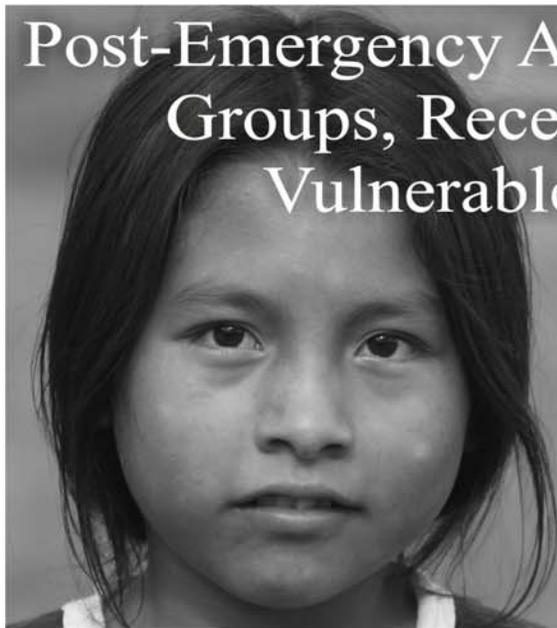




USAID | **COLOMBIA**
FROM THE AMERICAN PEOPLE

FINAL REPORT FOR THE

Post-Emergency Assistance to Displaced Groups, Receptor Communities and Vulnerable Populations Program



527-A-00-01-00170-00

October 2000 - July 2006



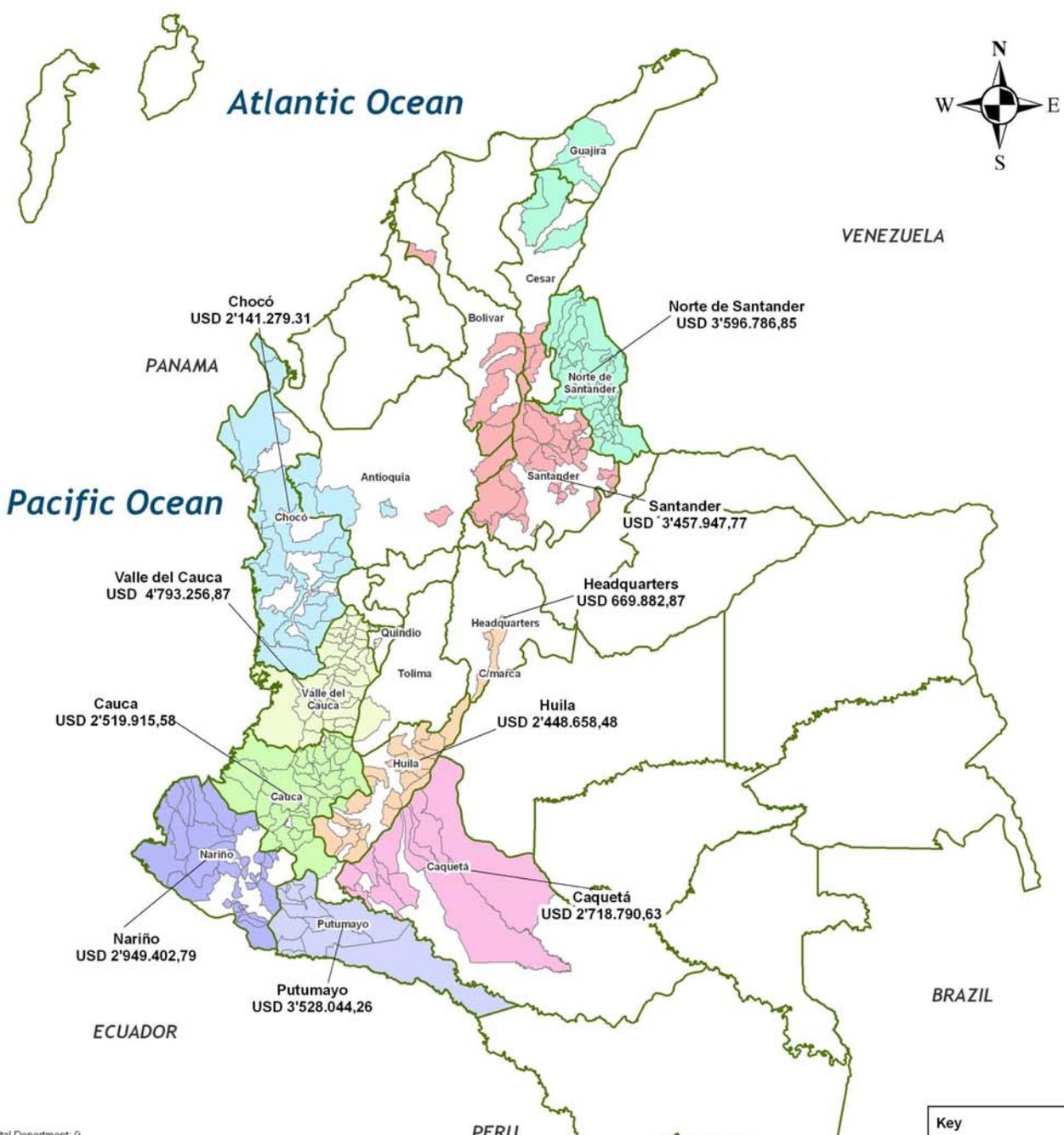
IOM International Organization for Migration

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National Coverage Expenditures by Regional Office



Total Department: 9
 Others Department Intervention: 7
 Source: SIMONET- Up date: 30 July 2006

Expenditures by Component per Regional Office (Cumulative: US\$28,823,965.42)

Region	Income Generation	Social Infrastructure and Housing	Education	Health	Institutional Strengthening	TOTAL
Norte de Santander	812,935.02	891,064.90	382,718.24	214,218.96	218,119.09	2,519,056.21
Santander	801,267.91	1,014,459.62	253,169.13	247,266.93	156,248.65	2,472,412.24
Valle del Cauca	1,174,606.82	1,131,592.81	755,042.27	389,185.81	463,474.10	3,913,301.81
Putumayo	856,787.79	439,583.51	793,113.97	273,543.53	381,042.43	2,744,071.23
Nariño	879,729.47	330,474.92	475,651.53	390,623.13	101,479.22	2,177,958.27
Caquetá	852,232.38	636,302.37	396,940.19	187,905.33	117,509.80	2,190,890.07
Chocó	224,329.05	699,704.65	293,171.20	220,213.18	32,971.67	1,470,389.75
Cauca	505,722.90	824,313.74	246,245.63	181,836.16	109,808.28	1,867,986.71
Huila	205,756.27	279,955.69	294,773.65	148,319.08	60,908.66	989,713.35
Inter-regional	535,773.05	463,517.25	2,633,693.20	971,213.85	3,873,988.43	8,478,185.78
TOTAL	6,848,540.66	6,710,969.46	6,524,519.01	3,224,325.96	5,515,610.33	28,823,965.42

Key

- Caquetá
- Cauca
- Chocó
- Huila
- Nariño
- Norte de Santander
- Putumayo
- Santander
- Valle del Cauca

1. Executive Summary

The total Program costs amounted to US\$36,637,982.85 out of which US\$28,823,965.42 corresponded to the total expenditure granted for the 735 projects approved in the IDPs Program. (See Table 1). The total amount of administration and overhead costs were US\$10,927,133.15. (See Table 2). By the end of the Program, the total expenditure was US\$47,565,116.

Table 1. Obligations and Disbursements in Assistance Activities

Item	Initial Budget	Projects	Implemented	Balance for Assistance Activities ¹
Projects and Operational Cost	US\$36,800,715.10	US\$28,823,965.42	US\$36,637,982.85	US\$162,732.25

Table 2. Administration

Item	Initial Budget	Implemented	Balance
Administration and Overheads	US\$10,764,415.44	US\$10,927,133.15	US\$-162,732,25

General Analysis

The “Post-Emergency Assistance to IDPs, Receptor Communities and Other Vulnerable Groups” Program ended on July 31st, 2006, having implemented a total number of 735 projects and 69 sub-projects. These projects provided assistance to a total number of 1,161,044 direct beneficiaries in 228 municipalities including 9,466 returnee families. The Program assisted 47,330 beneficiaries in created jobs and 8,849 in job training.

The investment by component through the Program was: Income Generation 23.76%; Strengthening of Communities and Institutions 19.13%; Health 11.19%; Education and Co-Existence 22.64% and; Social Infrastructure and Housing 23.28%.

The breakdown by component of assistance provided to beneficiaries was: Income Generation 9.33%; Strengthening of Communities and Institutions 30.78%; Health 31.99%; Education and Coexistence 11.77%; and Social Infrastructure and Housing 16.10%.

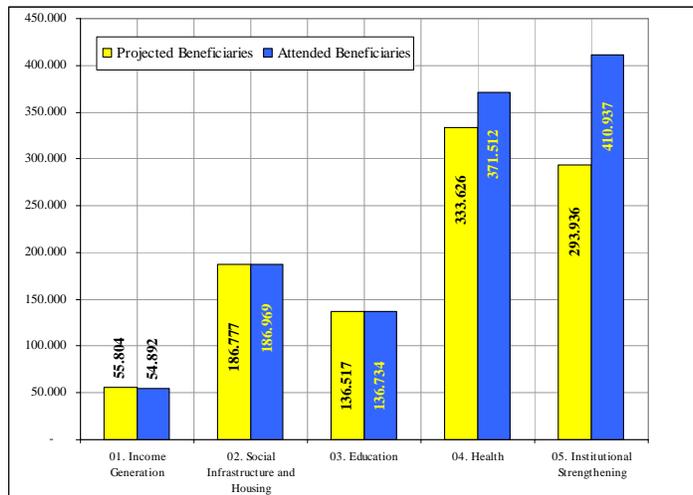
The Program generated US\$1.89 in counterpart funds for each USAID dollar, including US\$42,184,241.82 from the Public Sector, US\$8,309,566.63 from the Private Sector and US\$4,002,522.63 from International Organizations, the Church and other entities. The total amount of counterpart funds in the Program was US\$54,496,331.07.

Beneficiaries

The USAID funded Program exceeded the initially projected number of beneficiaries by 15.3%. A total number of 1,161,044 beneficiaries were assisted during the 2000-2006 implementation period, a figure above the originally targeted number of 1,006,660 beneficiaries.

The Institutional Strengthening component assisted the highest number of beneficiaries and surpassed its initial target by 39.8% (target no. 293,936, achieved no. 410,937). These results were generated through effective coordination with national and territorial entities resulting in improved provision of services. The Health component exceeded its initial goal by 11.4% (target no. 333,626, final no. 371,512). These outcomes were achieved through exhaustive identification of required needs for the beneficiary population and the coordination with each departmental and municipal health office. The education and infrastructure components practically achieved their initial goals, 136,734 beneficiaries in education and 186,989 in infrastructure. This was due to proper identification of beneficiaries during the project formulation stage. Lastly, the Income Generation component assisted

Graphic 1. Beneficiaries Projected vs. Attended



¹ The Obligations of Reintegration Survey and Needs Assessment (B2), OVG Reintegration Program and Child Soldiers Massive Demobilization are not included.

54,892 beneficiaries, only 1,6% below the targeted number of 55,804 beneficiaries. This difference was owed to micro-economical difficulties in linking productive units and trained persons to identified productive chains.

Program Summary

The USAID funded Program for Post-Emergency Assistance to Displaced Groups and Receptor Communities was finalized on 31st July, 2006. This Program was initiated by the International Organization for Migration in October 2000 and aimed at providing support to the Colombian government and society in the process of strengthening assistance given to the problem of internal displacement, especially with regard to the process of post-emergency reestablishment.

All through the almost six year duration period of the Program, support was concentrated on public institutions at a national and local level in coordination with the governmental bodies belonging to the National System of Integral Assistance to Displaced Populations (SNAIPD²), as well as with other different state entities and NGOs with a mandate to assist IDPs and receptor communities.

This approach contributed towards strengthening state and local institutions responsible for assisting these populations. Likewise, it also helped reinforce the existing coordination mechanisms and complemented efforts among different actors involved in assisting displaced and vulnerable populations.

The involvement of local authorities in the cooperation strategy helps mitigate the risk of international cooperation substituting the responsibility of the State and territorial authorities' vis-à-vis the population. The involvement of the authorities in the different phases of the project cycle management contributes to reducing the risk of creating parallel structures, strengthens the existing ones and improves their efficiency.

Assistance through Colombian authorities gave the USAID funded Program an opportunity to influence public policies and strategies. In addition, it increased the degree of sustainability of the projects.

One of the best practices in the Program was encouraging participation of beneficiaries and communities in the projects which yielded positive results expressed in their appreciation and involvement in the projects and the sense of ownership.

The visibility given by the local institutions to the IOM/USAID support was significant, thus contributing to raise the profile of the USAID cooperation in the country.

The five strategic sectors of intervention of the Program were income generation, social infrastructure and housing, education and coexistence, health and institutional strengthening. These axes of intervention were geared towards supporting the government to comply with Law 387³, the attainment of the millennium development goals and finding durable solutions to the needs of displaced, receptor and vulnerable populations.

During the Program's almost six years duration period, USAID granted IOM three extensions and one expansion approval.

In the initial 2000-2002 period, the Program focused its activities in six departments namely, Norte de Santander, Santander, Valle de Cauca, Nariño, Putumayo and Caquetá but remained sufficiently flexible to act in adjoining departments, particularly Cauca, Huila and parts of Bolivar, Cesar and Magdalena. Chocó was incorporated into the Program in May 2002.

In 2001, the Program carried out a needs assessment, in the six departments which aimed at identifying priorities of intervention for both IDPs and receptor groups. According to the survey, 70% of the IDPs were located in urban areas, approximately 84% were jobless, 38% of IDP households were not affiliated to any health insurance program, 32% of households were headed by women, 41% of children aged under twelve were malnourished and only 48% of children aged between 12-17 years attended school.

Due to the upward tendency in the incidence of internal displacement evident also outside the six departments with IOM's presence, USAID granted IOM an extension for the Program from 2002-2004. The approval was also recognition of IOM's rapid response capacity and regional successes. During this period, the departments were expanded to a total number of nine departments with the addition of Huila and Cauca.

² Sistema Nacional de Atención Integral a Población Desplazada

³ Colombia's Law on Displaced Persons

In October, 2003, USAID approved IOM's expansion and extension proposal (2003-2005) in which the Program sought to incorporate a new component aimed at developing a massive demobilization, reinsertion and reintegration program to assist ex-combatants from paramilitary groups as a strategy to reduce displacement caused by these illegal armed groups. (It's estimated that 80% of displacements were caused by these groups). This component set the basis of the current USAID funded Disarmament, Demobilization and Reintegration (DDR) Program being implemented by IOM.

The expansion of the Program sought to maintain field presence in the 9 departments where IOM was currently assisting IDPs. These departments sheltered approximately 30% of the registered displaced population. The Program also provided one-off assistance in Soacha, Bogotá and other municipalities in Magdalena Medio and Antioquia.

The last phase of the Program was granted for the 2005-2006 period.

In the course of the 2000-2005 period, the Program adopted an integrated and community-led approach in its interventions. During the 2005-2006 extension period the Program transitioned from a population-based strategy to an "economic growth corridor" approach, integrating lessons learned IOM from the almost five-year field experience implementing assistance and the current tendencies of displacement in the areas prioritized by USAID.

The new strategy was centred on fostering a development process based on small-scale socio-economic infrastructure, private sector investment and local government strengthening. Likewise, the creation of income generation opportunities, job creation initiatives, facilitation of access to land and capital markets, while supporting the GoC and community initiatives in order to improve access to health, education and social infrastructure for IDPs and receptor communities continued as priorities.

Under the "economic growth corridors" scheme, more assistance was given to minority ethnic groups, women, children and the traditionally poor who were increasingly disadvantaged as scarce local resources and services were stretched to accommodate newly displaced populations.

Background and Justification

Forced internal displacement is one of the gravest social and economic problems facing Colombia today. According to UNCHR, Colombia's estimated 2-3 million internally displaced persons (IDPs) rank number two after Sudan as the world's largest internally displaced population.

As the majority of the displaced cannot return to their place of origin, located in conflict-prone areas, they tend to flock to the poverty belts around the major towns and cities where many of the host or receptor communities are ill-equipped to manage the sudden influx of new residents. The ensuing competition for resources can lead to communal tensions, resentments and conflict. The IDPs, a majority of them rural, often face considerable difficulties when adapting to urban environments. Exposure to crime, lack of stable income, insecure housing, lack of access to health and education services, and poor sanitation are all factors that make displaced households increasingly vulnerable to food and livelihood insecurity.

Displacement, in order to be adequately addressed, needs to be understood as a systematic strategy of violence by illegal armed actors that has its root causes in social inequity and a struggle over land and resources.

Even for recent years, estimates of the displaced population vary considerably. One factor that explains the differences in the IDP numbers is that not all IDPs are officially registered. According to the University of Los Andes and Pastoral Social, only 71% of IDPs are registered and only 56% of those registered receive assistance. By the end of June, 2006, the Unified Registration System, (SUR⁴) official accumulated number of displaced people since 1996 stood at 1,814,964.

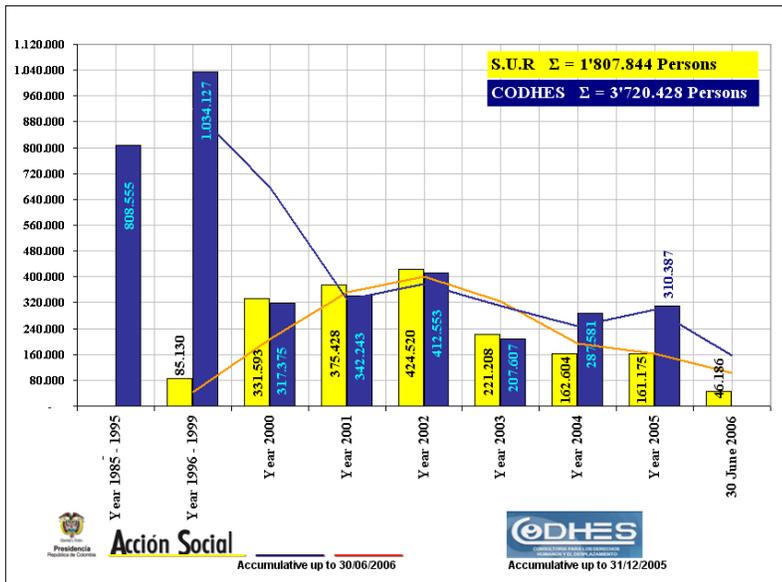
The Program was initiated due to increased numbers of forced displacement caused by a rise in the use of violent and methodical appropriation of territory by illegal armed groups between January 1999 and March 2000. According to the state-run displacement assistance agency, the Presidential Agency for Social Action and International Cooperation, Acción Social, (formally known as the Social Solidarity Network - RSS⁵), and the NGO CODHES⁶, (Consultancy for Human Rights and Displacement) displacement figures continued to soar in 2002.

⁴ Unified Registration System

⁵ Red de Solidaridad Social

⁶ Consultoría para los Derechos Humanos y el Desplazamiento

Graphic 2. S.U.R. Accumulative to 30 of June of 2006 vs. CODHES to December 2005⁷



The problem of displacement seemed to be particularly acute in departments where IOM was present.

Despite national and international efforts to increase the Government’s capacity to address IDP issues within receptor communities and increase reestablishment assistance coverage, the dramatic increase in numbers of persons and territory affected by displacement overwhelmed the GOC capacity to assist IDPs effectively. This was one of the main reasons behind the continuation of USAID’s support for the Program in the 9 departments, prioritizing the major IDPs net receptors communities, and assisting return initiatives to secure locations.

Legal and Institutional Framework: The U.N. Guiding Principles establish that “National authorities have the primary duty and responsibility to provide protection and humanitarian assistance to internally displaced persons within their jurisdiction. At a minimum, the principles provide that the state or other competent authorities should provide displaced persons with essential food and potable water, basic shelter and housing, appropriate clothing and essential medical services and sanitation. The Principles do not limit this assistance to a particular time frame; instead they “identify rights and guarantees relevant to protection and assistance during displacement,” as well as protection from displacement and protection during return, resettlement, and reintegration.

These Principles reflect and are consistent with international human rights law and international humanitarian law. Colombia’s Law 387, adopted in 1997, generally conforms to this definition except that it does not recognize natural or man-made disasters as reasons for displacement.

Following the approval of Law 387 on internally displaced persons in July 1997, the Government of Colombia created the National System of Integral Assistance to IDPs (SNAIPD) and provided the coordinating body, Acción Social, with a broad-reaching mandate to coordinate a governmental strategy to assist IDPs, monitor and prevent displacement.

Law 387 constituted a first official recognition that internal displacement was a problem of enormous magnitude and that the state was responsible both to prevent further displacement and to provide assistance to those who had been displaced. Unfortunately, the practical implementation of these goals proved exceedingly difficult, as IDP figures skyrocketed. During the 1998-2002 period, the government recognized that the existing institutions were unable to cope with Internal Displacement. IDP support was reorganized through CONPES (*Consejo Nacional de Política Económica y Social* – National Council for Economic and Social Policy) Document 3057 of November 1999 and Decree 2569 of December, 2000, which concentrated the task of coordination and strategic planning in Acción Social and created the SUR – Unified Registration System. The decentralized committees envisaged by Law 387 of 1997 were replaced by new structures called *mesas permanentes de trabajo* permanent workshops in major urban centers.

Notwithstanding, these positive steps, the IDP policy remained severely under-funded, inefficient in preventing further displacement and providing assistance to IDPs. During the period 2000-2003, the maximum coverage reached by public institutions for the IDP populations was only 30%. The year 2002 marked an all time high in displacements.

On assuming office, President Uribe’s government published its National Development Plan 2002-2006, which identified internal displacement “due to its magnitude and characteristics, as the principle humanitarian problem facing Colombia as a consequence of armed conflict.” Accordingly, the administration pledged to reinforce the prevention of displacement, better

⁷ This is not a comparative graph since the information is from different periods

protect the population at risk, improve emergency response capacities (nutrition, shelter, health), create the conditions for return and strengthen the SNAIPD.

In January 2004, the Colombian Constitutional Court issued sentence T-025 in which it stated that “constitutional obligation of the State to guarantee the adequate protection of those who due to internal displacement are living in undignified conditions cannot be delayed indefinitely.” Upon reviewing 108 cases brought on behalf of 1,150 displaced families, the Court found that “due to action or omission by the authorities in providing displaced population with optimum and effective protection, thousands of people suffer multiple and continuous violations of their human rights.” The Court issued orders for remedying the shortfalls in its response to IDPs.

In late August 2005, the Court declared that actions taken since the ruling were insufficient and declared additional orders for correcting the response which included: necessary budgetary efforts for assistance to the displaced; greater commitment, both budgetary as well as administrative, by territorial entities with respect to the displaced population and greater coordination by them with national entities; and adoption of corrective measures with respect to institutional deficiencies and effective enjoyment of minimum levels of protection for the rights of the displaced population. In December 2005, the Colombian government announced that it would increase financing to IDP programs for 2005-2010.

Some of the main issues of concern regarding internally displaced people are:

- Despite the improved coverage provided by the Unified Registration System (SUR) and emergency humanitarian assistance, obstacles for IDPs access to state programs and to finding lasting solutions persist. IDPs still face difficulties in exercising their economic, social and cultural rights.
- Deficiencies in the documentation of the displaced population continue to exist (national ID cards, birth certificates, military service registration), which affects the IDPs’ access to assistance as established by the law.
- The state programs do not provide an adequate transition between the emergency phase of displacement and the post emergency socio-economic stabilization phase.
- The number of traumatized children is alarming and psycho-social support limited. Displaced children face serious obstacles in continuing their education once displaced by the conflict, despite national legislation facilitating their integration into the schools of the host communities.
- Lack of a comprehensive prevention policy on the part of the government and lack of progress in bringing to justice those responsible for the displacement.

According to Colombia's Constitutional Court, 92% of displaced persons are unable to meet their basic needs, 80% are indigent, and 63.5% do not have decent housing, 49% do not have access to adequate public services. 23% of children under six are malnourished, and a quarter of all youth between 10 and 25 years old are not enrolled in schools.

IOM’s Objective and Strategy

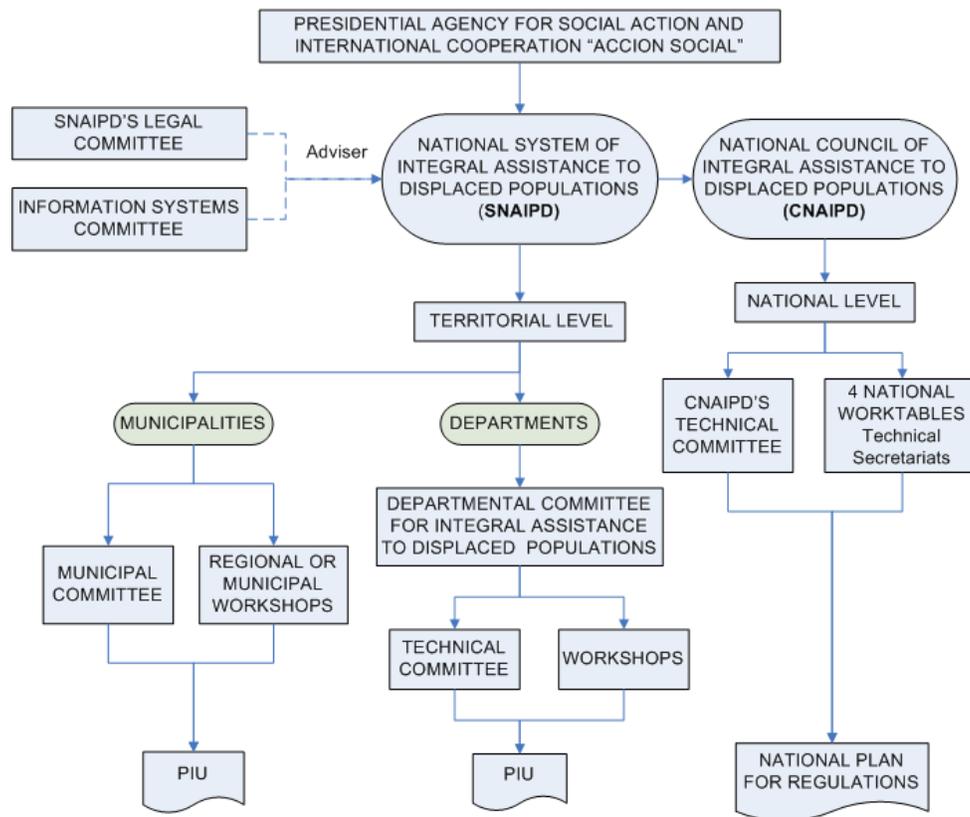
IOM’s mission in Colombia is to unite institutional efforts in order to implement and develop solutions for the migrating populations, seeking for the inclusion of vulnerable populations and victims of forced migration, articulating efforts of the following institutional sectors: International Cooperation, Private Sector, Civil Organizations, and the Government. Uniting these efforts, IOM fulfils the construction of sustainable development strategies, framed in market opportunities that generate social and economic profitability for the entities related as for the beneficiaries.

Given the scarcity of social and economic opportunities for IDPs, that would afford them a faster and smoother transition into stable and productive lives, the United States Agency for International Development (USAID) granted IOM financial support to implement the 2000 – 2006 Program for Post-Emergency Assistance to Displaced Groups and Receptor Communities. The USAID funded activities were focused on medium and longer term solutions leading to sustainable re-integration of IDPs into mainstream Colombian society.

The general objective of the Program was to provide support to the Government of Colombia and the Colombian society in order to strengthen the assistance to displaced populations, especially during the reestablishment stage. IOM/USAID also aimed at providing assistance to host and vulnerable communities such as Afro-Colombians and Indigenous people by strengthening the activities that the Colombian Government was carrying out with the support of other humanitarian organizations.

The Institutional framework in which the Program forged alliances at the central, departmental and municipal level is demonstrated in the flow-chart below, structured around the National System for Integrated IDP Assistance (SNAIPD), mandated by Colombian Law 387 which is coordinated by Acción Social:

Graphic 3. SNAIPD's Coordination Flowchart



In light of the integrated approach adopted by this Program and the need to establish permanent mechanisms for Colombia to respond to the complex phenomena produced by displacement, the Program relied on extensive coordination with multiple actors at the community, municipal, regional and central levels. These efforts enabled IOM to forge strong partnerships with essential GoC IDP stakeholder institutions thus becoming one of USAID’s main avenues of institutional strengthening.

Key partnerships in the formulation of specific projects, their implementation and maintenance were focused in the attended communities themselves and included IDPs and receptor communities, grassroots organizations and NGOs. Participation was encouraged in all segments of the population, as a means of countering internal divisions and promoting equity.

The inclusion of families in receptor communities proved to be an effective strategy for the de-stigmatization of IDPs as they sought to integrate into the community and as a mechanism to prevent displacement in IDPs expulsion-reception communities.

As the main platform for the identification of specific interventions and counterpart funds, the Program pursued extensive coordination with Mayors’ Offices, including those units run under their jurisdiction (specifically the municipal branches of the ministries of Public Works, Water, Energy, Health and Education) and the Municipal Committees for Assistance to IDPs, organized by Acción Social. The Program invested in capacity-building for municipal governments that, in turn, promoted their enhanced participation and sense of ownership in Program activities.

At the regional level, coordination was sought with the Governors’ Offices during the survey phase and again during the implementation of social services and infrastructure projects and the search for complementary resources. Likewise, continuous dialogue was maintained with the Departmental Committees for Assistance to IDPs to exchange information and to coordinate regional efforts, such as information campaigns and seminars.

At the central level, an important partnership was maintained with Acción Social in all phases of the Program; furthermore, Acción Social was included in training and other institutional-strengthening activities for municipalities, NGOs and state agencies.

Other central-level partnerships included: Ombudsman's Office (Defensoria del Pueblo); the Office of the Presidency, the Office of the Vice-Presidency – Program for Human Rights; National Civil Registry (Registraduría); the First Lady's Office of Special Projects; International NGOs and Organizations that attended to the emergency needs of the target group, including ICRC and UNHCR; national NGOs; Ministries of Education, Social Protection, Agriculture Communication and Labor; relevant national institutes including those dedicated to urban housing (FONVIVIENDA) and land reform (INCORA), Banco Agrario, the Colombian Institute for Family Welfare (ICBF) and the National Training Institute (SENA), and donors.

Exit Strategy: The Program's exit strategy was focused on capacity building of state entities, local authorities, NGOs and community groups. This was aimed at ensuring the continuation of activities beyond the duration of the Program. One of the key factors contemplated in the implementation of the Program was project sustainability. This was done through:

- Inclusion of initiatives in the municipal and departmental development plans
- Permanence of beneficiaries according to socio-economic condition
- Community participation
- Institutional participation
- Strengthening of regional local capacities
- Age, gender and ethnic perspectives

Based on these variables, the exit strategy in regions and communities where IOM was implementing projects was initiated in 2005 once it was established that the Program would end in 2006. During the final year, efforts were focused on negotiating continuation commitments by implementing partners, local authorities, communities and the civil society in general aiming at achieving sustainability. The key areas of the Program were:

Strengthening of Public Policy: Appropriation of Unified Integral Plans of Reestablishment through by-laws and agreements and the formulation of public policies ensured that IDP assistance had political support in the regions beyond the established regulations. Good examples of this process were Putumayo, Huila, Valle de Cauca and Norte de Santander. Likewise, the assistance provided by the Program to the health sector through the Ministry of Social Protection significantly improved the national policy on IDPs assistance. Noteworthy also is the support that the Income Generation component provided to the Ministry of Commerce, Industry and Tourism in the definition of an IDP assistance model through FOMIPYME as well as the strengthening of the policy on housing subsidies in Banco Agrario.

Strengthening of Community Organization: during the course of the Program, Participation of beneficiaries through provision of labor helped them acquire skills which they could later use. Some examples are the *Junta de Acción Comunal Nueva Colombia* in Florencia, the IDP organization of *La Nueva Esperanza* in Leguizamo, Putumayo, the *Feminina Popular Organization* in Santander. Likewise, the Program also promoted of community organization among ethnic groups according to assistance policies for indigenous and Afro-Colombians.

Models of assistance for displaced populations: Conscious that schools were the main reception and formation centers for IDPs, the Program consolidated the "Open Doors" school strategy. It also systematized the experience and endeavored to disseminate it through publications and also through the established alliances with International organizations and NGOs. These organizations had pedagogic models which had been strengthened by IOM projects, for example, Agricultural and Livestock colleges with the Manuel Mejia Foundation and the Ministry of National Education; the Norwegian Refugee Council which appropriated and developed the Circles of Learning as a strategy that allowed displaced children to integrate into schools and; the New School "Escuela Nueva" strategy for Afro-Colombians with the Ministry of Education, among others.

Sensitization and participation of new actors: In addition to sensitization achieved with municipal mayors' and governors' offices and the civil society, the participation of the private sector was strengthened through social responsibility of private enterprise. Entities like "Cajas de Compensacion Familiar" incorporated IDP assistance into their programs, for example, Comfamiliar de Putumayo and Comfacauca in Cauca. Likewise, companies like the Productive Development Centers in Valle de Cauca and Santander guaranteed the continuity of labor training and employment for IDPs after IOM/USAID's intervention.

Transfer of Technologies: Apart from the processes already mentioned involving educational models, software were designed and installed for the administration of credit for IDPs in different institutions which provided services in the micro-projects sub-component for IDPs as well as an Information, Orientation and Referral System for IDPs, entrepreneurs, and micro-enterprises – CRODEMS, which was implemented in some of the Assistance and Orientation Units. These information systems have become a tool which allows continuity in information gathering for IDP assistance.

In addition to the implementation of technical strategies for the conclusion of the Program, IOM coordinated the closure process of the regional offices in Quibdó, Neiva and Bucaramanga with the local authorities and institutions. Key results and the institutionalized strategies in each region were presented in events held and attended by key partners and actors of the regions.

Impact of the IDP Program

Following are the key impacts that were generated directly or indirectly through activities carried out by the Program and which contributed towards the needs of IDPs, receptor and other vulnerable groups. The Program generated significant changes in the offer and access - in quantity and quality - of goods and services for the reestablishment of the IDPs during the post-emergency phase. Likewise, the Program provided key support to authorities and interest groups belonging to the civil society including churches and community organizations which served to generate capacities to mitigate suffering and contribute towards socio-economical reestablishment.

Public Policies:

1. Improved protection to displaced and vulnerable populations through a strengthened legal framework as an instrument to orientate public policies. This was achieved through technical assistance to Acción Social for the expedition of Decree 250 of 7 February, 2005 of the Presidency of the Republic which established the National Council for Integrated Assistance to Displaced Populations.
2. Enhanced response towards IDP needs through pertinent national, departmental and municipal public policies. Support provided to formulate municipal and departmental development plans contributed to incorporate actions and resources for the assistance of IDPs.
3. Improved decision making in issues addressing the issue of displacement and the humanitarian action by the State and other interested groups. This achieved through the development and dissemination of specialized investigations, technical documents and publications on the subject.
4. Focused actions in priority areas and groups, through the information provided by improved information systems.
5. Strengthened public policy management with the creation and training of internal teams in public institutions responsible of assisting IDPs at national, departmental and municipal levels.

Education:

1. Widened coverage and improved quality of education through training of trainers, improvement of infrastructure and provision of educational material.
2. Facilitated access to basic primary education for children and adolescents through the implementation of the Accelerated Learning methodology.
3. Created opportunities to access basic primary education to displaced and vulnerable children through the implementation of the Cycles of Learning methodology which offered flexible education alternatives outside the school calendar.
4. Decreased school desertion through the “Open Doors” school’ strategy which optimizes educational spaces by offering infrastructure, endowment and flexible education models and the active involvement of the community in school activities.
5. Improved assistance services for children aged under five, by supporting ICBF to improve its technical capacity, infrastructure, facilities and access to so-called Community Homes and Infant Restaurants.

Housing and Basic Sanitation:

1. Created opportunities to access subsidies for social interest urban housing, by participating in the definition of a sectorial policy for housing together with Acción Social and national authorities responsible for urban housing policies.
2. Created opportunities to access subsidies for rural housing, by supporting the definition and co-financing of projects in alliance with Acción Social and Banco Agrario.
3. Improved human settlements and reduced the prevalence of water-born diseases in urban and rural communities, by supporting housing and sanitation programs together with territorial entities, communities and local and international cooperation organizations.
4. Improved health conditions by enlarging coverage of potable water and sewage systems in small municipalities and populated centres in rural areas.

Income Generation:

1. Improved household incomes by supporting FOMIPYME in defining public policies for business services required to formulate business plans, training, follow up and technical assistance to small business.
2. Increased opportunities for formal employment through labor training by applying flexible methodologies adapted to the needs of the IDPs and provision of equipment required in alliance with the National Training Institute, SENA.

3. Promoted opportunities to small businesses, with the creation and application of a methodology to transform IDPs as individuals eligible for formal credit of micro-credit funds for financing and technical assistance.
4. Generated local capacities for development of sustainable productive initiatives in alliance with municipal entities, local NGOs and community organizations.

Health:

1. Reduced prevalence of preventable diseases in children and women in child bearing age, by supporting vaccination programs in municipalities with low coverage indicators.
2. Improved health conditions for male and female adults by facilitating access to sexual and reproductive healthcare services, provided through agreements with local health services, municipalities and PROFAMILIA.
3. Expanded coverage and improvement in the quality of health care promotion and prevention programs by strengthening the Basic Assistance Plans at municipal level.
4. Improved prevention of illness and access to health care services through the Family Health-Care strategy, with the support of the Municipal Offices of the Ministry of Social Protection.
5. Reduced infant mortality and morbidity through technical assistance for the implementation of the Integrated Assistance for Infant Prevalent diseases (AIEPI) strategy, together with PAHO and the Municipal Offices of the Ministry of Social Protection.
6. Widened and improved offers and quality of local health services through the construction and endowment of health posts and centers.
7. Improved the response in the control of contagious diseases like Tuberculosis and Leprosy with the support provided through training of outreach health providers in early detection and treatment of patients jointly with PAHO, DAHW and local health authorities.
8. Reduced morbidity and mortality of displaced populations not registered in the Early Warning System strategy- Institutional Network for Health Services (SAT-Rias), through joint efforts with the Ministry of Social Protection, Universities and local health services.

Local Plans for Prevention, Contingency, Emergency Humanitarian Aid and Reestablishment:

1. Elaboration and implementation of local plans for prevention, humanitarian aid and reestablishment in municipalities with significant presence of IDPs, through support provided to Territorial Units of Acción Social, municipal and departmental authorities, community organizations and NGOs.
2. Reinforced the management capacity at municipal level for the formulation of Unified Integral Plans (PIUs), with the support of consultants and technical assistance to municipalities and social organizations, though complementary actions between Acción Social and local authorities.
3. Strengthened the Municipal and Departmental Committees for Assistance to Displaced Populations through training of public servants, the civil society and IDP organizations.
4. Contributed to formulating the Emergency Humanitarian Plans to assist people affected by massive displacement and communities at risk, in coordination with Acción Social and UNOCHA.
5. Provided access and opportunities to IDPs to social services, humanitarian aid and reestablishment by supporting the start up of the Attention and Orientation Unit (UAO) in municipalities with a significant presence of displaced populations.
6. Supported making institutional education projects in urban and rural Schools more flexible with educational models adequate to the needs of IDPs and vulnerable groups.

Institutional Technical Capacity:

1. Supported the elaboration and start up of national public policies with the support of the national government and the SNAIPD in the running of the Joint Technical Unit (UTeC).
2. Contributed to improving the coverage and quality of services by articulating actions with national, departmental and municipal institutions, to reduce the dispersion and duplication of efforts.
3. Expanded the protection of IDP rights and social awareness of the humanitarian crisis of displacement through the support of National Ombudsman, Attorney General's Office and Oversight Municipal Offices.
4. Improved the services delivered by public entities to the SNAIPD, by providing working teams and training to public servants.
5. Supported psychosocial assistance to children and families victims of massive and individual displacement, with the support of ICBF in the design and start up of the Mobile Units for Individual Psychosocial and Psychological Attention Units.
6. Facilitated the provision of identity cards to children and adults, with the support of the National Civil Registry (Registraduría Nacional del Estado Civil).
7. Enhanced access to emergency assistance by supporting the improvement of the institutional capacities required to inform IDPs on the legal procedures for assistance.

8. Trained trainers with pedagogical tools aimed at assisting over age displaced students and extra curricular activities.

Creation of capacities of civil society groups:

1. Availability of Information to contrast official data from the Catholic Church and groups of interest, by supporting the design and implementation of the RUT Information System of the Human Mobility Section of the Secretariat of the Pastoral Social.
2. Improved the quality of the psychosocial assistance through the development of new methodologies, training of experts and publications.
3. Increased NGOs' capacity to work with IDPs through the formulation of methodologies, work plans and activities adjusted to their characteristics in areas such as income generation, education and health.

Creation, adjustment and transfer of methodologies to increase access and quality of services:

1. Access to basic primary education to displaced and vulnerable children outside the formal education system, by supporting the Ministry of Education and the municipal Education Office in Soacha in the formulation and implementation of the Circles of Learning methodology.
2. Created opportunities for children and adult literacy through the training of trainers and endowment of the CAFAM Methodology.
3. Increased offer and improved quality of education through models adapted to rural context, such as the Tutorial Learning System model, new and post-primary school models and a modality of secondary education by cycles.
4. Support to local rural development through the application of pedagogical models in agricultural and livestock colleges.
5. Contributed toward the reduction of domestic violence by designing and applying a methodology to reduce domestic violence and to promote coexistence, jointly with the ICBF, the Public Prosecutor's Office and the Institute of Legal Medicine.
6. Promoted visibility of forced displacement by supporting the Citizen Radios strategy, together with the Ministries of Telecommunications and Education.
7. Definition and start up of a sexual and reproductive health education model for the prevention of HIV/AIDS and Sexually Transmitted Diseases for youth.

Involvement and commitment of the private sector in activities related to the program:

1. Beneficiaries of the Program accessed educational and income generation programs through cooperation agreements with private companies concluded under the principle of entrepreneurial social responsibility.
2. The Cycles of Learning methodology became sustainable with the financial and pedagogical support provided by private schools and local educational institutions.
3. Increased education capacity through infrastructure in alliance with private firms such as Caracol TV, Ceramica Italia, Royal Andina, Comité de Cafeteros y Federación de Cafeteros.
4. Alliances to channel resources in cash and in kind of Colombian Diaspora, with companies based in Colombia and overseas, to support emergency projects through Conexión Colombia.
5. Support to entrepreneurial initiatives by Chambers of Commerce and "Cajas de Compensación."

Alliances and synergies with other cooperation agencies and/or the Government:

1. Preparation and co-financing of urban and rural housing projects with technical support to municipalities with technical weaknesses.
2. Benefited IDP families and vulnerable groups through newly constructed or improved houses after accessing subsidies for social interest urban housing, an achievement reached in alliance with Acción Social and national authorities responsible for urban housing policies.
3. Increased education capacity and the quality of educational offer in critical regions through construction and endowment of schools, in alliance with the Plan Padrino of the Presidency of the Republic.
4. Supported increased coverage through infrastructure, endowment, and training of teachers in rural areas and small municipalities in alliance with the Ministry of Education and Acción Social.
5. Contributed to social stabilizations through the legalization of rural parcels of land in communities of return by providing technical support for the issuance of title deeds to both municipalities and the Colombian Institute for Rural Development, INCODER⁸.

Alliances with national and international NGOs:

1. Increased student quotas in high risk areas through alliances with NGOs, such as the Fundación Colombia para la Educación de la Oportunidad, Pies Descalzos and religious communities.

⁸ Instituto Colombiano de Desarrollo Rural

2. Improved housing and increased educational infrastructure in alliance with international organizations such as the Norwegian Council for Refugees and Project Counseling Services.

Development of IDP organizations and grassroots organizations:

1. Increased women's capacities by supporting the creation of grassroots organizations with abilities to manage and implement projects.
2. Grassroots organizations proactively participated in a democratic fashion in municipal committees, in the demand for rights and in the construction and start up of reestablishment projects.
3. Supported the capacity of IDP organizations in formulation of projects, leadership skills and participation, interaction with local authorities and information on available institutional services.
4. Strengthened organizations of Afro-Colombians, highlighting their presence at national level through cultural events, the territorial ordering under the framework of Law 70, Celebration of the Afro-Colombian Day and the inclusion of the ethnic identity criteria in the Population and Census Criteria of 2005.
5. Contributed in strengthening indigenous authorities and traditional organizations through support provided in the formulation of plans of life, social infrastructure health, education and basic sanitation projects in indigenous territories.

Strengthening of food security strategies:

1. Increased coverage of the Food Security Program RESA through alliances with Acción Social, Departments, Municipalities and social organizations.
2. Supported the increase of the components "Food for Work" and "Food for Training" in projects related to community infrastructure, labor training and adult literacy, in coordination with the World Food Program.
3. Increased quotas in school cafeterias through construction, improvement and endowment in alliance with the World Food Program, NGOs and churches.

2. Program Components

Accumulative Program (2000 – 2006)

Table 3. Accumulated Total Projects

Region	Income Generation	Social Infrastructure and Housing	Education	Health	Institutional Strengthening	TOTAL
Norte de Santander	22	19	19	12	8	80
Santander	25	24	15	19	9	92
Valle del Cauca	27	28	14	15	20	104
Putumayo	14	13	16	12	13	68
Nariño	13	18	26	15	11	83
Caquetá	13	14	11	9	8	55
Chocó	7	17	4	8	4	40
Cauca	11	19	10	6	3	49
Huila	11	10	5	9	4	39
Inter-regional	13	10	30	23	49	125
TOTAL	156	172	150	128	129	735

Table 4. Direct Beneficiaries by Component and Region

Region	Income Generation	Social Infrastructure and Housing	Education	Health	Institutional Strengthening	TOTAL
Norte de Santander	5,288	16,968	10,531	30,122	38,101	101,010
Santander	5,595	11,853	6,542	20,916	45,005	89,911
Valle del Cauca	9,342	14,591	6,273	44,446	47,294	121,946
Putumayo	3,064	7,913	36,400	35,009	41,834	124,220
Nariño	4,807	13,223	20,610	84,520	13,842	137,002
Caquetá	5,163	28,649	11,622	15,996	22,832	84,262
Choco	2,848	27,045	3,992	15,710	3,150	52,745
Cauca	12,445	16,115	7,138	18,530	8,612	62,840
Huila	2,937	19,761	8,341	12,557	15,276	58,872
Inter-regional	56,937	30,851	25,285	93,706	121,457	328,236
TOTAL	108,426	186,969	136,734	371,512	357,403	1,161,044

Table 5. Obligation by Component and Region

Region	Income Generation	Social Infrastructure and Housing	Education	Health	Institutional Strengthening	TOTAL
Norte de Santander	812,935.02	891,064.90	382,718.24	214,218.96	218,119.09	2,519,056.21
Santander	801,267.91	1,014,459.62	253,169.13	247,266.93	156,248.65	2,472,412.24
Valle del Cauca	1,174,006.82	1,131,592.81	755,042.27	389,185.81	463,474.10	3,913,301.81
Putumayo	856,787.79	439,583.51	793,113.97	273,543.53	381,042.43	2,744,071.23
Nariño	879,729.47	330,474.92	475,651.53	390,623.13	101,479.22	2,177,958.27
Caquetá	852,232.38	636,302.37	396,940.19	187,905.33	117,509.80	2,190,890.07
Chocó	224,329.05	699,704.65	293,171.20	220,213.18	32,971.67	1,470,389.75
Cauca	505,722.90	824,313.74	246,245.63	181,836.16	109,868.28	1,867,986.71
Huila	205,756.27	279,955.69	294,773.65	148,319.08	60,908.66	989,713.35
Inter-regional	535,773.05	463,517.25	2,633,693.20	971,213.85	3,873,988.43	8,478,185.78
TOTAL	6,848,540.66	6,710,969.46	6,524,519.01	3,224,325.96	5,515,610.33	28,823,965.42

Table 6. Cost-Sharing Obligations per Partner Type by Region

Regional Office	Public Sector		Private Sector		Other (Church, local organizations)	Total
	Territorial Entities	State Agencies	Private Enterprise	NGO, Non-Profits, & Mixed Entities		
Norte de Santander	1,462,094.55	384,638.93	98,552.90	1,283,505.76	104,604.79	3,333,396.94
Santander	996,745.81	627,125.84	-	1,040,122.72	365,724.03	3,029,718.39
Valle del Cauca	1,885,104.28	1,993,058.47	208,461.70	1,023,101.03	636,737.43	5,746,462.90
Putumayo	912,070.89	652,900.58	-	230,117.60	350,927.18	2,146,016.24
Nariño	1,544,328.48	753,927.44	33,431.08	327,129.27	246,835.14	2,905,651.42
Caquetá	538,775.31	496,932.84	79,622.74	431,934.32	226,532.59	1,773,797.80
Choco	434,534.70	488,563.23	4,385.96	383,952.72	190,280.14	1,501,716.76
Cauca	1,082,945.61	980,282.08	411,285.02	263,014.01	275,334.50	3,012,861.22
Huila	854,102.79	345,603.78	54,367.31	252,972.74	333,470.43	1,840,517.05
Inter-regional	445,771.44	25,304,734.79	395,325.07	1,788,284.66	1,272,076.40	29,206,192.36
TOTAL	10,156,473.86	32,027,767.96	1,285,431.80	7,024,134.83	4,002,522.63	54,496,331.07

The Program was made up of four phases which included: 2000-2002 initial period, 2002-2004 extension period, 2003-2005 expansion period and 2005-2006 extension period.

USAID's total investment in projects in the Program was US\$28,823,965.42. Counterparts' funds amounted to US\$54,496,331.07.

The Program was carried out through five strategic areas which had been generally identified in the 2001 assessment namely: Income Generation, Social Infrastructure and Housing, Education and Co-Existence, Health and Strengthening of Institutions and Communities. In all these components, IOM worked to restore the rights of forced migration by providing assistance to the government on activities to prevent displacement and measures to protect affected populations. As mentioned earlier, special emphasis was placed on institutional strengthening of the government institutions which provide assistance to IDPs.

Beneficiaries were also encouraged to participate actively at the municipal level with local authorities. Technical assistance provided with USAID's funds was aimed at strengthening coordination among donor institutions and Colombia's government entities at both a national and local level.

Specific interventions within the different areas were identified according to the results of continuous, participatory and multi-level assessment of needs.

In consideration of the overall Program goal of sustainability, the methodology of implementation and specific activities were devised to ensure a continuing and multiplying impact of the interventions in each component, primarily through capacity-building activities at every level.

Although the Program was essentially geared toward providing transitional or post-emergency assistance, experience demonstrated a need to include quick mechanisms for responding to emergencies, in those cases where entities tasked with emergency assistance were either unable to address the situation in a timely manner or required complementary actions to complete the assistance package provided.

The Program's activities aimed at benefiting displaced and vulnerable groups and entities located in secondary cities and towns with a high concentration of IDPs. However, projects were also carried out in smaller towns or villages facing high risk of displacement in an effort to promote stability.

A. Income Generation

A total number of 156 projects were implemented in the Income Generation component which assisted 108,426 beneficiaries. The Program created 6,034 individual businesses, 925 associative businesses under micro-projects and 659 medium sized businesses under special projects.

USAID contributed a total amount of US\$6,848,540.66 and counterparts US\$6,841,214.37.

“Internally displaced people have the right to seek freely opportunities for employment and to participate in economic activities.”⁹



General Objective: As part of its mandate, IOM works towards promoting social and economic development through migration. The general objective of the component consisted in supporting sustainable human development and altering the human impoverishment caused by forced displacement through increasing working abilities and creating and improving income generation initiatives within the local socio-economic framework.

Sub-Components: Food Security; Productive Projects; Pilot Projects; Vocational Training and Promotion of Formal Employment.

Specific Objectives:

- Facilitate access to sustainable employment for displaced and vulnerable heads of households. This was done through vocational training and professional training needed by the labour market for formal employment in the public and private sectors.

⁹ Guiding Principle 22

- Contribute towards increasing incomes of displaced families by supporting the creation of micro and small enterprises. The component also gave special emphasis on the agricultural and livestock sector.
- Contribute towards reestablishment of minimum conditions for return populations and prevention of displacement of populations in high risk areas through promotion and implementation of collective food security programs.

The sudden uprooting of vulnerable persons from their local and often land-based economic structure translates into extreme poverty and unemployment for many of Colombia's IDPs. While the lack of income-generating opportunities can be seen as one of the many problems that affect IDPs, initiatives that succeed in increasing the income-earning potential of this group provide the beneficiaries with sustainable means to improve their condition. For this reason, income-generating activities comprised a central component of this Program and included immediate impact and longer-term interventions.

With the aim to provide support to reduce human impoverishment caused by forced displacement, IOM/USAID promoted social and economic development at a local level, by capitalizing and increasing labour skills of displaced populations. This was carried by supporting sustainable projects, designing and implementing small non-reimbursable loans and promoting food security projects.

The component carried out these activities in coordination with Acción Social, SENA, NGOs, the Ministry of Economic Development and FOMIYPYME among other organizations.

To address the immediate economic needs of the IDPs in situations of extreme vulnerability, the Program provided training and employment for male and female outreach workers for community-oriented projects in the fields of health, education and development as well as unskilled and semi-skilled labour in construction projects. The Program emphasized continuous on-the-job training to enable the promoters to access permanent employment upon completion of their contract.

Longer-term efforts were centred on micro-entrepreneurial development and vocational/technical training provided through sub-contracted NGOs; both types of support aimed to enhance the income-earning potential of its beneficiaries in such a way that the acquired skills and investments were "portable." In this regard, IOM established national framework agreements with the National Training Institute (SENA) to provide entrepreneurial and technical training; with Acción Social to provide financial assistance and accompaniment to new businesses, as well as to provide on-site training to those more interested in job placement than self-employment.

Likewise, IOM established regional and local agreements with NGOs to provide services in the area of income generation. This was aimed at allowing the IDP to respond to changes in his or her settlement situation and for a continuing impact of the intervention if and when the beneficiary returned to his or her community of origin. Wherever possible, the Program also provided information and referrals for employment to beneficiaries by establishing links with the formal market for labour and the business sector.

During the course of the Program, greater emphasis was placed on linkage with the private sector for job placement and new business development, as well as on the creation of medium sized associative businesses.

The Program also worked closely with the Municipal Units for Technical Assistance (UMATA) and the private sector to formulate agricultural assistance projects with target groups particularly to introduce new technologies or products and link existing production to markets

An important lesson learned in the component was the need to incorporate psychosocial assistance into productive projects to counter tendencies toward group conflict, apathy and in some cases trauma. Likewise, educational programs ensuring that new entrepreneurs were able to read, write and perform basic mathematical operations were essential to the success of the productive projects.



The activities in the component were mainly designed to support the creation of productive initiatives, individual and cooperative, with the purpose to satisfy the local and micro-regional markets. Local marketing strategies were usually preferred due to the size of the businesses and the profile of the Program's beneficiaries. However, the Program also had a longer term approach where international export was contemplated. For this reason, the Program made efforts to help entrepreneurs forge alliances with organizations which could support them in this effort.

At the national and local level, IOM also worked to build a stronger relationship with the Chambers of Commerce, the Council of Guilds and the private sector.

One of the other key areas of support in the component was for returns. For IDPs to successfully rebuild their lives whether relocating or returning, employment and income generation opportunities were of utmost importance. The Program assisted these initiatives by not only providing support to returnees, but also supporting the departmental authorities in creating conditions for return. One of the most successful strategies was implemented by *Gestor de Paz* of Valle del Cauca, which contributed towards the return of more than 12,000 IDPs between August 2002 and August 2003. The Program had created a strategic alliance with CARCAFE to incorporate IDPs in the coffee production process.



In order to support returns and relocations, the Program supported on the reactivation of IDPs previous economic activities and/or fostered new economic initiatives that could provide a long-term solution to their income needs, along with a food security component aimed at coping with the needs in the short term and to contribute towards the reconstruction of the social fabric. The Program gave preference to “short-cycle products” which gave returns in a shorter period.

During the last phase, the Program separated urban interventions from rural ones aimed at providing more emphasis to cope with the different characteristics between these two types of interventions in order to continue providing economic alternatives. However, the key objective was to link urban and rural activities that could form part of productive chains. Return of IDPs had become one of the GoC’s major strategies. The IDP Action Plan now required governors and mayors to include IDP returns in their development plans.

Rural Strategy: The Program intervention provided support at any of the following four levels:

Business plan: Creation of the administrative, financial and technical description of the project, establishing the break-even point of the project, number of years to reach it and the target markets, and possible actions to add value to the production process. The beneficiaries also received advice on establishing cost-effective organizational structures which were to benefit the whole group without causing inefficient production.

Technical training and assistance for production: The Program provided complementary skills required by participants in order to produce efficiently using cheap technology. Seed capital and machinery for the start up phase were provided.

Marketing: This included negotiations with potential buyers from the private sector in order to guarantee access to markets. Agro-based “advance” contracts were sought in order to secure markets and prevent price fluctuations that could affect incomes. As part of the marketing strategy the beneficiaries were encouraged to lobby for the improvement of the productive infrastructure in the region from the local government when required. Beneficiaries were also encouraged to seek alliances with other beneficiary associations as another action towards guaranteeing market access.

Access to credit markets: In order to help attain sustainability, the Program assisted beneficiaries in devising creative mechanisms to access credit lines which had so far proven difficult. The Program worked with revolving funds and other credit sources meant to avail credit to IDPs.

Strategic alliances were developed with the food security program of the GOC “RESA¹⁰” which aimed at reducing the amount of money spent on food by promoting cultivation of food crops in rural areas.

Urban Strategy: In urban settings, the Program continued providing training for labor-intensive economic sectors that had proven to be an employment niche for IDPs, such as tailoring, mechanics, leather, road and public space maintenance. In order to guarantee labor insertion, the program undertook the following actions:



Private sector development: The program continued to identify and contact prominent entrepreneurs with good background in social marketing geared at identifying new markets within economic growth corridors and labour needs.

¹⁰ The Food Security Network - Red de Seguridad Alimentaria

Labor Insertion: The program identified job and internship opportunities for trained beneficiaries through coordination with the Private Sector, Acción Social, Assistance and Orientation Units and the labour office of SENA. The Program provided a small subsidy to beneficiaries undergoing internships.

The projects developed with FOMIYPIME in support of micro, small and medium sized enterprises had allowed the Program to leverage funds in form of subsidies directed at financing non-financial services.

On the other hand, the strategy of supporting the development of productive mini-chains allowed linkage between urban and rural sectors, identification of business and labor opportunities. This was the case of the mini-chains of silk manufacturing in Valle de Cauca and sisal in Cauca.

Key results:

- IOM developed an intervention scheme which combined training and capitalization of business initiatives through seed capital and credit capital aimed at promoting the micro credit component among trained beneficiaries whose new skills allowed for income generation via self-employment.
- Collective coordination between the community and operators resulted in solid planning, implementing and empowering processes focused on project continuity and sustainability.
- The IOM/USAID, Acción Social and SENA alliances promoted social responsibility of the private sector in assisting in displaced and vulnerable groups.
- Involving social networks that supported credit funds strengthened funding for the economic activities of the displaced and vulnerable population. These networks were conformed by public and private entities and non-governmental organizations, which provided complementary assistance to beneficiaries through other services.
- Creation of revolving funds was an alternative that temporarily solved access to credit and fund return. This also created social dynamics that generated trust and solidarity among IDPs.
- Promotion of collective activities that provided food security for IDPs in return and relocation projects and for at risk populations. These activities promoted collective management of food production to strengthen the community, built self-governance capacity and increased social capital.
- The development of food and social security projects that were environmentally sustainable and guaranteed local consumption, marketing of surplus and family and community stabilization through psychosocial support, made the returns project successful.
- Social stabilization and the improvement of the standard of living of IDPs and vulnerable populations were strengthened through an integral psychosocial assistance plan.
- Support provided in the evaluation of the model developed for integrated assistance to agricultural and livestock colleges and in kind revolving funds of animal stock seeds and plants in Putumayo allowed for replication in other departments.
- The linking of technical and traditional knowledge generated successful proposal for the improvement of livestock and agricultural production.
- The participation of the educational community and competent entities in the administration and development of projects in this component considerably increased sustainability.
- The component also supported the strengthening of the UAO through the development of a pilot interactive information system that managed to cross the services of offer and supply and the information of opportunities for IDPs, receptor and vulnerable populations. In this sense, the system served as an instrument to quicken the processes of direction, information and reference of basic social services and services of economic opportunities of employment, credit and training.
- Definition of an IDP assistance model through FOMIPYME through support provided to the Ministry of Commerce, Industry and Tourism.



B. Social Infrastructure and Housing

A total number of 172 projects were implemented in the Social Infrastructure and Housing component which assisted 186,969 beneficiaries. Under the Social and Community Infrastructure sub-component the Program improved infrastructure in 1,412 Educational Institutions and 56 Health Institutions; constructed/improved 901 square meters in Health Institutions and; constructed/improved 13,891,41 square meters in Educational Institutions. Under the Basic Sanitation sub-component, a total number of 93,271,30 linear meters of tubing for aqueducts and sewage systems were constructed. A total number of 62,488 beneficiaries were assisted in Housing and Basic Sanitation and 22,069 in housing improvement or construction. USAID contributed a total amount of US\$ 6,710,969.46 and counterparts US\$10,706,090.01.

“All internally displaced persons have the right to an adequate standard of living. At the minimum, regardless of the circumstances, and without discrimination, competent authorities shall provide IDPs with and ensure safe access to: essential food and potable water; basic shelter and housing; appropriate clothing and; essential medical services and sanitation.”¹¹



General Objective: Improve the standard of living for the displaced families and receptor communities, through actions that improve human settlements (water supply, basic sanitation and construction or improvement of community infrastructure) and housing.

Sub-Components: Housing; Basic Sanitation; Community Infrastructure; Education Infrastructure; Health Infrastructure; Improvement of Rural Roads; Technical studies for Housing; Technical Studies for Social Infrastructure

Specific Objectives:

- Promote a holistic approach towards finding lasting solutions for human settlements through provision of basic services like water supply and basic sanitation, the construction or improvement of community infrastructure such as health centers, schools, community halls and the sustainability of these projects as well as the improvement or construction of housing.
- Minimize pressure on public services, communities and infrastructure created by an upsurge of immigrants and displaced populations.
- Contribute towards developing solutions for transitory settlements by supporting vulnerable and displaced populations to find basic housing.
- Facilitate access to improved habitat conditions to the highest number of displaced people with high poverty rates, by channelling resources efficiently through adequate financial and social management and ensuring integrality and high impact of the projects.
- Enhance the capacity of the communities in order to insure the sustainability of the constructed systems, promote participative management and the sense of ownership among the community.
- Achieve equal opportunities for both men and women in the access and administration of services, resources, information and the decision making processes derived from the implementation of the projects.
- Involve state institutions as well as local authorities in project development and jointly prepare specific strategies for each intervention aimed at insuring sustainability of the projects.



In order to achieve the mentioned objectives, the component supported municipalities to increase and improve the supply of social services in order to enhance the capacity of receptor communities to sustain the influx of IDPs. This in turn was aimed to address the inadequacy in living conditions for IDPs and the deterioration in standards for host communities. Generally speaking, projects that led to substantial improvements in health conditions and increased education opportunities for not only the displaced populations, but also the receptor community, were selected for implementation. Likewise, the component also contributed towards fomenting the regional economy since the construction of infrastructure is one of the activities which have a high impact in this process.

¹¹ Guiding Principle 18

Social Infrastructure was also considered as a key cross-cutting component of the Program since it was necessary to provide the infrastructure required to undertake activities under the other components.

Interventions in the area of social infrastructure included construction, extension and repairs of roads, health and educational facilities, water and sewage systems, rainwater drainage, electricity networks, public meeting and recreational areas, among others. This component was considered key in providing real and durable benefits to the target group, while keeping with the Program's overall strategy to promote community integration through projects that benefited both IDPs and receptor communities.

The process of identification of social infrastructure projects began with the identification of zones with high numbers of displaced families, or in the case of stabilization projects, communities at high risk areas where lack of adequate living conditions was or could become an important factor in the dynamics of migration. Upon identification of these priorities, IOM then entered in dialogue with local authorities to ensure full articulation with municipal instruments, such as the municipal development and investment plans and *Planes de Ordenamiento Territorial*, or *POTs*. The Program relied on significant counterpart funding for medium and large-scale projects, provided by the municipality, central government agencies, such as the Peace Investment Fund (*Fondo de Inversión para la Paz*) and other national and international partners. Even local offices that did not participate financially in the construction of the project were often partners in guaranteeing maximization of the utility of the project: health offices were required to implement educational campaigns for use and maintenance of water and sewage projects and any public service improvement was accompanied by a firm commitment on behalf of the corresponding local office to sustain high quality services well beyond the duration of IOM's intervention.

A community-led process of project identification was equally important in selecting interventions. Members of both displaced and receptor communities actively participated in the definition of priorities and responsibilities in the implementation, supervision and maintenance of each project. The process provided IDP leaders with an opportunity to participate in existing community organization mechanisms, such as the Local Actions Boards (*Juntas de Acción Local*) or specific bodies created for the project.

IOM considered it feasible and desirable to include major infrastructure projects to any strategy for medium and long-term assistance to IDPs. Infrastructure projects made assistance strategies more holistic and sustainable and built the capacity of receptor communities to respond to the needs of the beneficiaries. In this regard, large-scale projects and clusters of similar activities were prioritized as a means to achieve economies of scale and reduce cost per beneficiary.

These types of projects also contributed to the de-stigmatization of the IDPs and to their integration into receptor communities, as they benefited both displaced and receptor populations. Furthermore, they represented an opportunity to strengthen the prevention strategy too, as they benefited populations in high risk areas.



Additionally, major infrastructure projects offered temporary job opportunities which strengthened the income generating component.

During Phase I of the Program, the housing component had aimed at implementing temporary and transitory housing solutions in cases of extreme vulnerability, and where acceptance by the neighboring community had been verified, taking advantage of the experience gained by IOM in the USAID-funded Exit Program for homeless flood victims in Honduras (1999).

Once the Program got under way and the 2001 survey and needs assessments carried out, emphasis was placed on finding permanent housing solutions for the internally displaced people. The Program then began supporting progressive development of housing aimed at supporting IDP families to initiate their socio-economic stabilization. This strategy allowed families to have an initial safe and healthy place to live in with basic water and sewage systems while allowing for progressive expansion of the housing schemes.

When President Uribe came into power in 2002, IOM's strategy was to reconcile the policies that the government had prioritised in its 2002-2006 Development Plan, concerning the attention to the displaced population. This was to be carried out through returns and prevention of displacement and at the same time providing assistance to the displaced populations that had settled in receptor areas and who had chosen not to return.

For this reason the Program gave a special focus on rural areas, which under certain circumstances permitted the support of returns and the prevention of forced displacements. Strategic alliances with the Banco Agrario were achieved for the adjudication of subsidies.

The Program supported the process of finding durable solutions for the problem of overcrowding and lack of housing and infrastructure in the cities, but on the other hand also trying to not promote staying in the cities if there was a possibility and willingness to return.

In addition to direct project implementation, the provision of technical assistance to municipalities to access “housing improvement and construction” subsidies from the central government became a crucial component.

Experience acquired in the course of the Program allowed IOM to improve intervention mechanisms and to create more strategic alliances with local and national entities, public service providers, national and international NGOs thus significantly increasing co-financing in the Program.

Key results

As regards activities carried out during this phase, support given to basic sanitation and potable water projects which were already contemplated in Municipal Development Plans and therefore had been already allocated funds were prioritized. Basic sanitation and potable water projects gave the following key results:

- Vulnerable and receptor populations in areas where IDPs arrived at also benefited from the projects implemented with USAID funds. The projects improved their standard of living and were linked to activities that increased community organization and participation and ownership, as part of a general effort to ensure sustainability and facilitate the unification of communities around mutually beneficial projects
- IOM/USAID support obliged the mayors’ offices to contemplate implementing projects aimed at providing assistance to IDPs and to include them in their Development Plans. When the Program started, there were hardly any projects in the Development Plans aimed at benefiting IDPs.

The alliances with FONVIVIENDA (initially carried out with INURBE) and Banco Agrario, the state entities in charge of allocating social housing subsidies in both rural and urban areas in coordination with Acción Social, achieved the following results:

- It allowed poorer municipalities with a minimal technical capacity and finance to access social housing subsidies in order to assist IDPs.
- This strategy also allowed IOM to access significant counterpart funds from National and local entities which increased investment in projects thereby contributing towards medium and long term solutions.
- Projects carried out with subsidies from FONVIVIENDA and Banco Agrario allowed titling and legalization of housing projects.
- Due to the difficulties encountered by IDPs in accessing subsidies especially for urban housing, Acción Social led the formulation of decree 951 of 2001 through which laws 3 of 1991 and 387 of 1997 were partially regulated in matters related to housing and subsidies related to IDPs. IOM participated in the workshops held for the preparation of the decree due to its experience acquired in the area.

The component proved to be a cohesive factor for IDPs and receptor communities since the planning and implementation of projects incorporated representatives from both groups thereby providing tangible benefits in the community as follows:

- Strengthening of grassroots organizations through the setting up of oversight committees during the implementation of projects.
- Training of beneficiaries in project development related matters such as construction works and formation and management of oversight committees.
- Reestablishment of voluntary returnees through construction and improvement of basic infrastructure.
- Generation of temporary employment in which benefited both IDPs and receptor groups.



C. Education and Co-Existence

A total number of 150 projects were implemented in the Education and Co-Existence component which assisted 136,734 beneficiaries. The Program endowed and strengthened 423 institutions. A total number of 30,232 beneficiaries were enrolled in formal education, 9,958 in non-formal and 2,724 beneficiaries in informal education under the transfer of educational and coexistence models sub-component.

USAID contributed a total amount of US\$6,524,519.01 and counterparts US\$ 12,647,924.43.

“Every human being has the right to education. To give effect to this right for internally displaced persons, the authorities concerned shall ensure that such persons, in particular displaced children, receive education which will be free and compulsory at the primary level. Education should respect their cultural identity, language and religion.”¹²

General Objective: IOM/USAID regarded education as a strategic tool for the process of rebuilding the lives of this population. The Education and Coexistence component had two general objectives. On one hand, to make education practices in families, schools, communities and mass media a fundamental tool in the acquisition of basic knowledge which would allow populations affected by conflict to: i) prevent displacement, ii) integrate into receptor communities, iii) successfully return to their places of origin and iv) improve their standard of living. On the other hand, widen coverage of formal and non formal educational programs and also improve their quality thus providing education offers which would serve as alternatives to support them to socially integrate in the new context.



Sub-components: Education Materials Endowment; Transfer of Education Models; Development of Co-Existence Programs.

Specific Objectives:

- Increase coverage of different levels of education especially in primary, secondary and adult education through: i) construction, ii) extension iii) endowment with educational materials iv) improvement and optimisation of the use of education facilities.
- Reduce desertion and improve the quality of education by supporting the adoption of relevant and pertinent innovative educational strategies, which motivate and suit the needs and interests of the students.
- Improve the level of social integration for the displaced population at the place of arrival.
- Reduce domestic violence, child abuse, teenage pregnancies and the recruitment of children and youngsters into armed groups.

The component mainly focused on projects which guaranteed improvement in access and quality and which at the same time allowed optimum use of spaces for reading and writing, cultural integration and prevention of domestic violence and child abuse.

During Phase I, projects aimed at addressing the special needs of IDP and vulnerable children (e.g. intensive schooling) were implemented immediately, while longer term solutions were arrived at with local governmental authorities and the Ministry of Education. Projects implemented during this phase provided support in infrastructure and endowment with furniture and educational materials. The Program also constructed and endowed school cafeterias and welfare homes. Infrastructure projects promised tangible and durable results of IOM's intervention, while catalyzing a more holistic approach to resolving educational problems faced by IDP children and adults.



Teaching staff and other employees of the Ministry of Education and the Colombian Institute of Family Welfare (ICBF) were also trained, this aimed at strengthening the institutional capacity of these entities. At the same time, teaching staff and receptor communities were sensitized on the issue of displacement. The local school was an ideal platform from which to promote integration between IDPs and receptor families.

¹² Guiding principle 23

As regards transfer of appropriate educational and coexistence models, the Program gave emphasis on non-formal education proposals for youth and adults stressing on psychosocial assistance, leadership training, labor and community organization.

In Phase II, activities under this component were targeted at addressing educational deficiencies for children, adolescents and adults both within and outside the regular schooling system. The Program continued working with ICBF to provide daycare for infant through the home-based care program. For school-aged children, the Program followed guidelines developed in 2000 and 2001 in which initial efforts were made to ensure access to school, through the provision of uniforms and materials and infrastructure improvement wherever necessary. The Program also continued working with the local offices of the Ministry of Education and participating schools to improve their response capacity to IDP children. Special programs for academic leveling were carried out for displaced children who had dropped out of school or for children who had low education standards due to the poor quality of education in rural areas. Likewise, teachers were also encouraged to incorporate new methodologies into daily activities to motivate IDPs and encourage academic and social integration between resident children and the new students.

It is important to note that although the Program's interventions were not limited to the formal school system, the overall strategy assigned to participating schools and teachers a leadership role in IDP assistance within the neighborhood. For example, school facilities were a valuable physical space for community meetings, adult education and recreational activities and were often under-utilized.

During this period, the Program structured the "Open Doors" school strategy based on experiences gained from some regions and lessons learned during Phase I. When IOM provided support to a school, one no-cost element of the schools counterpart contribution to the project was to implement an "Open Doors" policy for neighborhood associations, youth clubs, etc.,. Centering educational activities, including alternative systems described below, around the school proved to be a catalyst for community integration at the neighborhood level.

Although the Program promoted the incorporation of adolescents into the school system whenever possible, experience had demonstrated that many of the beneficiaries were either uninterested or unable to return to school. These beneficiaries required special attention: many of them lacked primary school education and faced even greater obstacles in finding gainful employment compared to their adult counterparts. In terms of social behaviours, this group was particularly at a risk of isolation, involvement in crime, recruitment by armed groups, drug and alcohol abuse, contraction of sexual transmitted diseases, STDs, and unwanted pregnancies. To address the needs of this group of beneficiaries, the Program combined academic learning, vocational training, recreational activities and/or health education in integrated programs for youths.



To provide educational opportunities for youth and adults, the Program relied on innovative governmental and non-governmental programs that had proven effective in Colombia, which ensured increased access to these programs for IDPs and vulnerable receptor beneficiaries; examples of these alternative educational systems included intensive literacy courses, continued education in small groups, televised high school (telesecundaria) and Tutorial Learning System (SAT). The Program sought to reinforce on-going initiatives in this regard by expanding the then framework agreement with the Ministry of Education and engaging non-governmental organizations, specialized in informal education, such as CAFAM.

In Phase III, activities under this component continued aiming at increasing school enrolment for IDPs and addressing educational deficiencies of children, adolescents and adults who could not access the formal school system in rural and marginalized urban neighborhoods. During this phase, support to pertinent educational offers for Afro-Colombians, indigenous and rural populations was strengthened. Inter-institutional teams were consolidated and some projects initiated in Phase II like Circles of Learning, rural education and development, citizen radios were strengthened through strategic alliances with state and territorial entities and the private sector. The Program also managed to involve local universities in offering social service.

The Program continued working with ICBF to provide day-care for infants through the home-based care program. At the same time, the Program also continued to work with local offices of the Ministry of Education and participating schools to improve their capacity to tend to the needs of IDP children. Due to the high drop out rate of children caused by displacement, and in some cases, due to low education standards as most of them came from rural areas, special programs were often necessary to ensure that these students were brought up to speed (accelerated learning) prior to joining their

class. This was carried out through after school tutoring to increase their chances of academic success. Likewise, teachers were urged to incorporate new methodologies into daily activities to motivate IDPs and encourage academic and social integration between resident children and the new students.

As in Phase II, the Program’s interventions in education were not limited to the formal school system, the overall strategy assigned to participating schools and teachers a primary role in IDP assistance within the neighborhood. And as mentioned, school facilities, which were often under-utilized by the community, were a valuable physical space for community meetings, adult education and recreational activities. IOM signed an agreement with the Presidential “Plan Padrino” Program to improve school facilities by increasing school capacity for implementing the aforementioned activities and receiving more children under the formal system. The component also advanced in the consolidation of the “Open Doors” school strategy which offered new educational alternatives to displaced children, youth and adults. The Program also worked closely with the ICBF in projects aimed at promoting coexistence and prevention of violence among IDPs and receptor communities.

To provide educational opportunities for youths and adults, the Program continued to rely on innovative governmental and nongovernmental programs that had already proven effective in Colombia, and ensured increased access to these programs for IDPs and vulnerable receptor beneficiaries mentioned in Phase II. During the extension period, the Program continued seeking to reinforce these ongoing initiatives by expanding the existing framework agreement with the Ministry of Education and engaging non-governmental organizations specialized in informal education.



In the last phase of the Program, this component carried on focusing on connecting educational demand and supply by continuing and expanding the “Open Doors” school strategy by optimizing educational spaces through three main lines: education infrastructure, transfer of flexible education models and endowment with educational materials. All these were directed at increasing school enrolment among IDPs, improving the quality of education, preventing desertion and addressing the needs of children, youth and adults who could not access formal education.

During this phase the Program prioritized on the 12-to-18 age group since enrolment rates among them were low and desertion high. As mentioned, this age group was one of the most vulnerable. The Program also continued supporting projects for infants and adults as well as initiatives in rural areas where returns had taken place and also in marginalized urban sectors. Special assistance was offered to indigenous groups in return areas and women.

The component sought to adapt existing flexible educational methodologies to the cultural and social context during this phase. The Program also continued to implement agricultural and livestock colleges in order to improve coverage, quality and pertinence of rural education. This gave older students and poor students who are more vulnerable to recruitment by illegal armed actors opportunities to study. Other models that had proven effective such as the Tutorial Learning System “SAT”, CAFAM for coverage and the “Active School” continued being implemented. IOM carried on using mass media through community radios as a democratic tool to promote informal education processes and democratic initiatives.

The third tier of intervention aimed at incorporating human capital in improving the education level of IDPs and receptor communities. Experiences overseas such as the CONAFE in Mexico had shown that the involvement of high school graduates and college students as teachers could increase service provision effectively.



Noteworthy, was the project “Adaptation of the “New School” (Escuela Nueva), model for school integration of displaced children-Phase I.” This was based on the existing principals and strategies of the New School model and aimed at developing a demonstrative experience of flexible attention directed at students that did not have access to the formal school system with an emphasis on integration among displaced and receptor population.

In order to coordinate efforts throughout the Program’s implementation period, strong alliances had been established with the Ministry of Education and with the Departmental and Municipal Education Offices in order to provide additional teachers where IOM was implementing activities to increase school capacity. The Institute of Colombian Family Welfare provided significant counterpart funding for school cafeterias, daycare facilities for infants and multiple homes, “Hogares Múltiples.”

Key results:

- The commitment on the part of the Ministry of Education and the regional education offices to develop sustainable projects and to invest in programs that included IDP populations.
- Strengthening of alliances and developing strategies for joint action between governmental entities and civil society which had been established.
- Creation of inter-institutional and inter-sectorial work groups that improved the technical capacity of the projects.
- Coordination between ICBF and the Program improved transparency in resource management and efficiency in project development.
- Positioning and creation of awareness on the IDP issue in academic and governmental circles.
- The infrastructure projects in educational projects, that included endowment with furniture and educational materials, facilitated the implementation of reading and writing, quick learning and sexual education programs and also the carrying out of sports and cultural activities. During the implementation of these activities, the Program emphasised on the inclusion of children, youth, families and communities in the co-existence programs.
- In addition, appropriate educational materials were designed for children, youth and adults as tools to assist in the education process.
- The “Meterse al Rancho” model of the Presidential Program “Haz Paz”, which was funded by IOM/USAID was included as a proposal by ICBF for the prevention of domestic violence and promotion of peaceful co-existence.
- The “Circles of Learning” model which had also received technical and financial assistance from IOM/USAID was included as a part of the flexible educational models offered by the Ministry of Education.
- Extension of education coverage and the publishing of specific and pertinent educational materials for ethnic groups.
- The alternative educational models for unschooled youth in urban areas, that included new agents, pertinent curricula, flexible schedules and unconventional spaces, contributed to their permanence within the school system. They also strengthened the social fabric, generated values for a culture of peace and contributed to cultural expansion processes.
- Progress in the formulation of a pertinent educational model for unschooled youth in urban areas.
- Publication of the “Open Doors” school strategy.

D. Health

A total number of 128 projects were implemented in the Health component which assisted 371,512 beneficiaries. The Family Health Care sub-component provided 215,650 family health care services and carried out a total number of 773 preventative campaigns. A total number of 1,916 institutions were strengthened through endowment and human resources. The Reproductive and Sexual Health Care component provided services to a total number of 12,873 beneficiaries and finally a total number of 5,652 persons were assisted under the Psycho-Social sub-component. USAID contributed a total amount of US\$3,224,325.96 and counterparts US\$6,013,104.81.

“All wounded and sick internally displaced persons as well as those with disabilities shall receive to the fullest extent practicable and with least possible delay, the medical care and attention they require, without distinction on any grounds other than medical ones. When necessary, IDPs shall have access to psychological and social services. Special attention should be paid to the health needs of women, including access to female health care providers and services, such as reproductive health care, as well as appropriate counselling for victims of sexual and other abuses. Special attention should also be given to the prevention of contagious and infectious diseases.”¹³

General Objective: To improve primary health care, sexual and reproductive health of IDPs and receptor groups.

Sub-Components: Family Health, Sexual and Reproductive Health; Psycho-Social Assistance; Health Equipment; Training of Staff.

Specific Objectives:

- Promoting healthy behavior to prevent diseases.
- Improving access and quality of medical assistance for IDPs and receptor groups.
- Promoting the right to sexual and reproductive health.
- Promoting opportune and consolidated psycho-social assistance to IDPs.



¹³ Guiding Principle 19

This component emphasized on coordinated work and the creation of strategic alliances with various leading national and international institutions with experience in different health fields. This was carried out under the guidance of the Ministry of Social Protection (formerly known as Ministry of Health) as the governing body of national health policies at a national, departmental and municipal level. Likewise, inter-sectorial and inter-institutional coordination was also considered as an important element as well as dealing with the health issue from an integral perspective.

The component mainly focused on four areas: family health, sexual and reproductive health, psycho-social assistance and institutional capacity building. In each of these areas, efforts were placed on prevention, promotion of health, nutrition, vaccination, extensive coverage of the basic health assistance plan and access to the services offered by the National Health System. A strategic partnership with the Ministry of Social Protection was created and coordination with government institutions and United Nations agencies that work with displaced populations strengthened.

The components of this strategy were developed in accordance with the social policies of the government. The main purpose was to improve the access and quality of the health services, to promote the sexual and reproductive health, including the prevention of STDs/HIV/Aids and to encourage the reconstruction of social protection networks. This initiative was carried out both on a national, departmental and municipal level, through strategic alliances with different national and international institutions working in the health field under the guidance of the Ministry of Social Protection as the institution responsible for issuing national health policies. As for the activities including promotion and prevention strategies, vaccination and health campaigns, nutrition programmes, mother and childcare and basic sanitation, work was mainly accomplished in cooperation with the municipal and departmental health secretariats and the Colombian Red Cross. Cooperation with the Ministry of Social Protection was also emphasized with regard to the attention component at departmental and municipal levels. At the local level, work related to sexual and reproductive health was carried out in conjunction with PROFAMILIA and with other associated institutions, suppliers of services and information regarding sexual and reproductive health. When it came to the psycho-social component, IOM worked with the Ministry of Social Protection, the Presidential Programme “Haz Paz”, the National Ombudsman’s Office, the ICBF and national and local NGOs. One of the most relevant aspects in this coordination process was the framework agreements with the Ministry of Social Protection.

As an important part of prevention of diseases, IOM carried out projects of basic sanitation, aqueduct and drainage systems in rural and urban areas, in association with municipal mayors’ offices, local public service companies, IDP associations and Acción Social.

During the first phase, IOM implemented projects that provided equipment to health providers in exchange for their commitment to expand office hours to attend to IDPs; increased geographical coverage of outreach activities; carried out health brigades to respond to large-scale displacements and; promoted regular health programs in IDP neighbourhoods. Special programs – designed by the health provider in coordination with IOM – which incorporated on-the-spot medical screening and assistance, awareness-raising on healthy habits and references to clinics and hospitals for further testing or specialized treatment were also carried out. The Program also implemented established programs in IDP neighbourhoods, such as the World Health Organization (WHO) program for early detection of illnesses affecting infants (AIEPI).



These interventions were tailor made to meet the needs of IDP groups in each municipality. The systematization of diagnostic results from beneficiary families provided IOM and the Ministry of Social Protection with a clearer picture of the epidemiological profile of Colombian displaced persons.

The provision of improved services to IDPs, and particularly the practice of visiting persons in their homes, generated demand for higher quality services on behalf of the IDP population and reduced the distrust cited by some IDPs as a reason for not seeking professional medical assistance.

Towards the end of the first phase, IOM and the Ministry of Social Protection began evaluation and systematization of activities carried out under the Cooperation Agreement signed between the two organizations. Noteworthy, was the fact that the Ministry of Social Protection had informed IOM that this model of coordination was one of the most effective, practical and responsible models for the Government of Colombia - IGO coordination used by the Ministry of Social Protection, by then.

The characteristics which allowed this strategic alliance to function smoothly were:

- Although long-term strategy and project approval were tasked to the Bogotá-based team, the processes of project identification, formulation of activities, supervision and reporting were decentralized in the local offices of health and the health providers.
- During the process of project approval, technical errors in formulation were identified and resolved.
- The involvement of the Ministry of Social Protection encouraged a more serious and committed approach by local offices of health to the IOM-sponsored initiatives.
- Reporting by counterparts was formatted in such a way so as to be coherent with national data on health conditions, thereby improving IOM's ability to measure impact against existing base-line data.
- Joint monitoring of the FISALUD program (reimbursement system for costs incurred in treating IDP patients).
- Joint financing of projects increased impact of interventions and ensured non-duplication of funds.
- According to the Ministry of Social Protection, its participation in the strategic alliance had provided the office with practical examples of IDP health efforts, which then served as inputs in its process of developing national strategies for IDP assistance.

During phase II, the Program continued to strengthen local providers of health services, including prevention and promotion, under the umbrella of IOM's framework agreement with the Ministry of Social Protection signed in August 2001. On the basis of lessons learned in the then Program area of responsibility, the key interventions were as follows:

- Training of medical and administrative personnel to facilitate access to Ministry of Social Protection funds for reimbursement of medical costs incurred in treating registered IDPs.
- Health outreach programs in which a mobile team conducted visits in neighborhoods with high incidence of displacement to provide immediate medical assistance, identify and refer case requiring specialized/hospital assistance and provide guidance on hygiene and nutrition.
- Provision of necessary equipment and supplies to local offices of the Ministry of Social Protection and/or service providers, particularly aimed at increasing access to services in isolated or under attended marginal areas.
- Integrated psychological support, including but not excluded to individual therapy and psychiatric assistance, to social activities developed under other components aiming at improving psychosocial well-being.
- General strengthening of the capacity of local health providers to attend to priority groups within the IDP and receptor populations, who were most affected by poor sanitation/nutrition conditions and sudden changes in lifestyle, namely infants aged 0-5 years and expectant mothers, adolescent girls, the elderly and extremely poor.



Wherever necessary, the Program improved infrastructure in medical facilities and increased focus on building/improving water and sewage systems. These health promoting interventions had already been outlined in the component.

During Phase III, under the umbrella of IOM's framework agreement with the Ministry of Social Protection signed in November 2002, the Program continued to strengthen local providers of health services, including prevention and promotion. The Program focused its efforts on assisting the GOC in meeting the IDPs assistance criteria established by the National Ombudsman. *Defensoría del Pueblo*¹⁴. These aimed at assuring services that were available, accessible, adaptable and of good quality. The primary types of intervention had been modified on the basis of lessons learned, and included:

- Workshops and training courses on preventive health issues such as home and school hygiene habits, sexual and reproductive health were imparted in coordination with PAHO and the Ministry of Social Protection.
- Health outreach programs such as household visits in neighborhoods with high incidence of displacement to provide immediate medical assistance, identify and refer cases requiring specialized/hospital assistance and provide guidance on hygiene and nutrition.
- Provision of necessary equipment and supplies to “*Direcciones Seccionales de Salud*” and/or public service providers, aimed at increasing access to services in isolated or under attended marginal areas.
- Integrated socio-psychological support, including individual therapy and psychiatric assistance, and social activities developed under other components which aimed at improving overall psycho-social well-being.
- Generally strengthened the capacity of local health providers to assist priority groups within the IDP and receptor populations. These were the most affected by poor sanitary/nutrition conditions and sudden changes in lifestyle: infants aged 0 – 5 years, recent and expectant mothers, adolescent girls, the elderly and the extremely poor.

¹⁴ “Evaluation of Public Policy during the Processes of Reestablishment among IDPS and a Rights Approach”. Defensoría del Pueblo, 2003
Final Report for the “Post-Emergency Assistance to Displaced Groups, Receptor Communities and Vulnerable Populations” Program

During the last phase, the objective of the component was to increase access to health services and address health risk factors through promotion, preventative and rehabilitation actions. The component continued to carry out activities in close collaboration with the Ministry of Social Protection and also with PAHO in order to insure the quality of assistance. Actions were divided into five levels of interventions:

Health Promotion, Prevention and Rehabilitation actions: IOM in coordination with PAHO developed a SAT-RIAS¹⁵ system which allowed an increase in coverage of health services, detection and assistance of risk factors and monitoring of access to services. This system included mutually supporting activities at a national and regional level in seven components: legal, network information systems, risk assessments, information and dissemination campaigns, public policy interventions and citizen participation in steering committees, monitoring and evaluation.

The Program implemented the “Healthy Home” strategy in coordination with PAHO/WHO, which aimed at addressing risk factors in homes. The Program also continued implementing the AIEPI strategy in order to reduce illness among infants aged between 0-5 years.

Sexual and Reproductive Health: A strong emphasis was placed on assisting women and interventions included detections of breast and cervix cancer, promotion of breast feeding and prevention, detection and treatment of sexually transmitted diseases including HIV/AIDS and; strengthening of the health sector in order to improve pre- and post- natal health.

Assistance for Illnesses prevalent among Ethnic Minorities: IDPs and vulnerable populations belonging to ethnic minorities live in environments with high incidence of tuberculosis, Yellow fever, parasitism malaria, Leishmaniasis and acute respiratory infections. These communities also suffer from malnutrition, sexually transmitted diseases, oral health problems and stomach infections. Less than 22% of Afro-Colombians are included in the SISBEN¹⁶. The Program provided assistance by equipping local health providers in areas with high IDP populations and also carried out prevention campaigns. The program also fostered promotion of traditional medicine.

Prevention of Domestic and Sexual Violence: During this phase, the Program continued providing support to initiatives to reduce domestic and sexual violence as well as to protect victims. The Program continued supporting the ICBF “Haz Paz” strategy and the Ministry of Social Protection in the assistance of sexual and domestic family victims. IOM/USAID also provided complementary training to the National Ombudsman, *Defensoria del Pueblo*, police and other local authorities likely to intervene in cases of sexual abuse and domestic violence.

Psychosocial Assistance: The Program supported mechanisms developed in communities to provide psychological and mental health assistance to IDPs through group therapies and treatment as an integral part of health focused activities. Referral services in mental health were also supported through UAOs. All these actions were carried out in coordination with the Ministry of Social Protection and local health authorities.

Key results:

- The use of participatory methodologies and the development of learning and communication strategies, in accordance with the socio-cultural characteristics of the beneficiaries, facilitated the assimilation of knowledge and project appropriation by the community.
- Training health promoters to act as agents for health prevention and self-care programs increased coverage.
- Strategic alliances with the ICBF strengthened regional and departmental management and supported mobile units that provided psycho-social assistance to IDP children and youth.
- Alliances between the academic and the public health networks improved the prevention and monitoring strategies.



¹⁵ Early Warning System, Health Institutional Network

¹⁶ Beneficiary Identification System

E. Strengthening of Institutions and Communities

A total number of 129 projects were implemented in the Strengthening of Institutions and Communities which assisted 357,403 beneficiaries. The Program provided training/technical assistance to 2,676 staff at a regional level. A total number of 288 institutions were strengthened at a local and regional level and 28 at a national level. A total number of 25,681 services were also provided by UAOs. Lastly, under the strengthening of communities and organizational capacities sub-component, a total number of 124 organizations were strengthened.

USAID contributed a total amount of US\$ 5,515,610.33 and counterparts US\$ 18,287,997.45.

“National authorities have the primary duty and responsibility to provide protection and humanitarian assistance to IDPs¹⁷. International Humanitarian Organizations and other appropriate actors have the right to offer their services in support of the internally displaced.”¹⁸

General Objective: Support and enhance the capacity of institutions which contribute towards the construction and recognition of the citizenship of IDPs and also provide them with direct assistance, through technical and financial assistance. The component also aimed at providing support to IDP and receptor group organizations to strengthen their organizational capacity.

Sub-components: Strengthening of Public Entities that provide assistance to IDPs; strengthening of community organizations; formulation of policies, plans and public plans; promotion of human rights.



Specific Objectives:

- Bolster the institutional capacity in planning, implementation of programs and projects and direct provision of services to IDPs, and also enhance the capacity of entities articulated to the National System of Integral Assistance to IDPs at both a national and local level.
- Contribute to the organizational development of communities living in high risk areas by strengthening their conflict resolution capacity.

In order to achieve these objectives, the component gave emphasis to the following aspects:

- Strengthening the institutional capacity of Acción Social Promotion of IDP Human Rights.
- Promotion of IDP citizen identification.
- Strengthening of institutional policies of the rural sector which have an impact on IDPs.
- Strengthening of the National Network of Information.
- Communication and Dissemination.
- Strengthening effective community participation.
- Support to local and regional community organizations.

The Institutional and Community Strengthening component implemented activities aimed at bridging the gap between institutional and community efforts by increasing state presence and strengthening social capital in the communities being assisted.



During the first Phase, the component carried out activities through two areas: Community Led-Development and Stabilization and; Social Communication and Peace Promotion.

The Community Led-Development and Stabilization area endeavored to promote stability in smaller “at risk” communities, characterized by inadequate living conditions and internal divisions that would have led to displacement if left unaddressed. A community-based methodology was applied where local leaders and communal groups were empowered to prioritize needs, propose solutions and identify financial resources to implement these solutions. Alongside the organizational support provided to the community, the Program sponsored specific projects, such as social infrastructure and income-generating activities.

¹⁷ Guiding Principle 3

¹⁸ Guiding principal 25

In consideration of its key role within the processes of institutional coordination, information management and local policy dialogue, the Social Communication and Peace Promotion area worked closely with the municipal governments and provided capacity-building support in each of these areas. The Program identified areas of misinformation and misunderstanding and addressed these through targeted awareness-raising campaigns on issues affecting IDPs and the peace process. For example, the Program periodically published new items (posters, pamphlets, etc.) that highlighted positive stories related to IDPs and receptor communities as a means of promoting unity and improving the negative perception of IDPs that prevailed in some communities and among IDPs themselves.

At the local level, the Program sponsored organized groups (church organizations, school associations, women's and youth groups, etc.) to carry out micro projects which demonstrated a creative and participatory approach to promoting the peace process within their communities.

As the duration and magnitude of internal displacement loomed ever larger, it became increasingly important to build the capacity of institutions tasked with IDP assistance; although all the components in the Program were designed and implemented with a view to strengthen local and national response capacity, an important lesson learned in Phase I was the need for activities specifically targeted at bolstering institutional capacity. This kind of assistance, generally provided through training, technical assistance, provision of necessary equipment or logistical support and short term consultancies, was often a necessary first step prior to coordinating activities or leveraging funds from potential counterparts.

During the following phases, projects aiming specifically at building institutional capacity of government entities tasked with IDP assistance were given more weight. IOM focused its work on coordination and support to the various entities of the SNAIPD, as well as to other governmental institutions involved in the issue. This was carried out through framework agreements where projects of national and local importance were administered, strategies developed in raising awareness, training, implementation and assistance. Emphasis was placed on cooperation and support agreements with entities such as Acción Social, the National Ombudsman's Office the National Civil Registry and the Presidential Advisory Office for municipalities and departments among others.



Strengthening of the SNAIPD and the Assistance and Orientation Units (UAOs) at a departmental and municipal level were specially prioritized. These Units (UAOs) offered all services required for registration, emergency assistance and some of the reestablishment services such as IDP meetings under the same roof, thus providing comprehensive assistance at the point of arrival.

IOM also provided technical assistance in order to expand the UAOs orientation capabilities to key reestablishment areas. Based on the CROs (Centers of Reference and Opportunity) used in IOM's work with child ex-combatants, IOM and Acción Social developed Centers of Reference and Opportunity for Displaced Populations (CRODEMs). These not only supplied all the services then provided in a UAO, but also provided data that could track concrete opportunities at the local level for training, employment, credit, education, health, land available, and other services identified in the public and private sectors, that also directly provided some basic humanitarian services. The CRODEMs database was fed and updated with information provided and collected by local and regional offices of Education, SENA, INCODER, ICBF and private companies among other key partners.

IOM also geared efforts at supporting government initiatives in decentralizing IDPs assistance policy, by increasing technical and financial involvement of municipal authorities in local committees of IDP assistance.

IOM/USAID equally provided support to strengthen Acción Social by designing the IDPs Assistance Plans, through needs assessments and working out of Unified Integral Plans (PIUs) and Unified Integral Plans for Reestablishment for IDPs (PIURs).

The Program also supported Acción Social to ameliorate the SUR registration mechanism in their territorial units and supported the Joint Technical Unit, *Unidad Técnica Conjunta*, in the strengthening and empowering of the local committees of IDPs assistance.

Support was provided to the National Civil Registry in order to improve and increase capability and processing of IDP registration and also to augment project analysis and implementation capacity. IOM/USAID continued supporting registration campaigns in order to provide identification cards to IDPs who had lost them during displacement or who had never been issued with any. This was carried out as a first measure aimed at guaranteeing access to benefits provided for displaced population.

The Program also continued sponsoring activities which promoted community strengthening through more representative and effective community organization, fostered better understanding on IDP issues, increased dialogue, improved the local climate for peace and generally, reinforced the social fabric in communities.

The community was recognized not only as the recipient of assistance, but also as a central actor in devising and implementing said assistance for IDPs. Therefore, in order to improve the capacity of these local systems, activities aimed at providing organizational strengthening and capacity building for the community and its representatives were implemented. Community strengthening not only referred to the continuation of support to IDP associations (leadership training, technical assistance in project formulation, organizational guidance, etc.) but also to those activities that promoted integration between divergent sectors of the community, opened channels of dialogue, fostered active participation in local decision-making on behalf of women and ethnic minorities and, generally, helped counter the impact of forced migration and competition for resources on family and social fabrics.



Key results:

- IOM/USAID support to Acción Social strengthened its capacities and also that of territorial entities involved in IDP assistance, coordination, financing and follow up of the projects oriented to the assistance of displaced and vulnerable populations.
- The promotion of coordinated work among entities belonging to the SNAIPD, national and international organizations improved the articulation of inter-institutional cooperation.
- Technical assistance provided to Municipalities and Governors' Offices in the designing of plans, programs and projects within the development plans allowed them to determine the priorities and also increase investment for the assistance to the displaced population.
- Support provided to the Assistance and Orientation Units also improved IDPs assistance and articulation of the cooperation agencies with state institutions. Support was provided through improvement of the infrastructure, endowment, personnel training and technical assistance.
- Institutional strengthening of the National Civil Registry (Registraduría) resulted in increased access to personal documentation for IDPs.
- IOM/USAID support to the National Ombudsman "*Defensoría del Pueblo*" resulted in the "*Ruta de Encuentro*" that promoted the rights and obligations of IDPs, assisted IDPs along borders and contributed to an IDP information and documentation center.
- Studies, analyses, seminars, publications and public messages through different media supported by the component contributed in creating more awareness of the issue of displacement and the need for a solidarity response from both the public and private sector.
- Training processes for the strengthening of participation, leadership, project design of displaced, receptor and vulnerable groups enhanced their organizational skills and conflict resolution capacity. This in turn supported reintegration and restoration of social fabrics.

3. Sectoral Analysis

Afro-Colombians and Indigenous

Table 7. Afro-Colombians and Indigenous

Component	Afro-Colombians	Indigenous
01. Income Generation	5,516	6,352
02. Social Infrastructure and Housing	35,326	11,570
03. Education	4,220	3,764
04. Health	49,764	5,482
05. Institutional Strengthening	42,114	2,903
TOTAL	136,940	30,071



Indigenous Peoples and Afro-Colombians are disproportionately affected by displacement and make up over one-third of the total number of displaced population. It should be noted that the experience of displacement, although traumatic for all individuals, is particularly difficult for the indigenous and Afro-Colombians who have a special historical, religious and economic relationship with their land.

Forced displacement severely affects the cultural cohesion of Afro-Colombian and Indigenous groups. These communities live in areas abundant in biodiversity, mineral and oil deposits, rich agricultural land, as well as geo-strategic regions necessary to an economic model based on the expansion of global capital. Many of these regions have been managed for hundreds of years according to distinct cultural principals of these ethnically diverse communities. The issue of ethnicity is most certainly a central theme to understanding the gravity of this humanitarian crisis.

Forced displacement seriously impacts on the economic and social functioning resulting in a breakdown of the community life and the functioning of internal forms of government and community organizations. This in turn poses challenges on the entire system on which much of the ethnic cultural identity is formed and consolidated.

The cross-cutting activity of Afro-Colombians and Indigenous groups was introduced in the Program in 2004 when Acción Social, officially introduced the ethnic variable in the SUR.

IOM recognized the need to implement projects focused on the strengthening of cultural identity, respect of the distinctive characteristics and promoting participation according to different types of community organization for the protection of the rights of minority groups.

The Program paid special attention to the plight of these groups and actively supported projects whose general objective was to give them more visibility, promote and protect their rights and encourage their political engagement. Specific goals were addressed through the five components composed in the program which sought to strengthen their social infrastructure and supported their access to better education, housing and health services.

IOM paid special attention to the plight of indigenous groups, by providing cooperation and technical assistance. IOM/USAID implemented and expanded specialized health projects, trained and supported traditional healers and strengthened existing indigenous health networks.

Key results:

- Culturally appropriate technologies were developed to improve infrastructure and basic sanitation thereby promoting the use of natural resources, carpentry, construction and environmentally friendly individual and collective potable water systems through their organizational processes.
- Access to health care services, emergency humanitarian aid and accompaniment to returns were facilitated through health brigades, and strengthening of extra-mural teams as an appropriate model for the access to services and psycho-social accompaniment in indigenous and black communities located on river banks and geographical inaccessible areas.
- Provision of income generation opportunities through the use of available resources and the creation of small cooperatives for the exploitation and processing of agricultural and livestock products. This was aimed at providing food security among indigenous communities as well as marketing their products through social networks and batter trade.



- Supported the incorporation of actions and resources to strengthen the response capacity of local and departmental entities in assisting ethnic groups as well as their social organizations and grassroots communities. Likewise training of staff working in state entities was carried out and meetings with Indigenous and Afro-Colombian organizations facilitated in order to strengthen peaceful resistance against armed conflict encourage the participation of women, promote rights, social control and recuperation of cultural identity and integration among communities.
- Widening of educational coverage through flexible and pertinent educational models such as the Accelerated Learning, Tutorial Learning System (SAT) models, University Social Service, Promotion of Peaceful Coexistence and Social Responsibility.

Youth – Displacement Prevention

More than half of displaced persons are children under the age of eighteen. Of those recorded as displaced by Acción Social, between 1995 and August 2005 and whose ages are known, 54% were under eighteen. This data is similar to the findings of the 2001 IOM survey of internal displacement conducted in the departments of Cauqueta, Narino, Norte de Santander, Putumayo, Santander and Valle de Cauca. In that survey, IOM found that nearly a quarter of those surveyed were under the age of seven and 55% were aged under eighteen. Children, particularly those under seven, made up a large proportion of the displaced population in urban areas. More recent studies indicate that children may make up an even higher percentage of the total. 62% of those surveyed for a March study by the World Food Program and the International Committee of the Red Cross were under the age of eighteen. In Norte de Santander, children made up 77% of displaced persons in the survey.

During the almost six year period of the Program, intervention was mainly focused on increasing educational opportunities for displaced and vulnerable youth. This was done through development of flexible education models meant to extend coverage and quality and reduce the number of drop outs.

Approximately 63% of youth between 15 and 26 resided in areas with limited access to education and economic opportunities. Many of them required special attention as they lacked basic education and faced great obstacles in finding gainful employment. These made them easy preys for forced recruitment into illegal armed groups or prostitution rings, sexual violence, teen pregnancy, loan sharking, extortion and selective murders. IOM/USAID’s intervention sought to increase basic education and technical training opportunities in order to augment their competitiveness in the labor markets and reduce risk of engagement in illegal activities.

IOM recognized that education was the common element to all successful programs for at risk youth, whether urban or rural, and the principle intervention was education both formal and informal. IOM used the ‘Open Doors’ school strategy aiming at involving youth in creative and positive activities to strengthen their personal and social development with educational and cultural opportunities.

Special attention was given to rural youth who made up 90% of the total displaced youth and who were usually illiterate or semi-illiterate. The objective was to work in educational programs that guaranteed access, continued attendance, relevant apprenticeship and also strengthened institutions implicated in the process.



Youth activities were carried out through three broad categories: (i) training for income generation; ii) democratic, pluralistic and inclusive communication activities; and (iii) academic training and support for those who wished to continue their studies.

IOM/USAID supported productive projects for non-school attending rural youth at agricultural and livestock colleges and through the Tutorial Learning System “SAT”. In urban areas, IOM supported alternative education projects for literacy, basic primary education validation, high school equivalency certificates as well as sport, community cinema and other cultural activities.

Key results:

- Rural Youth, Education and Development Project implemented with the Ministries of Education and Agriculture, SENA and the Federation of Coffee Growers “Fundación Manuel Mejía” which strengthened rural education by

offering pertinent education, constitution of capitalization and student management funds and implementation of productive pedagogic projects supported with capitalization funds.

- Activities based on the “Open Doors” School Strategy: community cinema and internet, dance, theater and music contests were effective and economically viable for social integration in Popayán and Quibdo. Likewise, the implementation of literacy, elementary and high school validation programs, fostered encounters around interesting, recreational and motivating activities that facilitated integration and consolidated social networks.
- Designing of a model to acknowledge and strengthen the existing coexistence practices in families and the elimination of violent ones, and the transfer of the model to four cities (Cúcuta, Huila, Bucaramanga and Soacha).
- The formation of different alliances that supported development and sustainability for the projects that implement the strategy: institutional alliances at the three territorial levels which provide mid and long-term support to “Citizen Radios”; alliances with international cooperation organizations and the Ministry of Education for an integrated curriculum; alliances with national NGOs and Compensation Funds for the design and implementation/piloting of innovative initiatives (Learning Circles and Creative Youth Groups); alliances with international cooperation organizations and local governments for the creation of micro enterprise networks to produce and market pork and chicken, cakes, arequipe (type of toffee), natural soap, medicinal plants, Amazonian Fruits, grains and fruits.
- Syllabus and curricular structure for the implementation of a multidimensional educational proposal (academic instruction, enhancing of artistic and sporting skills, job training and training on citizen competencies).
- Certification of 102 youths for having completed half the secondary education cycle, with clearly defined outlines for job training and development of artistic and sporting skills. This means that in the second phase of the pilot project, students will obtain a studies certificate that will validate their progress in a cycle that is equivalent to two courses. For example: cycle 3 (6° and 7°); cycle 4 (8° and 9°). In the same manner, they will obtain a job training certificate.
- Twelve rural educational institutions participated in agro industrial projects that were linked to production and marketing networks.

Land

The protection of land and patrimonial assets was of special importance as a strategy of preventing displacement since the application of protection measures dissuades illegal armed groups to cause displacement. On the other hand given the fact that the majority of displaced people are of rural origin and depended on land to survive, the application of these measures to already displaced populations and initiatives to reclaim the land would lead to eventual socio-economic reestablishment.

Land and protection of land assets is a crucial important matter for IDPs and vulnerable populations in Colombia. For the families desiring to return home or to relocate to areas where they can establish a livelihood in agriculture, lack of access to land is often a major barrier. There is a serious need for answers in the form of alternative land for relocation and resettlement and for the protection of original ownership rights.

In this sense, IOM had been protecting patrimonial assets of at-risk families through a pilot program under which primary protective measures had included a national registry of abandoned lands; a freeze on land sales in zones of high displacement; and an exchange program that allowed IDPs access to land in lower risk areas. Under this project, IOM also helped update and computerize registration of titled land holdings at the local level, allowing IDPs and at-risk populations to participate in the Decree 2007/01 land program and providing them with means to easily reclaim their lands in the event of return as well as a legal basis for contesting illegal seizures. The program also provided the basis for land-swaps. IOM counted on a frame agreement with INCODER to support the socioeconomic stabilization of displaced and population in high risk areas that had received land titles.

IOM also promoted land titling in at-risk urban and rural zones. This had two important impacts: First, once land was registered and titled, illegal actors were less likely to displace the population. Second, titling also allowed beneficiaries access to mortgage loans. IOM also updated municipal tax registers which functioned as an official record of land ownership thereby reducing opportunities for illegal acquisition and also increased municipal funding for social services, diminishing social stresses caused by IDP arrivals.

The Program also supported the rehabilitation of unused or under-utilized land for IDP income generation initiatives and the rehabilitation of demonstration plots at agricultural rural schools and colleges.

Key results:

- The publishing of a set of publications to be used as a toolkit stipulating the legal roadmap to use in the protection of both individual and collective property for the displaced. These were to be used as instruments to both assist local authorities in implementing these measures and the communities involved especially indigenous and Afro-Colombians.

This would help them to better understand their rights and in turn help achieve one of the primary objectives of the project, the application of the 2007 decree in departments and municipalities where the displaced and at risk populations suffer loss of agricultural property.

- The Adjudication and Land Titling for Titling for Landazuri At-Risk area project was the first process in the 2007 decree framework to bear concrete results such as the issuance of title deeds.
- The Strengthening Social Fabric to Protect Patrimonial Assets project supported the working out of methodologies in social strengthening and prevention of land conflict and the inclusion of land issues in Territorial IDP Committees (CTAIPD). This process involved community leaders and CTAIPD who helped map land risks and opportunities.
- “The Productive projects in the provincial centre of the Amazon Piedmont” was an initiative which joined land titling activities with productive projects in an effort to stabilize them socially and economically, thereby preventing displacement.

Private Enterprise

Table 8. Private Enterprise Investment

Region	Income Generation	Social Infrastructure and Housing	Education	Health	Institutional Strengthening	TOTAL
Norte de Santander	8,771.93	31,742.00	58,038.97	-	-	98,552.90
Santander	-	-	-	-	-	-
Valle del Cauca	162,561.08	44,743.67	-	1,156.95	-	208,461.70
Putumayo	-	-	-	-	-	-
Nariño	33,431.08	-	-	-	-	33,431.08
Caquetá	79,622.74	-	-	-	-	79,622.74
Chocó	-	4,385.96	-	-	-	4,385.96
Cauca	307,582.12	100,480.68	3,222.22	-	-	411,285.02
Huila	24,934.33	11,702.48	17,730.50	-	-	54,367.31
Inter-regional	-	43,866.17	90,350.88	-	261,108.02	395,325.07
TOTAL	616,903.28	236,920.97	169,342.57	1,156.95	261,108.02	1,285,431.80

Most of the implementing partners of socioeconomic reestablishment projects of the beneficiary populations were private NGOs of social or business development nature.

In addition to the private nature of the implementing partners of the Program, special emphasis was given to the involvement of private businesses mainly in labour training, since they are the main providers of employment.

In relation to the promotion of business initiatives for self-employment, special attention was paid to linking businesses of different sizes, the outsourcing and other type of alliances although not always with positive results.

Nonetheless, as of 2003 greater efforts were made to sensitize, involve and commit private businesses and their management in the challenges related to forced displacement as well as those related to the required economic growth and the competitiveness of regions and products in a growing global economic environment.

The participation of the private sector in the socioeconomic reestablishment of displaced populations and vulnerable groups was key to the implementation of the Program.

Involving the Private Enterprise was usually carried out through two channels: First, through their corporate social responsibility; secondly, as a key actor in the activating local and regional markets in an economic development context which brings together public, private and academic stakeholders that contribute towards social and economic sustainability.

The close relationship built with the private sector facilitated the identification of clear regional labor patterns, the business environment and appropriate market niches required to start up and develop productive projects.

One of the most effective approaches that the Program used was to tailor projects precisely to companies' profiles so as to simultaneously impact on both image and bottom line. This was illustrated by IOM's successful Sustainable Development Program for Nariño's Coffee Growing Families. The strategy involves local small producers as active members of the value chain and empowers members of the community as property owners and business people in their own right, through education, agricultural diversification, food security, housing and other elements in an integrated scheme for regional development.

Main activities:

1. The strategic introduction of the “Local economic development” concept in the orientation of local and regional programs and projects required the mobilization of businesses and businesspeople (small business people and micro-enterprises, except in the main cities).
2. The promotion and sensitization of corporate social responsibility carried out through forums, seminars and awards allowed direct involvement of medium and large businesses and businessmen.
3. The promotion and development of social campaigns for, inter alia, human rights, citizen co-existence and preventative healthcare among others received support from the private sector.
4. Promotion of alliances between corporate firms, such as the “Conexión Colombia” program, allowed linking the Colombian Diaspora with vulnerable populations in Colombia. More than two million USD aid in kind and in cash have been raised in support of victims of natural disasters and conflict in Colombia.

Involvement of the Private Sector became central in providing solutions to the IDPs and other vulnerable groups. IOM continuously sought to create spaces and opportunities for development among vulnerable populations and had devised several avenues on how to channel contributions from the private sector. A large amount of the funds were used to implement infrastructure and education projects and productive initiatives on a win-win situation.

During the implementation period of the Program, the “Cajas de Compensacion”¹⁹ had expanded the spectrum of beneficiaries of their services to include vulnerable populations. Under this new policy, they had become strategic allies in assisting IDPs. This was reflected in the joint funding and implementation of projects with COMFAMILIAR in Putumayo, CAFAM in Norte de Santander and COMFACAUCA in Cauca. The capital assets of these entities allowed them to provide significant counterpart funding or in kind contributions. Likewise, the long term commitment to provide assistance in the regions where IOM was present would serve to institutionalize implemented programs once USAID ended funding. Lines of action included areas where they had experience such as health, income generation and housing.

Key results:

- Projects related to this component were directed towards linking labor markets through job promotion and the development of productive projects of different sizes (self employment) and special projects associated to the development of regional mini-productive chains.
- Private sector contribution facilitated access to sustainable employment for heads of households among displaced and vulnerable through vocational training according to the demand of the labor market of the various business sectors.
- The program achieved greater interest and participation of the private sector in social projects through presentation and promotion of Corporate Social Responsibility and Profitable Social Investment.

Gender

Table 9. Gender comparative table of Male / Female assisted per component (1,161,044 persons)

Gender	Income Generation	Social Infrastructure and Housing	Education	Health	Institutional Strengthening	TOTAL
Male	54,774	94,540	76,496	178,948	223,030	627,788
Female	53,652	92,429	60,238	192,564	134,373	533,256
TOTAL	108,426	186,969	136,734	371,512	357,403	1,161,044

Gender equity and empowerment of women are essential prerequisites for sustainable human development. IOM recognized women’s pivotal roles in the sustainability and reconstruction of family and community life and the improvement of living conditions. According to statistics, the majority of IDPs are women and close to 30% of IDP households are headed by women. IOM understood the leadership of women to be essential particularly within sectors that had been affected by displacement and subsequent conditions of poverty. The Program thus gave consideration on the special effect that displacement had on women when formulating programs aimed to benefit them.

IOM Geneva had financed a “gender protocol” field manual which was developed with the collaboration of the National University. The manual laid out specific gender perspectives to be considered during the implementation of projects which included gynaecological assistance and sexual and reproductive health counselling.

The USAID funded Program provided support through projects aimed at strengthening government entities response to challenges of women’s participation, gender inclusion and social assistance. In its education projects, IOM/USAID sought

¹⁹ A network of payroll-tax financed social welfare provision institutions with mix public/private management. Services provided include micro-credit, health provision and housing.

to counter high drop out rates among girls and also increased the budget for women in income generation and infrastructure projects.

An innovative activity to reduce domestic violence was implemented in coordination with ICBF to complement the income generation projects, where women tended to be more involved than men. This at times led to domestic violence due to the changes in the traditional role of men as family providers. IOM/USAID provided complementary training on the subject to the *Defensoria del Pueblo*, police and other local authorities likely to intervene in domestic disputes and the staff of its Domestic Violence Warning System in beneficiary zones.

The Program also strengthened the investigative capacity of the Public Prosecutions Office in crimes related to domestic and sexual violence whose victims belonged to displaced and vulnerable receptor groups.

The Program included substantial inputs and oversight by female beneficiaries in water and basic sanitation projects given that rural women were generally responsible for access to potable water and family sanitation.

Out of the total number of direct beneficiaries assisted by the Program 45.97% were women. The Health component assisted the highest number of female beneficiaries.

Assistance to IDP Returns and Relocations

Table 10. Attended Beneficiaries in Return by Component and Region

Region	Income Generation	Social Infrastructure and Housing	Education	Health	Institutional Strengthening	TOTAL
Norte de Santander	-	-	-	-	-	-
Santander	650	391	162	-	75	1,278
Valle del Cauca	1,689	1,750	-	6,652	9,205	19,296
Putumayo	-	-	-	-	-	-
Nariño	-	-	-	-	-	-
Caquetá	-	-	-	-	-	-
Chocó	2,145	15,232	-	5,397	-	22,774
Cauca	1,475	2,445	-	-	-	3,920
Huila	62	-	-	-	-	62
Inter regional	-	-	-	-	-	-
TOTAL	6,021	19,818	162	12,049	9,280	47,330

This component was introduced into the Program in 2003, during the expansion period of the Program. Based on the principles of Willingness, Security and Dignity, IOM considered it important to support community and government initiatives of returns and relocations through planning and implementation of reestablishment projects. Assistance was coordinated within the framework of the thematic working groups derived from the local committees of assistance. This framework allowed the coordination of institutional arrangements with GOC and NGOs in order to provide comprehensive assistance.

Based on the inputs and lessons learned from the then ongoing support for returns, IOM prioritized support to voluntary returns in conditions of security and dignity for the population that meet the aforementioned characteristics, in order to increase probabilities of success. As mentioned in the income generation component, IOM was going to assist returnee communities by involving them in efficient productive units and seeking access to new markets or improving conditions of access to the current markets by adding value to products, or seeking better alternatives for intermediaries.

IOM focused primarily on food security and productive initiatives including creation of seed and livestock revolving funds, technical assistance on clean and more efficient farming technologies. This strategy was complemented with the improvement of water and sanitation facilities, construction of sewage systems and improvement of community infrastructure financed under the infrastructure component.

Since 2002, the government had fostered voluntary return of IDPs as one of its major strategies for reestablishment of uprooted populations. Data showed that returns were more likely to take place among IDPs who had not left their departments of origin but this decreased as time passed. Moreover, provision of emergency assistance was not an incentive for staying at receptor areas. On the contrary, the willingness to return for the ones that received assistance was higher than that of the ones who received it.²⁰

²⁰ Land Policy in Transition (World Bank, 2003).

Return is the most sustainable option for internally displaced people since this implies recuperating the environment, history, ownership, homes and identity. The key issue sought during returns is the giving rise to rooting in the territory, optimizing the result of reestablishment through the restoration of plans of life and the recuperation of the knowledge which the IDPs have of their habitat in favour of an effective socioeconomic stabilization.

In this way, public policies that are directed towards accompanying the process of return, not only through provision of security but also by strengthening social capital in communities and improving the conditions of returnees need to be strengthened.

The Program benefited a total number of 47,330 returns. The component with the highest number of beneficiaries was social infrastructure and the department with the highest number of beneficiaries was Chocó.

Operating Partners and Counterpart Funds

Table 11. Cost-Sharing Obligations Per Partner type by Region

Regional Office	Public Sector		Private Sector		Other (Church, local organizations)	Total
	Territorial Entities	State Agencies	Private Enterprise	NGO, Non-Profits, & Mixed Entities		
Norte de Santander	1,462,094.55	384,638.93	98,552.90	1,283,505.76	104,604.79	3,333,396.94
Santander	996,745.81	627,125.84	-	1,040,122.72	365,724.03	3,029,718.39
Valle del Cauca	1,885,104.28	1,993,058.47	208,461.70	1,023,101.03	636,737.43	5,746,462.90
Putumayo	912,070.89	652,900.58	-	230,117.60	350,927.18	2,146,016.24
Nariño	1,544,328.48	753,927.44	33,431.08	327,129.27	246,835.14	2,905,651.42
Caquetá	538,775.31	496,932.84	79,622.74	431,934.32	226,532.59	1,773,797.80
Choco	434,534.70	488,563.23	4,385.96	383,952.72	190,280.14	1,501,716.76
Cauca	1,082,945.61	980,282.08	411,285.02	263,014.01	275,334.50	3,012,861.22
Huila	854,102.79	345,603.78	54,367.31	252,972.74	333,470.43	1,840,517.05
Inter-regional	445,771.44	25,304,734.79	395,325.07	1,788,284.66	1,272,076.40	29,206,192.36
TOTAL	10,156,473.86	32,027,767.96	1,285,431.80	7,024,134.83	4,002,522.63	54,496,331.07

Thirteen different categories of counterparts and operators were considered, based on the different sectors of the economy. These categories were regrouped between Public Sector, Private Sector and other contributors. After analyzing the results of the interaction among all counterparts it can be concluded that thanks to their involvement and contribution, efforts and resources were brought together thus assuring efficiency, effectiveness and sustainability in the assistance provided to displaced and vulnerable populations beneficiaries of the program. The participation of the various sectors resulted in each USD contributed by USAID being leveraged at a ratio of US\$1.89.

The Presidential Agency for Social Action and International Cooperation (Acción Social) in the Public Sector was the overall key partner of the Program. The agency not only participated in project development but also contributed 40% of the total leveraged budget. Some of the noteworthy projects implemented in alliance with Acción Social were the strengthening of Assistance and Orientation Units (UAOs) and of Committees of IDP Assistance, the formulation and implementation of the Sole Integral Reestablishment Plans and the Food Security Network (RESA). These are just a sample of the various subjects for which IOM and Acción Social forged alliances in order to use resources more effectively and efficiently.

The Colombian Institute for Family Welfare (ICBF), which has a mandate to assist children affected by forced displacement, contributed 5.3% of the total amount leverage in the Program, thus making it the second highest contributor of counterpart funds. Programs implemented by ICBF, such as “Multiple and Community Mothers Homes”, “Youth Clubs” or “School Cafeterias” were supported in order to increase their coverage and to improve the quality of assistance provided. Through ICBF-run programs, an estimated total number of 130,949 beneficiaries were assisted.

At a regional level, the Governor’s Office of Valle del Cauca was the main contributor amongst the territorial entities, and the sixth highest contributor of all IOM’s counterparts and operators. This was achieved through a permanent coordination work with their “Gestor de Paz” Office, with which IOM had worked out the department’s policy on IDPs assistance from the early phases of the Program. During the last phase of the Program, a Framework Agreement was concluded with the Governor’s Office to launch initiatives which guaranteed the reception of resources.

At a municipal level, noteworthy is the contribution of the Mayor’s Office of Buenaventura (8th. Position overall), one of the main receptor and expelling cities of displaced persons.

In the Private Sector, the contribution provided by the Minuto de Dios Corporation in Norte de Santander, which contributed 6.5% of the total leverage funds provided by this sector is worth highlighting. This was followed by Bogota’s

Civil Air Patrol (Patrulla Aerea), which provided 5% of the resources through their ‘Health Brigades’ in different regions targeted by the Program. Taking into consideration that private companies are also included in this sector, and recognizing the importance of their social responsibility, noteworthy was the involvement of the Coffee Growers Committees, both at regional and national level, and Conexión Colombia, which provided 6.5% of the total financial contributions provided by the private companies thanks to the contributions provided by the Colombian Diaspora. Finally, it is worth mentioning the Chamber of Commerce of Florencia, Caquetá, not just for the excellent results obtained in the implementation of income generation projects for IDPs, which merited a national recognition, but also as an example of commitment to social responsibility by a private firm.

Analysis by Component: Out of the total leveraged budget per component, “Strengthening of Institutions and Community” obtained 33.5% of all Program counterpart funds. This ratifies the level of involvement of Acción Social in the Program, since the signing of agreements aimed at developing the RESA strategy, and the social service with interns, among other action lines which guaranteed significant resources to assist beneficiary populations.

“Education” and “Social Infrastructure” components received 23.2% and 19.6% respectively. Interaction of the Program with entities such as the Ministry of Education and the ICBF, allowed the provision of assistance to displaced populations in line with their needs and condition and guaranteed the special attention that a situation of forced displacement requires. At the same time, facilitating access to subsidies for decent housing, which includes housing rehabilitation and sewage and water systems, with the participation of Banco Agrario and territorial entities, permitted a more effective application of the resources provided by the State.

Table 12. Contribution per Component

Component	Contribution
Strengthening of Institutions and Communities	18,287,997.45
Education and Co-Existence	12,647,924.43
Social Infrastructure and Housing	10,706,090.01
Income Generation	6,841,214.37
Health	6,013,104.81
Total amount	54,496,331.07

Although the “Income Generation” component ranks fourth in the percentage (12.5%) of leveraged funds contributed, this is one of the most vulnerable and key aspects of the overall assistance to displaced populations. In this regard, one of the main achievements of the Program is to have succeeded in making IDPs eligible for credit and receptors of State resources necessary to develop their entrepreneurial initiatives. This was achieved through FOMIPYME, which became the fourth largest contributor of all counterparts and operators, with a 2.3% participation.

Finally, in the “Health” component, with 11% of the contribution, noteworthy was the involvement of the Bogota’s Civil Air Patrol, the Ministry of Social Protection and the territorial entities in their commitment to improve access and assistance in health care for IDPs, vulnerable and receptor groups.

Lessons Learned

The main Lessons Learned – LL- in the implementation of the Post-emergency Assistance to Internally Displaced Population, Receptor Communities and Other Vulnerable Populations Program – IDPs were identified and systematized. LL is the process of reflecting on the activities carried out and decisions made that generated lessons in the process of project identification, formulation, implementation, monitoring, evaluation and diffusion of results, in order to use resources more efficiently for future projects, and thereby achieve higher goals and better results. Lessons learned also include negative or unsuccessful practices, with the purpose of identifying risks in a timely manner and thus avoid inadequate decisions in projects with similar objectives, activities and institutional and social contexts.

The Specific Lessons Learned for each of the five components of the IDPs Program (Income Generation, Institutional Strengthening, Education and Coexistence, Health, and Social Infrastructure and Housing) are presented in annex No. 4. Lessons learned on gender and ethnic perspectives, synergies among the different stakeholders and community participation are also included in the document.

A. Income Generation

- Involving social networks that support Credit Funds strengthened funding for the economic activities of the displaced and vulnerable population. These networks are conformed by public and private entities and non-governmental organizations, which provide complementary assistance to beneficiaries through other services.

- Solid planning, implementing and empowering processes focused on project continuity and sustainability achieved through collective coordination among the community and the promoting and operating institutions
- A Project focused on teaching and technology innovation in agriculture and livestock production systems and built with the support and accompaniment of the community.
- Social stabilization and the improvement of the quality of life of vulnerable populations strengthened through an integrated scheme of psychosocial assistance.
- The development of environmentally sustainable food and social security projects, that guaranteed: i) local consumption, ii) initial marketing of surplus and iii) family and community stabilization through psychosocial support, allowed the returns project to be successful and the bases for restoration of rights.
- A more direct relationship with the beneficiaries and accurate counselling on the evolution of businesses aimed at avoiding defaulting of payments
- Strengthening the technical team by training them on credit fund administration, facilitated the efficient and transparent management of financial resources, which transcended to the beneficiaries
- The combination of technical and traditional knowledge generated successful proposals for the improvement of livestock and agricultural production.
- The articulation of an educational project with an integral agricultural and livestock one facilitated community organization and local development.
- The participation of the educational community and competent entities in the field of education in the administration and development of the income generation projects considerably improved sustainability.
- The IOM/USAID, Acción Social and SENA alliance promoted and established the responsibility of the private sector in integrating displaced population within their businesses.

B. Housing and Social Infrastructure

- The inclusion of the beneficiary population in the planning and implementation of a housing project generated a sense of belonging and higher impact among the community.
- The community was involved in the planning and coordination which included design, formulation, administration and implementation of the project, thus increasing the sense of ownership.
- The community, mixed enterprises, and international cooperation complemented each other in their alliance for the construction of an aqueduct, generating local development and improving the standard of living of the internally displaced and vulnerable population.
- Strengthening coordination between municipalities and governmental organizations was essential for the implementation of housing projects , taking into account that the final project costs included the cost of the parcel, urbanization and the unit itself , for which financing from different entities was needed
- Technical accompaniment for mayors' offices in the formulation of housing projects for the Banco Agrario call for proposals resulted in the presentation of eligible projects, allowing displaced population to have access to rural housing subsidies.
- Technical accompaniment of local public service companies throughout the development of water and sewage systems projects strengthened them thus guaranteeing sustainability to their operations.
- The infrastructure component supported the legalization process of parcels occupied by displaced population in the cities where they resettled
- The construction of infrastructure projects generates community development processes that integrate the displaced and receptor populations and allows grassroots organizations to strengthen, improving their capacity to negotiate resources with the municipalities, in order to continue developing their communities once the project ends.

C Education and Coexistence

- An increase in effectiveness and efficiency in project implementation was made possible by the technical and financial synergies among public entities, private sector, civil society and cooperation agencies.
- Participative selection of an educational model that responds to the needs of the displaced and vulnerable populations strengthens sustainability and institutional strengthening processes, improves the educational model, triggers development and integration processes among the displaced and receptor communities.
- Developing a clear, viable and sustainable, operational and administrative proposal that indicates ways to include university interns in educational projects.
- Involving the educational community in the process helped set in motion an alternative educational model – Learning Circles. :
- Incorporating innovative actions lines in order to improve education offers in rural areas leads to an adequate response to the needs of the population.
- The alternative educational models for unschooled youth in urban areas, that included new agents, pertinent curricula, flexible schedules and unconventional spaces, contributed to their permanence within the school system. They also

contributed to strengthening the social fabric, generated values for a culture of peace and contributed to cultural expansion processes.

- Constant communication between IOM and the ICBF built solid relationships that were the basis of a successful project.
- Coordination between the ICBF and the USAID/IOM Program favored transparency in resource management and implementation efficiency.

D. Health

- The alliances between the academic and the public health networks increased the possibilities of success in family healthcare, provided they improved prevention and monitoring strategies.
- Strategic alliances with private and public entities allowed overcoming of access, quality and social control barriers for health services oriented to displaced populations and to adopt corrective measures to ensure the protection level is reached.
- The use of participatory methodologies and the development of learning and communication strategies, in accordance with the socio-cultural characteristics of the beneficiaries, facilitated the assimilation of knowledge and project appropriation by the community.
- In the formulation and implementation of the health brigade project, oriented to different ethnic groups, it was necessary to acknowledge cultural diversity and include these groups as part of the implementation teams of the project to gain their trust.

E. Institutional Strengthening

- Joint efforts between “Acción Social” and IOM strengthened the capacities of sectoral and territorial entities involved in the assistance, coordination, financing and follow up of the projects oriented to the assistance of displaced and vulnerable populations
- The coordination of project implementation activities and the assimilation of new processes required in designing methodologies with clear and precise guidelines that established roles, competencies, and consensual models, according to the identified needs and based on mutual respect.
- The existence of IDP Organizations based on democratic principles triggers the reactivation of municipal and departmental committees and the conformation of thematic worktables.
- In order to guarantee the success of the PIU/PIUR, support was provided to the training and accompaniment of local and departmental authorities.
- Promoting coordinated work among the institutions members of the SNAIPD (National System for Integrated Assistance to Displaced Population), international organizations and national NGOs was necessary in order to avoid duplication of efforts.

F. Returns

- Besides security, the social, emotional, and productive dimensions of the returns need to be taken into account. There must be a serious and consistent effort to help communities and individuals overcome historic poverty and discrimination and additionally as victims of the armed conflict.
- Support to institutional processes in return processes should adhere to the principals of willingness, security and dignity. These are essential criteria needed in insuring successful returns.
- A great political effort needs to be carried out in order to place the return issue within a national debate framework so that convergence points can be defined at local, regional and national level, including the discussion on approach and methodology aspects for which no fundamental agreements exist.

G. Land

- The lands legalization process, carried out with the municipality and INCODER, contributed to the economical and social stabilization of the communities and stimulated local development.

H. Gender Perspective

- The incorporation of the gender perspective improves the organizational environment, facilitates dialogue, promotes equitable work conditions, and qualification of information, observation and orientation of decisions made to cooperate with strategic interventions that respond to the International and Colombian contexts, regulations and policies.
- Acknowledging the gender perspective when diagnosing the situation, with the participation of men and women (potential beneficiaries), promotes understanding and respect for the capacities of both genders, results in higher participation and solidarity that in turn generate effective and efficient management.
- Overcoming difficulties such as: cultural resistance in identifying differences and potentials; gender violence that is historically accepted as “natural”; men’s resistance in participation in training on gender equity; lack of knowledge of the national and international regulations on the subject; confusion of the terms equity and equality; women’s isolation,

especially those vulnerable due to poverty and forced migration; the absence of social networks they can trust and receive support from, and the lack of knowledge on their rights

- Guaranteeing equitable gender relationships, until men and women begin to share roles and men begin to better value women's contribution to the family, the organization and society.

I. Ethnic perspective

- The acknowledgement and respect for cultural diversity guaranteed that each and every one of the actions taken were in accordance with the organizational and strengthening processes of indigenous communities.
- The indigenous Councils must be valued for their role in the every day life of their communities. They act as mediators, decision makers and resource providers in the projects through the institutions located in zones of influence. This makes them strategic actors in the implementation of international cooperation actions.
- The integration of the displaced population and the receptor communities in traditional solidarity activities, of indigenous and afro-descendent populations, such as community kitchens, financial contributions for construction wages or maintenance of community infrastructure –Minga- and solidarity work activities among family groups or neighbors –“Mano cruzada”- promotes solidarity, secures cultural values and strengthens social support networks.
- The development of projects among afro descendents and indigenous populations in high risk areas allows for mutual social enrichment and protection.

J. Follow up

- Projects that include evaluation (pre and post) and follow up processes, rapidly achieve recognition by the communities, government, civil and international institutions. Likewise, they provide information to adjust or reorient components and activities with the purpose of improving future project offers.

K. Synergy

- The coordinated participation of different governmental entities, civil society interest groups, cooperation agencies and the community in the identification of needs, project formulation and implementation avoided dispersion and duplication of efforts, increased financial, logistical, and technical resources in projects, contributing to greater coverage and quality of the services to be provided.
- The participation of different institutions also contributed to the strengthening of public policies at national level and to the elaboration and implementation of local plans.
- The possibilities of success in project implementation increase when different stakeholders establish a coordinated plan, when technical, logistical or financial contributions are clearly defined and when institutional competencies to achieve the established goals and objectives are determined.

L. Participation

- Community participation spaces legitimize projects, identify and establish needs, contribute to the community's empowerment of the activities and goods created in the project framework, promote new leaderships, generate knowledge and local capacities.
- In the projects where public institutions participate at a national, regional or local level, participation constitutes a strengthening strategy of governance, which is understood as the articulation of community disposition and those responsible of administrating public goods.
- Participation spaces must guarantee: a. access to information on the dimension and scope of the project and the resources involved; b. training processes on technical, accounting, and administrative aspects; c. participation of the technical committees by expressing their ideas and taking part in decision making, as well as in follow up and evaluation processes.
- The participation spaces and the support to community organization strengthening improve the social management capacity of many groups, securing solidarity mechanisms of cooperation and exchange of experiences.

Sustainability

Sustainability is a concept that has recently been related to program/project development. Different concepts and approaches have been generated by different sources and organizations. The indicators and sustainability analyses for the IDPs Program were based on this definition: “Sustainability is understood as the capacity to integrate the processes developed by the project or program to institutional, social, family and/or personal dynamics in such a way that its benefits will remain over time”.

Since 2003, the projects developed within the IDPs Program framework were evaluated based on the methodology designed by IOM. Feedback on the capacity of each project was obtained every quarter. The report presented in annex No. 5 shows the consolidated sustainability results for the IDPs Program, within the strategy designed by the Program.

During the two and a half years of performance sustainability evaluations, 421 projects were analyzed, out of which 22% had Education as their main component, 12% had Health, 21% had Infrastructure, 29% had Income Generation, and 16% Institutional Strengthening. Project distribution by region and main component are presented in the following table:

Table 13. Project Distribution by Region and main Component

Regional Office	Income Generation	Social Infrastructure and Housing	Education/ Coexistence	Health	Institutional Strengthening	Total # of Projects	% of Projects
Norte de Santander	10	15	13	5	1	44	10%
Santander	13	15	11	11	1	51	12%
Valle del Cauca	16	17	4	8	5	51	12%
Putumayo	7	9	5	6	7	34	8%
Nariño	7	16	19	8	7	57	14%
Caquetá	6	10	5	3	2	26	6%
Chocó	6	14	3	4	2	29	7%
Cauca	10	17	9	6	3	45	11%
Huila	11	10	5	8	5	39	9%
Central Region	4	1	17	7	16	45	11%
Total	90	124	91	67	49	421	100%
%	21%	29%	22%	16%	12%	100%	

These measurements were carried out during 11 quarters, during which the program average was between 3.87 and 4.11, fluctuating between medium and high sustainability levels.

The sustainability results that each project was able to obtain in each criterion were between 1 and 5 points, where 5 indicates the highest possible result. The analysis made indicates that a high percentage of projects presented low results (between 1 and 3) in two criteria:

- Financial Viability for Sustaining Activities and Processes and
- Appropriation by Civil Society Organizations (different from the implementing partner)

These two sustainability criteria were the hardest to achieve and were therefore considered key criteria, and needed to be given more attention when designing and developing projects. Regarding financial sustainability, these results implied that it was necessary to emphasize the search for alternative resources or to create self-sustainable processes from the beginning (formulation phase). The low results of these two criteria did not necessarily mean that the processes were not going to continue. Although these were important factors, having the right community and public institutions that were committed to the project contributed to the strengthening and continuity of the processes.

Specific analysis by components and regional office are presented in the annex. It is worth mentioning that results were due to the particular conditions of the area where the project was being developed and therefore measures had to be taken to alleviate the effects of the environment. These analyses enabled us to determine the aspects that needed to be strengthened in future projects.

The following charts present general quarterly results obtained per regional office:

Regional Office	13 th Quarter (Oct – Dec 2003)	14 th Quarter (Jan – Mar 2004)	15 th Quarter (April – Jun 2004)	16 th Quarter (Jul – Sept 2004)	17 th Quarter (Oct – Dec 2004)
Caquetá	3.66	3.35	3.38	3.02	3.24
Cauca	3.60	3.88	3.92	4.24	4.28
Chocó	4.07	4.36	4.53	3.94	3.92
Huila	4.30	3.95	4.04	4.04	4.02
Nariño	3.69	3.57	4.03	4.16	4.31
Norte de Santander	3.85	4.03	3.91	3.87	4.10
Putumayo	3.87	4.05	4.17	4.20	4.24
Santander	3.97	4.19	4.07	4.23	4.24
Valle del Cauca	3.57	3.42	4.14	4.06	3.99
Nivel Central	3.50	3.83	3.65	3.94	4.03
Total Average	3.87	3.86	4.00	4.02	4.09

Regional Office	18 th Quarter (Jan – Mar 2005)	19 th Quarter (April – Jun 2005)	20 th Quarter (Jul - Sept 2005)	21 st Quarter (Oct – Dec 2005)	22 nd Quarter (Jan – Mar 2006)	23 rd Quarter (April - Jun 2006)
Caquetá	3.42	3.64	3.63	2.96	3.04	3.21
Cauca	4.01	3.98	4.17	4.21	4.40	4.37
Chocó	3.93	4.15	4.15	4.21	3.34	4.01
Huila	4.12	4.26	4.13	4.09	3.73	4.31
Nariño	4.13	4.02	3.80	3.96	3.78	4.21
Norte de Santander	3.82	3.71	3.98	3.85	4.35	4.31
Putumayo	3.98	3.85	4.06	4.30	4.19	4.08
Santander	4.17	4.08	3.96	4.10	4.07	3.84
Valle del Cauca	3.84	4.20	3.96	3.94	4.25	4.33
Nivel Central	3.92	4.05	4.12	3.84	3.96	3.88
Total Average	3.98	4.03	4.02	3.94	4.04	4.11

Some of the main findings of the analysis were:

- Environmental factors affected conditions needed for the continuity of the processes. Situations such as the armed conflict and economic problems in the region directly affected project development, decreasing the possibilities for consolidating sustainable processes.
- Commitment from the different counterparts and partners were key to sustainability. Their participation from the project design, implementation and in decision contributed to increase appropriation of project activities and therefore increased sustainability.
- Appropriation, an indispensable factor in attaining sustainability, was achieved when projects responded to the needs of the displaced and vulnerable populations. Likewise, the appropriation process improved when adequate project organization and knowledge was internalized by the beneficiaries and the community.
- The involvement of various organizations in project development improved sustainability. Even though functioning becomes harder, and roles and responsibilities needed to be clearly defined, it contributed to the creation of synergies and different sources of support to give continuity to the process once the project ended.
- Project sustainability was obtained when project implementation was linked to local development strategies and integrated different components, and when solutions were based on local plans.

Visibility Strategy

Throughout the implementation of the Program, IOM carried out a visibility strategy acknowledging the United States Agency of International Development (USAID) and the US Government as donors to both partners and beneficiaries, as well as to the general public. The visibility strategy also took into consideration security concerns which could affect stakeholders or the effective implementation of the Program.

Objective: The strategy aimed at enhancing USAID’s visibility as the Program’s donor among governmental institutions, local and national Non-Governmental Organizations (NGOs), community organizations, indigenous and Afro-Colombian groups, beneficiaries, media, as well as other stakeholders.

The visibility strategy was implemented in all the five components and cross-cutting activities in the Program aimed at strengthening their objectives and providing support to the Government of Colombia.

Outcomes:

- The strategy created awareness among the target population on the source of the funding as well as supporting the Colombian Government in the provision of services. Furthermore, activities and materials on information on USAID and the US Government interventions aimed at assisting internally displaced, host communities and vulnerable groups were successfully developed and of good use to both public and private institutions.
- The visibility strategy was able to demonstrate the results of the Program successfully and efficiently.

Audiences: Targeting different audiences helped achieve the objectives. Not all activities have the same target. Beneficiaries and communities were addressed with information campaigns, community meetings, visibility signs and publications. Public events were also a way to address the communities as well as local institutions, and media coverage was used to promote US assistance and raise public awareness, giving an understanding of the Program’s goals and activities.

Messages: Messages were distributed through several communication channels in order to promote and attract positive publicity as part of the responsibility to advance the interest of the US government. Appropriate venues for these types of activities included: public events, promoting positive relations with beneficiaries such as their stories being shared publicly,

establishing media relations and working closely with local and national officials of the Government of Colombia to raise awareness within various audiences.

The Program and Press Information Unit worked in close coordination with the Press Offices of the US Embassy, USAID and other partners in the dissemination of messages and information.

Various strategies were used to reach audiences in each Program component. Some of the highlights are:

Income Generation: The Program developed several strategies for the re-establishment process. Noteworthy, was the IOM Award for the innovative and successful management intervention models for the socio-economic stabilization of displaced and vulnerable populations launched in 2005 with Corpomixta (Mixed Corporation for the development of Micro-Enterprises). This award aimed at highlighting and stimulating the entrepreneurship spirit of individual and social organizations of Internally Displaced Populations that had created their own micro-enterprise projects.

Infrastructure: It is important to stress the fact that all infrastructure projects included visibility signs and plaques. Schools such as El Reposo (Chocó), Multiple Homes, or housing projects such as those in the neighborhood of Valles del Rodeo in Cucuta (Norte de Santander) are only some examples.

All signs acknowledged USAID and the United States of America's people as well as other entities that had supported the projects.

Exceptions to this visibility rule were previously agreed upon with USAID officials through *ad hoc* waivers for security reasons.

Education and Co-Existence: Citizen Radios: Spaces for Democracy was a project aimed at generating analysis and debates on public affairs in local and regional fields. The project's main purpose was to foster democracy, citizen participation and coexistence through the creation and consolidation of "opinion slots" in community and public interest radio stations. The project was implemented in agreement with the Ministry of Culture. Thirty-eight (38) radio stations from 11 departments took part in this project.

Health: One of the key highlights in the component in 2005 was the Health Awareness Campaign carried out in 9 departments of Colombia where IOM had established regional offices. This campaign aimed at promoting and guaranteeing integral health coverage for internally displaced and vulnerable groups as well as establishing strategic alliances with regional actors. IOM/USAID worked to strengthen the health sector through strategic working groups with key state and civil society stakeholders in alliance with the Department of Social Promotion in the Ministry of Social Protection. The initiative provided support in the development of several information tools for radio, TV and printed materials to be used in campaigns on rights and services that beneficiaries had access to. All the materials acknowledged the support provided by USAID.

Strengthening of Institutions and Communities: The Program implemented several information campaigns including supporting the National Statistics Department (DANE) in the 2005 census to promote the participation of ethnic groups, particularly Afro-Colombians and; an information campaign developed in Soacha during 2004 as a pilot project for the Census that was summarized in a publication elaborated with DANE.

IOM/USAID and the Colombian NGO, Medios para la Paz (MPP), trained journalists in more than 8 departments on effective coverage of the displacement phenomenon. The training methodologies plus a glossary on displacement and a directory of the organizations that work in Colombia to assist IDPs were then included in a publication developed with UNHCR. The publication was well received among the media, students and other sectors.

Tools and activities: All information products and promotional materials included brochures, leaflets, TV and radio public service announcements, videos, posters, publications, etc., which gave adequate acknowledgment to the US Government, USAID and the American people according to USAID branding and marking requirements.

Visibility in publications was done by using the USAID logo on the cover page, acknowledgement in the legal remarks and a brief mention in the introduction. Exceptions to this rule were previously agreed upon with the USAID officials by *ad hoc* waivers for those publications that were distributed in areas where security concerns recommended avoiding such visibility. In all public events such as inaugurations, launchings, trainings, exhibitions, etc, USAID banners were displayed. Mention to US Government and USAID assistance was included in all IOM speeches and public declarations to foreign and local correspondents.

Likewise, press releases and other materials distributed to the media included USAID attributions and were elaborated in coordination with the USAID Press Office.