10.4%), Germany (10.1%), Central Emergency Response Fund (CERF) (9.2%) and Switzerland (7.9%) being the top five donors. In 2012, the FTS reports a total of USD 35.8 million, with the top donors consisting of DG ECHO (38.6%), Switzerland (17.7%), Sweden (13.7%), Canada (10.3%), and others (6.8%). OCHA reports a decreasing interest of international donors in humanitarian aid to Colombia (USD 75 million in 2010, 64 in 2011 and 35.8 in 2012).

Aside the European Union, which provides both social and economic assistance to Colombia, the United States remains the most influential foreign actor in Colombia. For 2013, Colombia is specifically mentioned in the fiscal year budget request of the Department of State<sup>15</sup> under the following chapters: Economic Support Fund, International Narcotics Control and Law Enforcement, International Military Education and Training, and Foreign Military Financing. USA assistance under those chapters is approximately USD 328.6 million.

## **(3) Constraints and DG ECHO response capacity**

Access/humanitarian space: 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 humanitarian organizations financed by DG ECHO. Access to the civilian population in areas in which the conflict is most acute may become difficult and usually depends on local commanders.

## **(4) Envisaged DG ECHO response and expected results of humanitarian aid**

In 2012 the intensification of the conflict in certain areas of Colombia in combination with serious delays in the delivery of governmental assistance to newly displaced IDPs, as a consequence of the reorganisation of the institutional set up, has increased the humanitarian gap. The scarce interest of the international donor community in this forgotten crisis, now aggravated by the economic crisis, justifies an additional effort of DG ECHO in this transitional year, compared with previous years.

Partners: DG ECHO's partners in Colombia are present in the departments most affected by the conflict. In the neighbouring countries, DG ECHO's main partner, UNHCR, is

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<sup>14</sup> Report of the Prosecutor Office (*Procuraduría General de la Nación*) on 21 August 2012, [http://www.procuraduria.gov.co/portal/media/file/INFORME\\_DEL%20SR%20%20PGN%20AGOSTO%2021.pdf](http://www.procuraduria.gov.co/portal/media/file/INFORME_DEL%20SR%20%20PGN%20AGOSTO%2021.pdf)

<sup>15</sup> <http://www.state.gov/documents/organization/183755.pdf>

providing assistance and protection to Colombian refugees along the borders in Ecuador and Venezuela.

Absorption capacity on the ground and efficiency of operations: The absorption capacity is significantly high<sup>16</sup>. A careful selection of the partners will be conducted, based on quality of proposals, rapidness and capacity on the field of DG ECHO partners and performance in previous DG ECHO funded operations.

The four main DG ECHO priority criteria in terms of beneficiaries will be: a) newly forced displaced populations (less than 12 months), b) residents of conflict-affected areas and/or communities inaccessible or difficult to reach for other humanitarian actors or for government institutions (including confined population), c) people in need of international protection as result of the Colombian conflict (in particular asylum seekers and refugees in neighbouring countries), and d) populations affected by natural disasters.

Within the beneficiary target groups defined above, particular emphasis will continue to be placed on the most vulnerable, i.e. women, children, elderly people as well as ethnic groups (indigenous and Afro-Colombian population). The hosting communities may also benefit from humanitarian aid to prevent potential tensions with IDPs. Additionally, promotion of good coordination will be sought with local and national bodies to promote complementarity.

Sectors to be considered will be those related to the needs as described in section 2 above: 1) protection, 2) food assistance and emergency non-food items, 3) health care, 4) access to safe water and sanitation, 5) emergency education after displacement. DG ECHO will also promote mainstreaming of Disaster Risk Reduction (DRR) in the above mentioned sectors to increase resilience and preparedness of beneficiary populations.

Nonetheless, respect of humanitarian principles and International Humanitarian Law (IHL) should be pursued. In addition to financing projects which address protection needs, DG ECHO will continue its advocacy with the government, to enhance assistance levels towards populations affected. Short term institutional capacity building actions - with a clear and rapid impact- could be also considered by DG ECHO for funding, particularly those aimed to strengthen the effective delivery of humanitarian assistance by Unidad de Atención y Reparación Integral a las Víctimas (UARIV) or municipalities.

Expected results of humanitarian aid interventions: Humanitarian assistance to recently displaced people and rural populations facing restrictions of access to basic goods and services, with protection being the overarching element of intervention; increased advocacy and visibility of the conflict.

Under the HIP 2013, it is expected to assist:

- 70,000 people with emergency assistance in Colombia.
- Approximately 40,000 with early recovery assistance and protection in Colombia.
- In neighbouring countries (Ecuador, Venezuela) some 50,000 people will benefit from protection and emergency assistance actions.

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<sup>16</sup> DG ECHO received a total funding request of € 23 million from interested partners for 2012, almost double of the available funding resources (€ 12 million)

#### 4. LRRD, COORDINATION AND TRANSITION

Opportunities for Linking Relief, Rehabilitation and Development (LRRD) should mainly focus on Government social institutions. Given the increased aid efforts by the Colombian Government, the continued involvement of the relevant state institutions should be sought by DG ECHO and its partners, without prejudice to the humanitarian principles defined in the EU Consensus on Humanitarian Aid<sup>17</sup>. In past years, some DG ECHO interventions have already been handed over to state or local institutions. Given the security conditions in conflict affected zones, the transition of humanitarian actions towards rehabilitation and development remains difficult and depends on the capacity of Government institutions to access remote zones.

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. To ensure coordination, there are regular meetings between the EU Delegation and the DG ECHO office in Bogota and a continued dialogue in Brussels between relevant services. Furthermore, synergies are sought with other EU funded programmes such as the European Initiative for Democracy and Human Rights, the Development Co-operation Instrument (DCI) thematic programmes and the Instrument for Stability.

#### 5. OPERATIONAL DETAILS

The provisions of the financing decision ECHO/WWD/BUD/2013/01000 and the general conditions of the Framework Partnership Agreement with the European Commission supersede the provisions in this document.

##### 5.1. Contacts<sup>18</sup>

Operational Unit in charge: ECHO-B5

##### Contact at HQ level

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##### Contact in Colombia

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<sup>17</sup> [http://ec.europa.eu/echo/policies/consensus\\_en.htm](http://ec.europa.eu/echo/policies/consensus_en.htm)

<sup>18</sup> Letters of intent should be submitted using APPEL. Instructions on how to submit Letters of intent using APPEL are available at [http://www.dgecho-partners-helpdesk.eu/preparing\\_an\\_action/financing\\_decision/intention\\_letter..](http://www.dgecho-partners-helpdesk.eu/preparing_an_action/financing_decision/intention_letter..)



## 5.2. Financial info

Indicative allocation: EUR 13,000,000

Man-made crises: Hum. Aid: EUR 11 million Food Assistance: EUR 2 million

## 5.3. Proposal Assessment

### Assessment round 1

- a) Description of the humanitarian aid interventions relating to this assessment round: Interested partners are invited to submit letters of intent for all response to the needs and sectors of interventions identified in the HIP sections 2 and 3.
- b) Indicative amount to be allocated in this round of proposals: up to EUR 13 million (Hum. Aid budget line: EUR 11 million, Food Assistance budget line: EUR 2 million)
- c) Costs will be eligible from 01/ 01/ 2013<sup>19</sup>.
- d) The expected initial duration for the funded actions is up to 12 months.
- e) Potential partners: All DG ECHO Partners
- f) Information to be provided: Letter of Intent<sup>20</sup> (max 5 pages, Free format or based on the Single form format) including at least: specific area intervention, sector, duration, beneficiaries, context/needs assessment, proposed response (results, activities presented in the form of a logical framework), estimated costs, requested contribution, contact details. International organizations and agencies may replace the above information by sending their country program/appeal (or the link if published on their website) and the funds to be requested to DG ECHO.
- g) Indicative date for receipt of the above requested information: by 12/12/2012<sup>21</sup>.
- h) Commonly used principles will be applied for the assessment of proposals, such as quality of needs assessment, knowledge of the country / region, relevance of intervention sectors, and rapidness and quality of the intervention logic in relation to the HIP, performance of previous DG ECHO operations.

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<sup>19</sup> The eligibility date of the Action is not linked to the date of receipt of the Single Form. It is either the eligibility date set in the Single form or the eligibility date of the HIP, whichever occurs last.

<sup>20</sup> In case letters of intent are requested an initial analysis will be done on the basis of the information received, Single Forms and other sources, such as humanitarian programmes and appeals (CAPs or CHAPs). For the retained letters of intent, partners will be requested to submit a Single Form, which will be the subject of a more detailed assessment. Only accepted Single Forms can lead to the signature of an agreement.

<sup>21</sup> The Commission reserves the right to consider letters of intent transmitted after this date, especially in case certain needs/priorities are not covered by the received letters of intent.